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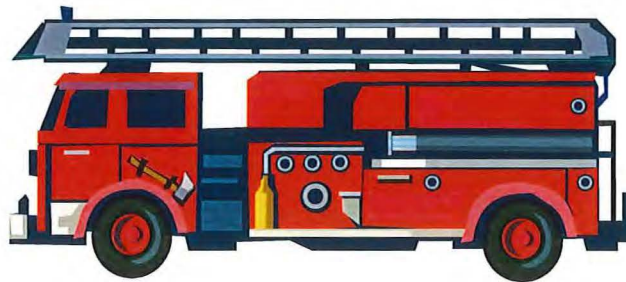
TASK FORCE REPORT ON TRAINING FACILITIES

**Presented to the Maine Fire
Protection Services Commission**

MAY 1, 2006

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MAR 31 2008

**THE FOLLOWING INDIVIDUALS CONVENED TO ADDRESS THE NEED OF A
FIRST RESPONDER TRAINING FACILITY:**

- Chief Werts, Auburn Fire Department
- Chief Cammack, Bangor Fire Department
- Chief Woods, Caribou Fire Department
- Chief St. Michel, Durham Fire Department
- Chief Nichols, Kennebunk Fire Department
- Joan Kiszely, Maine Municipal Association
- Chief LaMontagne, Portland Fire Department
 - Chief Woulfe, Rumford Fire Department
- Chief Guimond, South Portland Fire Department
 - Asst. Chief Norris, Union Fire Department
- Chief Hammond, Windham Fire Department
 - Nancy Forrester, Facilitator



PROBLEM STATEMENT

Do Maine's First Responders have adequate facilities to comply with State and Federal training requirements?

This report will attempt to answer the following questions:

1. Do First Responders need a training facility?
2. Who are the stakeholders?
3. Who will manage the facility?
4. Where, if needed, would the facility be located?
5. What essentials will the facility need to provide to the student?



“Maine First Responders lack a facility for training.”

HISTORY

The need for a state fire academy has been a constant source of discussion and debate during the past decade. Many committees have been formed to discuss, study and search for an acceptable model to meet the needs for all Maine Firefighters, but as of yet, consensus regarding location or plan has not been reached for all fire stakeholders.

A consensus has been reached by all members of the committee on the following points:

1. The demands placed upon today's fire fighter are increasing.
2. Firefighting is very technical.
3. Firefighter training is critical to maintaining the safety of Maine residents.
4. The cost of providing training is increasing.
5. Training needs to be realistic.
6. Adequate facilities for training are critical to successful training.
7. Facilities for training are not available in Maine.
8. New facilities are expensive.
9. Cost of facilities prohibits each community, region, or county from constructing an adequate facility.
10. Firefighters need a facility to meet training needs.

While the committee as a whole has taken the liberty of summarizing the needs of today's firefighters, we recognize the need for a facility to cover all of the training requirements for Maine's First Responders.

“Maine residents expect First Responders to meet all of these new challenges.”

SIGNIFICANCE

Quality training for today's First Responders continues to be one of the greatest challenges for Maine Emergency Services, regardless of department type; career, combination, volunteer or industrial. Maine's First Responders are not receiving the highest quality training. Specifically, Maine's fire service is lacking practical realistic training.

Today's First Responders consist of public and private entities. These First Responders face new roles, responsibilities, and challenges. Regulations, requirements, and technology enhancements have forced Maine Responders to develop cooperative partnerships at all levels of response. As the events of Katrina, Wilma, and the Mid-western tornadoes have taught us, an inter-agency collaboration is essential for successful response and community recovery. Training is the foundation for all successful programs, emergent or not. In addition to the basics of firefighting and emergency medical services of years past, new challenges face the emergency response community. Some of these examples include:

- Fire Suppression Technology
- Public Health Concerns
- Emergency Management Training
- Incident Management
- Hazardous Materials/Weapons of Mass Destruction
- Business Continuity
- Disaster Response
- Citizen Emergency Response

History has taught us that **not** training for new challenges will lead to civilian and firefighter death and injury. Not so long ago, we remember all too well instances of firefighters or paramedics entering confined spaces only to fall victim to the same fumes that took the lives of the people they were hoping to rescue, or firefighters or paramedics walking on the same thin ice as their victims, only to fall through and become victims themselves. These two examples spawned new training needs, confined space entry teams, cold water rescue, swift water rescue and dive teams, to name a few. History is a reminder that First Responders must grow to face the new challenges.

“Training must be accomplished.”

Resolve

Background Information

MAINE FIRE PROTECTION SERVICES COMMISSION BACKGROUND INFORMATION FOR STATEWIDE STUDY OF FIRE AND EMERGENCY SERVICES TRAINING FACILITIES NEEDS

About the Maine Fire Protection Services Commission

The Maine Legislature established the Maine Fire Protection Services Commission (“the Fire Commission”) in 2000 (5 M.R.S.A. 319 §3371) to monitor and evaluate the State’s fire protection services system. The Legislature charged the Fire Commission with providing recommendations to the Governor and the Legislature regarding necessary changes in Maine’s fire protection services system. The Fire Commission is required to regularly advise the Governor, the Legislature, municipal fire departments, and other parties affected by its recommendations. The minutes of all Fire Commission meetings are accessible on the following website. <http://www.state.me.us/dps/fmo/FireComm/index.html>

The 120th Maine Legislature passed LD 936 and directed the Fire Commission to conduct a study of the following:

1. The need for a central fire fighting training academy in the State; and
2. If it finds there is a need for a central fire fighting training academy in the State, where the academy would most appropriately be located and the feasibility...of creating a unified state fire and emergency medical services academy housed and administered as part of the Maine Criminal Justice Academy...”

Preliminary Training Facilities Study Conducted

The Training Facilities Committee (“the committee”) was appointed by vote of the Maine Fire Protection Services Commission on April 1, 2002 to study the need for a state firefighter and EMS training facility, and to recommend the most appropriate location for such a facility. The committee began meeting in May 2002, and in May 2004 completed a preliminary study of fire and emergency medical services (EMS) training facilities needs in Maine. The committee report

was accepted by the fire commission on September 13, 2004 and is available on the commission's website: <http://www.state.me.us/dps/fmo/FireComm/TrainingFacility.htm>

The committee report provided an overview of the study methods used, observations and trends identified, and next steps required to complete a comprehensive construction and management program for fire and emergency services training facilities in Maine.

Preliminary Study Methods

The committee conducted a survey of fire and EMS chiefs statewide during the summer of 2002 to collect data on the current training situation and preferences for training facilities. Survey observations and trends were analyzed by the committee and provided in the report.

Committee members researched and enveloped an overview of the types of training needed for fire and emergency services responders. Types of training for fire and emergency services responders include core, enhanced, and specialty.

The committee determined that each of the three types of training require specialized training facilities. Survey data provided preliminary guidance on the estimated number and geographic location of facilities that may be necessary to support core, enhanced, and specialized training for the thousands of emergency responders in Maine.

An initial inventory of the 29 existing fire and emergency services training facilities in Maine was conducted, and the data was included in the report.

Preliminary Study Recommendations

Based on identified conditions and survey observations and trends, the committee made the following recommendations:

- There is a need for a state fire and emergency services training academy in Maine to serve the need for core, enhanced, and specialized training for emergency responders. The facility should be funded by federal and state resources.
- In addition, there is a need for a limited number of regional training academies in Maine to serve the need for core and enhanced training. Facilities should be located within 60

minutes travel time for 90 percent of Maine's fire and emergency services responders. The regional training academies should be funded by federal, state and county resources.

- In addition to the state and regional academies, there is a need for a few local training facilities in Maine to serve the need for core training. Facilities should be located within 30 minutes travel time of 90 percent of Maine's fire and emergency services responders. Local training facilities should be funded by local and county resources; sported by grants from federal and state agencies.
- A formal study should be conducted to plan and implement a comprehensive training facilities construction and management program and include state, regional, and local training facilities to meet the needs of Maine's fire and emergency services responders.

Recommended Formal Study Parameters

A formal study by an architectural/engineering organization experienced in planning and designing fire training academies needs to be completed to determine the most appropriate site locations, conceptual designs, and construction standards for the state, regional, and local fire and emergency services training academies.

General Scope of the Formal Study

- Meet with stakeholders (stakeholders and potential partners will be identified by the Commission).
- Validate training objectives identified in the Preliminary Study and prepare updated needs assessments, which are to include a list of training objectives and requirements (type and frequency of training needed) for each type of training academy (State, Regional, and Local).
- Write program describing required facilities to meet the needs/training objectives for each type of training center (State, Regional, and Local).
- Prepare a standard conceptual design and preliminary budget for each type of training center (State, Regional, and Local), assuming a new site for each center and providing uniform construction standards for all sites (to enhance cost-effectiveness, safety, and ease of maintenance).
- For the Regional and Local Training Centers that will be utilizing existing sites, perform minor customization to the conceptual designs to accommodate existing conditions.

- Present findings of the formal study to the Fire Commission and as many as 3 additional information meetings in Maine.

Additional Scope for State Fire and Emergency Services Training Academy:

- The Commission will identify up to three locations, including the existing Maine Criminal Justice Academy, as potential locations for the site.
- Study these identified sites in two steps: (A) conduct a visual survey/walk-through of the site, prepare conceptual site sketches with a basic concept for utilities and infrastructure (water, sewer, electrical, communications, etc.), and make recommendations for what additional, detailed surveys will be required; (B) perform the detailed surveys, which could include topographic, boundary, environmental, wetlands, soils, flood plain data, hazardous site listing, historical, and other surveys.
- If any of the 3 sites is found to be unsuitable, the Commission will identify one or more additional sites to evaluate.

Additional Scope for Regional and Local Fire and Emergency Services Training Centers:

- Help the Commission establish evaluation criteria for utilizing the 29 existing facilities as regional and/or Local Training Centers. The criteria to include but not limited to: Distance from population centers, land area, seasonal access, utilities, infrastructure, proximity to neighbors, number of fire and EMS departments within 20 and 60 minute travel time, etc.
- Send a written survey, designed in conjunction with the Fire Commission, to the 29 existing facilities to gather data that could be evaluated against the evaluation criteria. Survey data results to be submitted to the Commission in a relational database (such as MS Access), as well as summarized in text format as appropriate. Data and all results are to become the property of the Fire Commission.
- After organizing results of the survey, make a brief visual survey of all 29 facilities at a pace of one to three per day. These surveys would serve to validate the results of the written survey, to confirm which of the sites might have potential when scrutinized against the evaluation criteria.
- Resurvey the sites with the best potential for use as regional and/or Local Training Centers. Study requirements are similar to those for the State Fire and Emergency

Training Academy, but with the additional requirement to evaluate the existing infrastructure (utilities, existing burn buildings, towers, classrooms, etc.).

- Assist the Commission with identifying additional new sites that could be suitable for Regional and/or Local Training Centers and meeting the goals for location (within 50 minutes travel of 90 percent of Maine's fire and emergency service responders for Regional Facilities, within 30 minutes travel of 90 percent of Maine's fire and emergency service responders for Local Facilities.).
- As the Commission identifies additional new sites that could be suitable for Regional and/or Local Training Centers, evaluate those sites to confirm if they are suitable in terms of land area, infrastructure, utilities, and other evaluation criteria.
- Assist the Commission with identifying state, regional, or local partnering agencies to host, own, operate, and/or maintain the Regional and/or Local Training Centers.

ARCHITECTURAL AND ENGINEERING SERVICE SELECTION COMMITTEE

Mike Albert, Firefighter
Lewiston Fire Department

John Dean, Fire Marshal
State Fire Marshal's Office

Jay Bradshaw, Director
Maine Emergency Medical Services

Joseph Ostwald, Director of Construction
Bureau of General Services

Jeff Cammack, Chief
Bangor Fire Department

Dave Wacker, Director
Bureau of Labor Standards

Art Cleaves, Director
Maine Emergency Management Agency

Steve Willis, Administrator
Maine Fire Training & Education

Steve Bunker
Governor's Appointee



PROCESS

After the Maine Fire Protection Services Commission submitted a funding request of over \$400k for this purpose to MEMA and the funding request was denied. MEMA indicated that they would make available \$10k to help move the process forward. After MEMA made the funding available, the Maine Fire Protection Services Commission and the Maine Fire Chiefs Association gave approval to Chief Jeff Cammack of Bangor to convene a group of Fire Chiefs to see if some of the unanswered questions could be answered.

The following individuals convened to address the need of a First Responder training facility:

- Chief Werts, Auburn Fire Department
- Chief Cammack, Bangor Fire Department
- Chief Woods, Caribou Fire Department
- Chief St. Michel, Durham Fire Department
- Chief Nichols, Kennebunk Fire Department
- Joan Kiszely, Maine Municipal Association
- Chief LaMontagne, Portland Fire Department
- Chief Woulfe, Rumford Fire Department
- Chief Guimond, South Portland Fire Department
- Asst. Chief Norris, Union Fire Department
- Chief Hammond, Windham Fire Department
- Nancy Forrester, Facilitator

The group met twice, totaling three days and nearly 30 hours of discussion. There was not a preset agenda, idea, or opinion about our task and the group was allowed the latitude by the resolve to address a series of issues prevalent in today's first responder community.

The fundamental decision focused around the following questions:

1. Do we need a training facility?
2. Who are the stakeholders?

3. Who will manage the facility?
4. Where, if needed, would the facility be located?
5. What are the essentials that the facility will need to provide to the student?

The Task Force discussed at length ground rules, topics, and processes to follow. The following key ground rules were established.

1. Consensus would be needed for the group to move forward on a topic.

Confidentiality of opinions and discussion was required if the final report was to have merit. Having agreed upon the ground rules, the Task Force decided to identify and discuss stakeholders they believe could utilize the facility. Discussion followed and the Task Force immediately recognized that:

“The stakeholder list consisted of nontraditional response partners of Fire and Emergency Medical Services.”

The stakeholders’ discussion led to the next steps:

1. To determine what types of training would need to be offered, methods of delivery, and required models to provide hands on simulation,
2. And if an “academy” is required to meet the state’s training needs.

“As discussion continued, the Task Force recognized that the need for training was not exclusive to fire and emergency medical services, but inclusive of these disciplines. The Task Force found as a result of the events of terrorism, natural disasters and manmade events, the consequence side of all-hazard response training was the real mission the academy needed to address.”

Having identified the stakeholders, the Task Force focused on a board of governance, a delivery structure and structure model that would meet the needs of the entire state. Dialogue continued for two days with varying views and opinions offered. By the completion of the second day, the Task Force was able to reach consensus on all but two questions asked. The two outstanding questions are:

1. How many training academy locations are needed?

2. Where should the facility or facilities to be located?

The Task Force agreed that additional data was needed and necessary to formulate a consensus point as to the number and location of the academies. The data necessary for consensus includes:

1. Location of Fire and Emergency Medical Resources.
2. Constituent location.
3. Location of existing fire training facilities.

The data was collected and correlated in map format using spatial data located on the Maine GIS website. The data was assembled by GIS Specialist, Vicki Schmidt, of the Maine Department of Environmental Protection (DEP) for Task Force review. On the final day, the Task Force after reviewing several data layers, individually reached consensus on the final decision points of facility location and facility number.



TASK FORCE FINDINGS

Whereas the roles and responsibilities of the First Responder have changed with the advent of terrorism, natural and manmade disasters, the Task Force recommends the establishment of the Maine Emergency Services Institute (MESI). The mission of MESI would be to train both public and private organizations in consequence management.

- **Examples include but are not limited to:**
 - **Fire fighting**
 - **Hazardous materials**
 - **Response and mitigation**
 - **The National Incident Management System**
 - **Incident Command**
 - **Business Continuity**
 - **Emergency Planning**
 - **Public Fire Education**
 - **Community Risk Reduction**

GOVERNANCE OF FACILITY

Whereas MESI shall have a broad base of constituents, it will need a broad base of governance. The Task Force would recommend that the board be comprised of the following.

MESI will be governed by a 17-member Board of Directors:

- *Legislative Members*
 - ✓ 2 *Senators*
 - ✓ 3 *Representatives*
- *Fire Chiefs*
 - ✓ 2 *Career*
 - ✓ 2 *Combination*
 - ✓ 2 *Volunteer*

Representatives (possibly across East/West or North/South Regions)

- *Director of Maine Emergency Management Agency*
- *Director of Emergency Medical Services*
- *A Private Sector Representative*
- *A County Emergency Management Agency Director*
- *2 Municipal Health Representatives*

Annually, the Chief Executive Officer will prepare a report for the Board of Directors to present to the Maine Fire Protection Services Commission.

The Board will have oversight for policy and programs; actual MESI operations will be administered by a Chief Executive Officer.

MESI would function as an educational branch of the Maine Emergency Management Agency.

LOCATION OF FACILITY

Whereas the current facilities located throughout the state are in various conditions of operations, repair, and code compliance, the Task Force recommended that a new “campus facility” be established in a location central to a majority of stakeholders in the state.

The Task Force is recommending the main facility be located between Auburn and Augusta and be easily accessible from the I-95 Corridor.

This decision took into consideration the Maine Fire Protection Services Commission study that identified the distance that First Responders would be willing to travel for training. The Task Force was mindful of its original mission of a fire training facility, as well as the challenges of moving equipment and mock-ups. They also realize the value of training within your own jurisdiction, with your own stakeholders and the unique needs of each region. With this in mind the Task Force would recommend the following:

In addition to the main campus, additional satellite facilities should be established in Aroostook, Kennebec, Washington, York, and Penobscot Counties. These models should match as closely as possible the models at the main campus. Regional groups would be involved to determine specific locations and to plan for the designation of funding for these sites. It would be possible that renovation of existing satellite sites would occur as an alternative to constructing new sites.

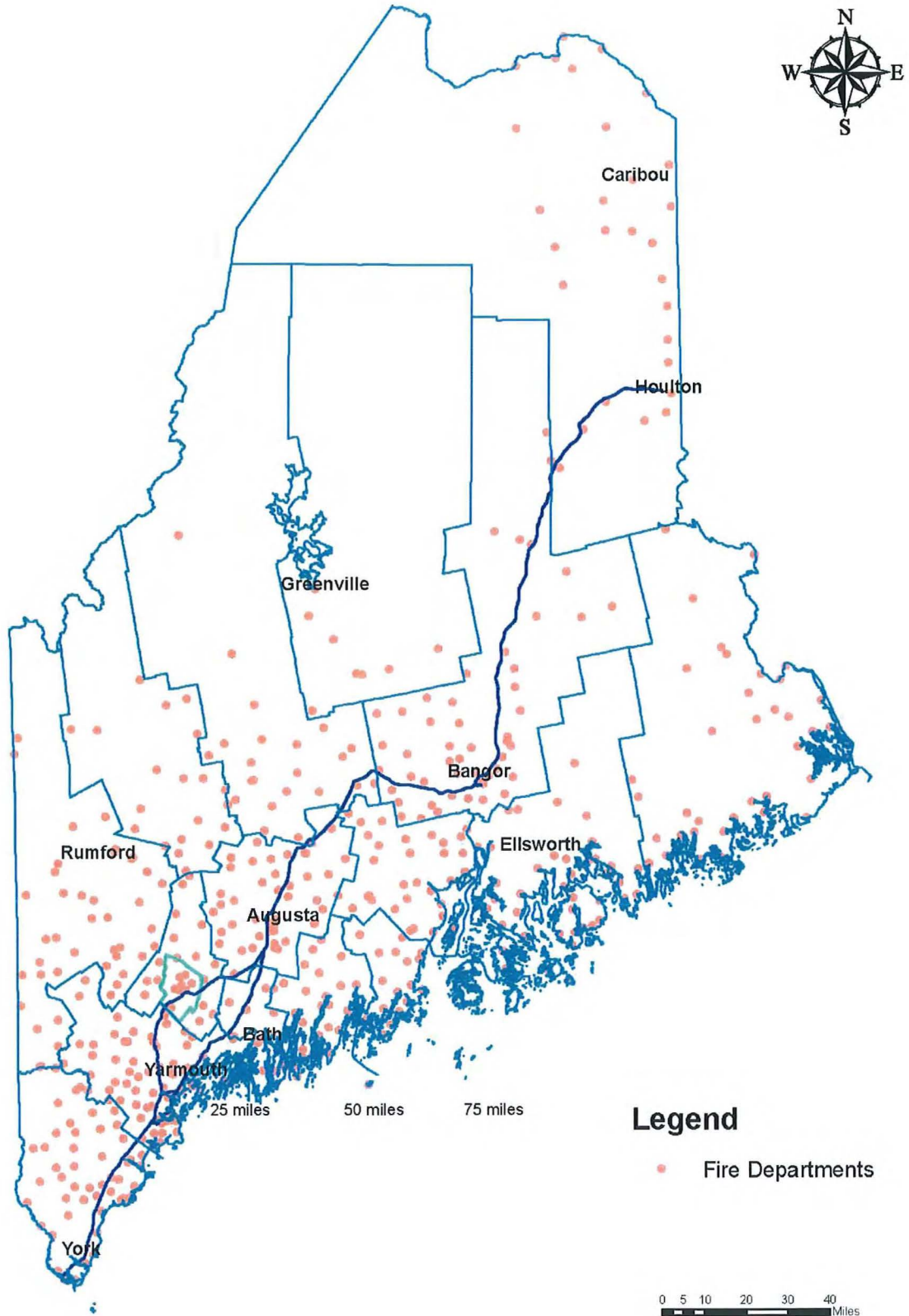
SCOPE OF FACILITY

Whereas the main facility would establish resident and non-resident programs servicing a diverse public and private sector constituency, the Task Force would recommend the establishment of a resident facility with the ability to accommodate “commuter” students, field delivery, and administrative offices to ensure that uniform quality training is delivered on as local a basis as possible throughout the state.

It is strongly felt that the main campus be of new construction. This would minimize overhead, maximize new building techniques, permit the ease of model construction, and allow for a full indoor campus to facilitate practical training. The scope of the facility should be similar in size and cost to a new High School with additional costs for simulation models and the satellite facility construction. The facility shall have additional space for future growth and shall accommodate live fire evolutions.

The New Hampshire Fire Academy, Massachusetts Fire Academy, Maryland Fire and Rescue Institute should be examined as guides and models for a successful Institute in Maine.

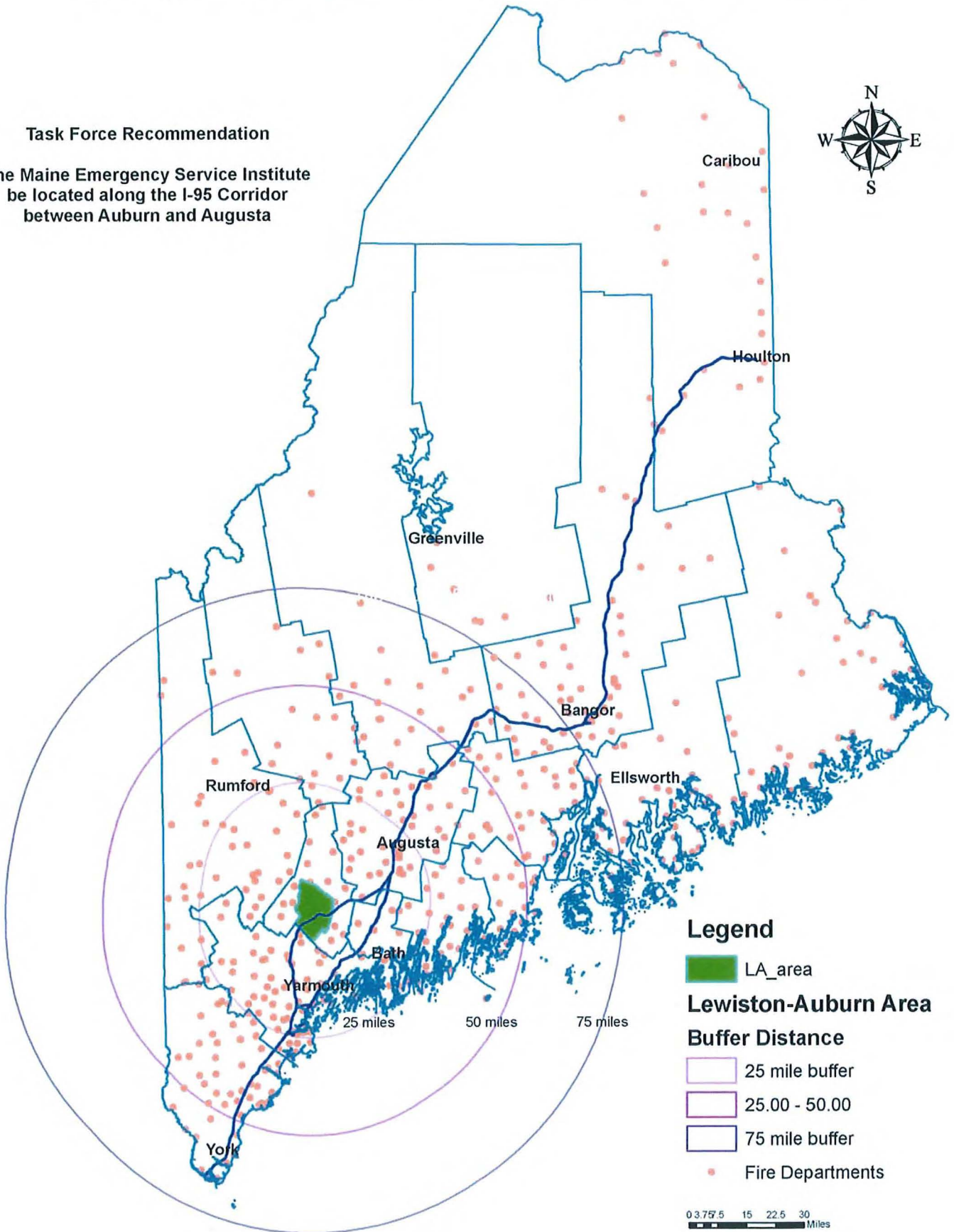
MAINE FIRE DEPARTMENTS



MAINE EMERGENCY SERVICES INSTITUTE

Task Force Recommendation

The Maine Emergency Service Institute
be located along the I-95 Corridor
between Auburn and Augusta



Proposed Satellite Training Facilities

Task Force Recommendation:

That Satellite Training Facilities be established with models to facilitate practical training with a Fire Department's own equipment.

