

# Kentucky Fire Commission Minimum Training Standards And Administrative Spending

---



**Legislative Oversight And Investigations  
Committee**


**June 12, 2025**

## Kentucky Fire Commission

---



- Enhances fire safety by setting standards for
  - education,
  - training,
  - certification, and
  - physical fitness.
- Governed by 17-member board.
- Administratively attached to Kentucky Community and Technical College System (KCTCS), but operates with substantial autonomy.



# Study Scope

---

- Reviewed Kentucky’s firefighter training standards and compared them to National Fire Protection Association (NFPA) guidelines.
- Analyzed commission finances (FY 2020 to FY 2024) for compliance with statutory spending limits.

3



# Presentation Outline: Training Standards

---

Local Fire Departments



Training Opportunities



National Standards



Commission Training Standards



KENTUCKY  
FIRE COMMISSION



INTERNATIONAL FIRE SERVICE  
ACCREDITATION CONGRESS

Professional Credentials

4



# Local Fire Departments

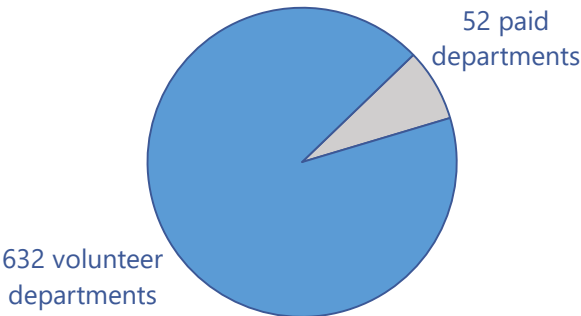
- Local entities can be established under the following government units:
  - counties,
  - cities,
  - nonprofit organizations, and
  - independent fire districts.



# Fire Department Classification

- Paid
  - 50 percent or more full-time firefighters
- Volunteer
  - Minimum 12 firefighters,
  - a chief,
  - one fire apparatus,
  - less than 50 percent full-time firefighters

2024 Fire Departments (684 total)



Source: Kentucky Fire Commission Annual Reports, 2024.

# Training Standards Outline, Cont.

Local Fire Departments



Training Opportunities



National Standards



Commission Minimum Training Standards



Professional Credentials





7

# Training Opportunities

- State Fire Rescue Training (SFRT) offers 21 hours free training annually via 12 district offices.
- Additional training is available through local academies and professional associations.
- Instructor certification program:
  - Level I: authorized to teach using pre-approved curriculum.
  - Level II: may develop own curriculum that is approved by the commission.



8

# Training Standards Outline, Cont.

Local Fire Departments



Training Opportunities



National Standards



Commission Minimum Training Standards



Professional Credentials





9

NFPA

1000

Standard for Fire Fighter Professional Qualifications

2019



so that the information is accurate, complete, clear, and relayed within the time established by the AIIJ.

Δ (A) **Requisite Knowledge.** Departmental radio procedures and etiquette for routine traffic, emergency traffic, and emergency evacuation signals.

Δ (B) **Requisite Skills.** The ability to discriminate between and discriminate between:

4.2.4\* Activate an emergency response in obscured conditions. PPE, fire fighters can be used to activate.

(A) **Requisite Knowledge.** Emergency communication methods.

(B) **Requisite Skills.** The ability to discriminate between and discriminate between:

4.3 **Background Operations.** Activities necessary to property conservation, accident investigation, and fire prevention.

4.3.1\* Use self-contained breathing apparatus (SCBA) during emergency operations, given SCBA is correctly donned, led breathing techniques are enacted if the SCBA fails, respiratory protection is not intentionally compromised, and hazardous areas are exited prior to air depletion.

Δ (A) **Requisite Knowledge.** Protection, uses and limitations of SCBA, components of SCBA, donning procedures, breathing techniques, indications for and emergency procedures used with SCBA, and physical requirements of the SCBA wearer.

Δ (B) **Requisite Skills.** The ability to control breathing, replace SCBA air cylinders, use SCBA to exit through restricted passages, initiate and complete emergency procedures in the event of SCBA failure or air depletion, and complete donning procedures.

4.3.2\* Respond on apparatus. Personal protective clothing and equipment is correctly used while the vehicle protective equipment is correct.

Δ (A) **Requisite Knowledge.** Hazards involving fire apparatus and associated with risk and types of equipment PPE.

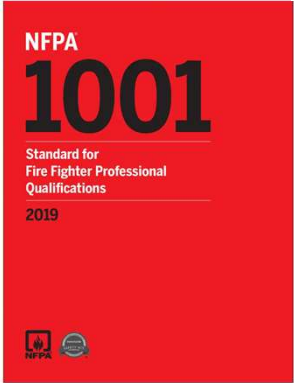
Δ (B) **Requisite Skills.** The ability to discriminate between and discriminate between:

4.3.3\* Establish and maintain scene, given protective devices, structure fire and hazards and downed systems, battery storage systems that procedures are followed protected work areas are established and scene control devices, and the fire fighter performs assigned tasks only in established, protected work areas.

Δ (A) **Requisite Knowledge.** Potential hazards involved in operating on emergency scenes including vehicle traffic, utilities, and environmental conditions; proper procedures for dismounting apparatus in traffic; procedures for safe operation at emergency scenes; and the protective equipment available.

10

# NFPA Standards For Volunteers




Standard Description	
4.1.2	Don/doff personal protective equipment
4.2.1	Communicate emergencies
4.2.2	Receive calls
4.2.3	Operate radios
4.2.4	Emergency calls for assistance
4.3.1	Use self-contained breathing apparatus
4.3.2	Respond on apparatus
4.3.3	Establish/operate in work areas at scenes
4.3.4	Force entry into structure
4.3.5	Exit hazardous area as a team
4.3.6	Use ladders
4.3.7	Attack a passenger vehicle fire
4.3.8	Extinguish fires in exterior Class A materials


11

# Training Standards Outline, Cont.


Local Fire Departments




Training Opportunities




National Standards



Commission Minimum Training Standards



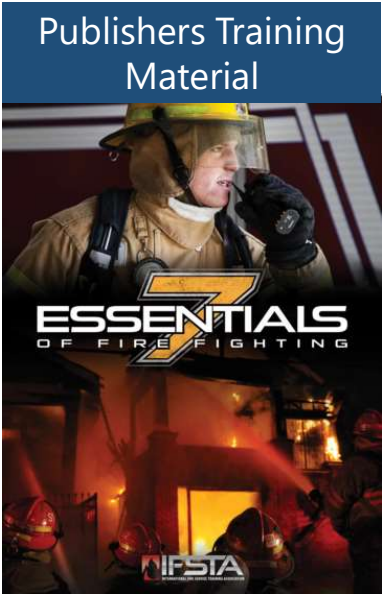
Professional Credentials




12




Publishers Training Material



Previous hands-on training



Instructor Feedback



13

Commission Minimum Training Standards (Hours)

Instructional Module	Volunteer	Paid
Fire control	9	24
Drivers training	9	20
Fire hose, nozzles, and appliances	6	20
Personal protective equipment	6	20
Pumper operation and maintenance	6	20
Fire behavior	3	20
Forcible entry	6	12
Hazardous materials operations	6	12
Ventilation	6	12
Building construction	2	12

14

# Commission Minimum Training Standards

---

Prior to Jan. 1, 2023

- Volunteer = 150 hours
- Paid = 400 hours

After Jan. 1, 2023

- Volunteer = 115 hours
- Paid = 300 hours

Basic I

Basic II

15


# Recommendation 3.1

---


To comply with KRS 95A.240, the Kentucky Fire Commission should promulgate administrative regulations formally establishing the lower required training hours for both professional and volunteer firefighters based on specific standards of its new Basic I and Basic II certifications, in accordance with KRS Chapter 13A.

16






## Training Standards Outline: Review




- Sets national standards for firefighters
- Publishes list of knowledge and skills firefighters should possess



- Groups NFPA standards into instructional modules
  - Conducts analyses to set necessary classroom hours
- Minimum training standards are lists of set instructional hours in various topics (115-hours and 300-hours).

The type and amount of training firefighters receive is a local decision; the commission does not have the legal authority to mandate training of local departments.




17



## Commission Program Availability

All Recognized Departments	One-Half Firefighters Trained	All Firefighters Trained
<ul style="list-style-type: none"><li>• Alan "Chip" Terry Professional Development and Wellness</li><li>• Cancer Screening</li><li>• Driver/Operator</li><li>• Hepatitis A and B</li><li>• WMD/HazMat and Response to Terrorism</li><li>• Firefighter PTSD</li></ul>	<ul style="list-style-type: none"><li>• State Aid</li><li>• Health Insurance and Worker's Compensation</li><li>• Hazardous Material Reimbursement</li><li>• Low Interest Loans</li><li>• EMS Training and Equipment</li><li>• Mobile Facilities</li><li>• Training Facilities Grant</li></ul>	<ul style="list-style-type: none"><li>• Incentive and Pension</li></ul>

Programs available to:

-  Volunteer
-  Paid
-  Volunteer and Paid




18

# Commission Minimum Training Standards

- Also represent the commission’s expert opinion of the training necessary to successfully pass IFSAC-accredited certification testing.

19

# Training Standards Outline, Cont.

<div>Local Fire Departments</div> <div></div>	<div>National Standards</div> <div></div>
<div>Training Opportunities</div> <div></div>	<div>Commission Minimum Training Standards</div> <div></div>
	<div>Professional Credentials</div> <div></div>

20



# IFSAC-Accredited Certification



- IFSAC certification requires:
  - 70 percent passing grade on written exam to test retention of knowledge
  - 100 percent proficiency in demonstrating ability to successfully perform specific job-related tasks.

21




# IFSAC Certification Skills Test




- Candidates perform a randomly selected task from preset options at each station, all of which test a specific NFPA standard.
- Firefighter I has 10 testing stations
- Firefighter II has 6 testing stations

22



KENTUCKY COMMISSION ON FIRE PROTECTION PERSONNEL STANDARDS AND EDUCATION  
FIREFIGHTER 1 COMPETENCY EVALUATION



Skill FF1-01: Don and Doff PPE

Candidate #: \_\_\_\_\_

INSTRUCTIONS TO THE CANDIDATE

Demonstrate proper donning of PPE within 90 seconds. Doff PPE and place in ready state.

Skill FF1-01 - NFPA 4.1.2, 4.3.1 – Chapter 5, IFSTA Essentials 7 <sup>th</sup> Edition	1 <sup>st</sup>	2 <sup>nd</sup>
1. Don pants, suspenders, and boots.		
2. Don hood.		
3. Don coat with closure secure and collar up.		
4. Don helmet with eye protection on and chin strap in place and fastened.		
5. Don structural gloves.		
6. Don PPE within 1 minute 30 seconds. TIME: _____		
7. Remove PPE.		
8. Inspect PPE for damage.		
9. Clean and dry equipment as needed.		
10. Remove damaged equipment from service and report damage to company officer.		
11. Place PPE in a ready state.		
YELLOW BOLD indicate a CRITICAL step and any unsafe act constitutes a failure of skill.		
Points needed: 8/11		

23



# Evaluating Compliance With NFPA

ANALYSIS: Compared NFPA standards tested at all IFSAC-certification test stations to all NFPA standards for volunteers and paid firefighters.

FINDING: The commission’s IFSAC-accredited certification program aligns with all NFPA standards for both Firefighter I and Firefighter II IFSAC certifications. All NFPA standards were tested at one or more stations.


24




## Staff’s Findings Regarding Training Compliance

- Commission’s IFSAC-accredited certification program aligns with NFPA.
  - No authority to mandate local departments certify their firefighters.
- Commission’s minimum training standards represent its expert opinion of the training needed to pass IFSAC certification testing.
  - No authority to mandate training of local departments.
- Commission uses its minimum training standards as a requirement for program eligibility
  - Without ability to mandate testing, commission has no way to verify retained classroom knowledge or competency in performing skills.

25



## Kentucky Fire Commission Funding Sources



```
graph TD; A[General Fund Appropriations] --> C[Kentucky Fire Commission]; B([Insurance Premium Surcharge]) --> C; C --> D[State Fire Rescue Training]; C --> E([Firefighter Foundation Program Fund]);
```

The diagram illustrates the funding sources for the Kentucky Fire Commission. Two primary sources, 'General Fund Appropriations' (in a rectangle) and 'Insurance Premium Surcharge' (in an oval), provide input to the 'Kentucky Fire Commission' (a central blue rectangle). From the commission, funds are distributed to 'State Fire Rescue Training' (rectangle) and the 'Firefighter Foundation Program Fund' (oval).

26

State Fire Rescue Training Expenditures and Revenue FY 2020 To FY 2024 (In Millions)



Category	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024
Total budget	\$6.6	\$6.4	\$6.8	\$7.3	\$6.5
General fund	1.9	1.8	1.9	1.9	1.9
Carryforward	4.8	4.5	5.0	5.5	4.6
Expenditures	2.7	2.1	2.1	3.3	3.7
Revenues	0.5	0.6	0.6	0.8	0.6

Note: Totals may not equal the sum due to rounding  
Source: Katie George, staff attorney, Kentucky Community and Technical College System. Email to Jeremy Skinner. Aug. 12, 2024.

Kentucky Fire Commission Funding Sources



<div>Firefighter Foundation Program Fund</div> <div>Allocations And Expenses FY 2020 To FY 2024 (In Millions)</div>					
Category	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024
Total annual revenue	\$87.8	\$86.3	\$85.3	\$93.3	\$94.9
Carry forward	42.8	41.5	38.8	40.8	35.2
Surcharge allocation	43.9	44.8	47.5	51.9	57.7
Interest on investment income	1.1	<0.1	-1.0	0.6	2.0
Total annual expenditures	46.4	47.3	44.4	55.5	49.9
Expenditures	40.4	40.9	44.4	50.0	49.9
Capital projects	6.0	6.4	0.0	5.5	0.0
Annual surplus	\$41.4	\$39.0	\$40.9	\$37.8	\$45.0
Note: Totals may not equal the sum due to rounding					
Source: Brenda Goddard, director of finance, Kentucky Community & Technical College System. Secure file share (SharePoint), April 16, 2025.					
					29

<div>Kentucky Fire Commission Allocations</div> <div>FY 2020 To FY 2024 (In Millions)</div>					
Allocations	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024
Insurance premium surcharge	\$43.9	\$44.8	\$47.5	\$51.9	\$57.7
General fund	1.9	1.8	1.9	1.9	1.9
Total	\$45.8	\$46.7	\$49.4	\$53.7	\$59.6
Note: Totals may not equal the sum due to rounding					
Source: Brenda Goddard, director of finance, Kentucky Community & Technical College System. Secure file share (SharePoint), April 16, 2025.					
					30



## Firefighter Foundation Program Fund Administrative Restrictions

**Restrictions on annual allotment**

- 5 percent limit on reimbursing KCTCS for administrative expenses
- Must be used for purposes outlined in KRS 95A.200 to 95A.300

**Restrictions on funds used for KRS 95A.262 programs**

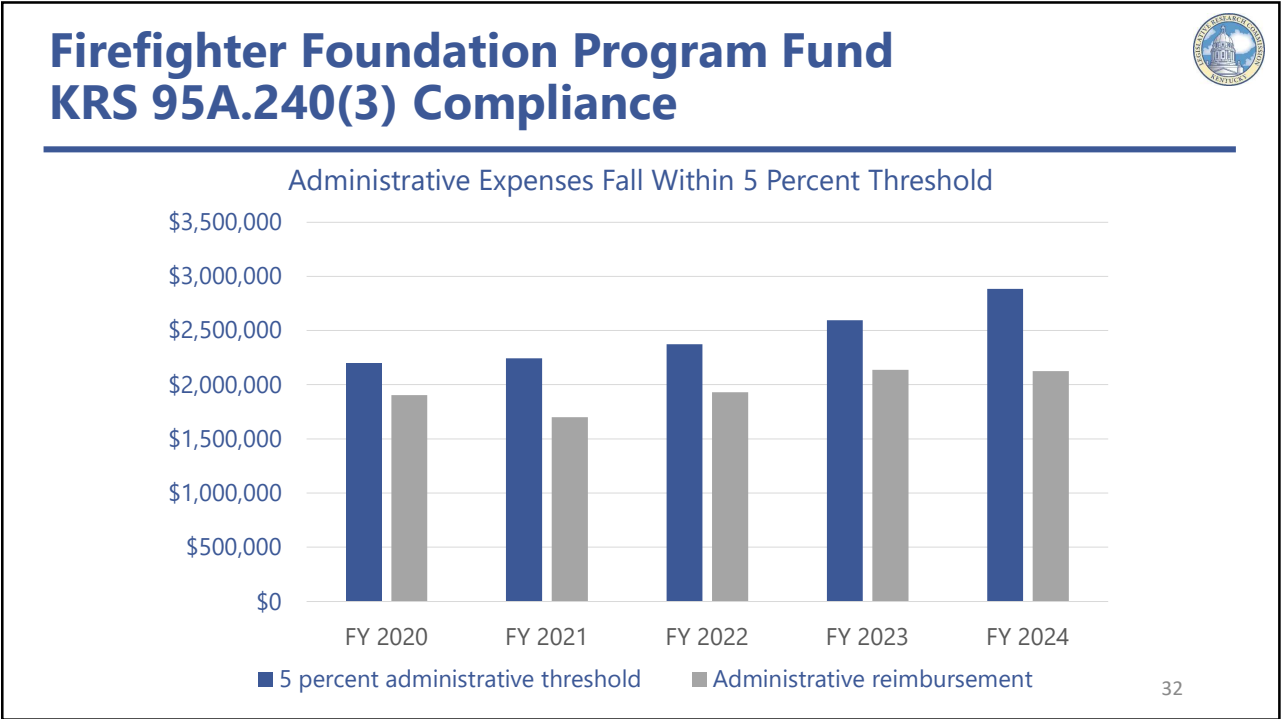
- Additional 5 percent limit on reimbursing KCTCS for administrative costs associated with these programs

Insurance Premium Surcharge


Kentucky Fire Commission

Firefighter Foundation Program Fund

31



Firefighter Foundation Program Fund  
Administrative Cost Breakdown: KRS 95A.240(3)




Administrative Expenses	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024
Salaries	\$1,253,446	\$1,041,590	\$1,308,835	\$1,481,039	\$1,732,398
Operations and Travel	530,789	527,031	471,987	614,850	356,322
Human Resources and COVID	117,785	130,250	148,819	40,789	35,614
Total	\$1,902,020	\$1,698,872	\$1,929,641	\$2,136,679	\$2,124,334

Source: Brenda Goddard, director of finance, Kentucky Community & Technical College System. Secure file share (SharePoint), April 16, 2025.

33

Matter for Legislative Consideration 4.A



The General Assembly may wish to consider defining what is to be included in the administrative cost reimbursements to the Kentucky Community and Technical College System in KRS 95A.240(3) and KRS 95A.262(7).

34



## Recommendation 4.1

---

**The Kentucky Fire Commission should work with the Kentucky Community and Technical College System to remedy its inability to separate the administrative cost of the commission programs listed in KRS 95A.262 in order to demonstrate compliance with KRS 95A.262(7).**

35



## QUESTIONS?

---

36