

Tolono Fire Protection District

Decennial Committee on Local Government Efficiency Act Report

I. Information About the Tolono Fire Protection District

The Tolono Fire Protection District (hereinafter the “TFPD” or “District”) has a solid history of protecting the citizens, visitors, and property of Tolono, located in east central Illinois. The TFPD was established in 1994. The TFPD is responsible for providing services that include fire suppression, first response emergency medical services, rescue services, fire education, and training.

The TFPD is led by a board of five trustees that are appointed by the Champaign County Board. The Fire Chief, who serves at the pleasure of the board of trustees, oversees the day-to-day operations of the District. The organizational structure of the TFPD is made up of the Fire Chief, an Assistant Chief, two Lieutenant, firefighters, EMS personnel, and EMA personnel. All members on the TFPD are paid on call.

II. Summary of Services Performed

The TFPD is comprised of twenty-two (22) men and women who devote their time to serve the District as firefighters, EMS providers, and EMA personnel. They provide these services out of two stations that are located in the Village of Tolono. Fire suppression, first response emergency medical services, rescue services, EMA services, and fire safety education is provided by the members of the TFPD to over 3,800 residents of the 26 square miles of Tolono and the surrounding rural areas. The members also provide automatic mutual aid support to the residents of Savoy, Pesotum, and Sadorus for fire and rescue services.

The members of the TFPD also provide other mutual aid support through the District’s proud membership in Division 28 of the Mutual Aid Box Alarm System (MABAS). MABAS Division 28 is made up of other fire protection districts and city fire departments located within Champaign County, as well as the districts located in the south- east portion of Ford County and the east half of Piatt County making it encompass more than 1,000 square miles. As a member of the state’s Mutual Aid Box Alarm System, the members of the TFPD are subject to be dispatched to incidents that not only occur within Division 28, but they can also be dispatched to incidents throughout the 102 counties within the state of Illinois and nationally, if additional services are needed.

The TFPD responded to calls of service as follows:

YEAR	Number of calls
2020	435
2021	429
2022	513
2023	500

III. Committee Information

a. Committee members

The Decennial Committee for the TFPD are as follows:

Chris Humer, Fire Chief	Denny Davis, Trustee
Roger Hayden, Trustee	Dale Grimm, Trustee
Kevin Harden, Trustee	Robert Kolakowski, Trustee
Ken Haluzak, Resident	Shannon Waite, Resident

b. Committee meeting dates

The Decennial Committee for the TFPD held the following public meetings:

Organizational Meeting:	June 6, 2023
First Meeting:	March 12, 2024
Second Meeting:	April 9, 2024

IV. Review

The TFPD Decennial Committee reviewed the following, non-exhaustive list of laws, policies, ordinances, training materials, intergovernmental agreements, and other agreements documents applicable to the District to evaluate the Districts compliance and efficiency, and determine if any amendments or updates need made to the districts ordinances, procedures, and bylaws:

- Illinois Decennial Committees of Local Government Efficiency Act (50 ILCS 70/1 *et. seq.*)
- Illinois Fire Protection District Act (70 ILCS 705/1 *et. seq.*)
- Illinois Open Meetings Act (5 ILCS 120/1 *et. seq.*)
- Illinois Freedom of Information Act (5 ILCS 105/4.1)
- Illinois Human Rights Act (775 ILCS 5/2-109(c))
- Tolono Fire Protection District Ordinances, Resolutions, and Minutes

- Tolono Fire Protection District By-Laws
- The Illinois Mutual Aid Box Alarm System Agreement
- Intergovernmental agreements with The Village of Tolono

V. Compliance Items

As a fire protection district, the TFPD is bound to be compliant and accountable with a variety of items pertaining to the fire district and its personnel. The different organizations to which the TFPD reports to, to help keep it compliant and accountable are: the State of Illinois, the Office of Fire Marshall (OSFM), the Illinois Department of Public Health (IDPH), the Illinois association of Fire Protection Districts (IAFPD), the National Fire Protection Association (NFPA), the Occupational Safety and Health Administration (OSHA), the Illinois Department of Labor (IDOL), and the Insurance Services Offices (ISO). A thorough discussion of the different measures the TFPD goes through regarding training, inspection of equipment, and safety to determine the District's compliance with all of the aforementioned was conducted by the TFPD Decennial Committee.

Station Facilities

TFPD has 2 facilities located at 214 N. Bourne St. (Station 1) and 202 W. Linden St. (Station 2) in the Village of Tolono. Fire facilities must be designed and constructed to accommodate both current and forecast trends in the fire service vehicle type and manufactured dimensions. A facility must have sufficiently sized bay doors; circulation space between garaged vehicles; departure and return aprons of adequate length and turn geometry to ensure safe responses; and floor drains. For fire personnel, fire facilities must have provisions for vehicle maintenance and repair; storage areas for essential equipment, and supplies; space and amenities for administrative work, laundering area, and an area for personal hygiene. As a fire department facility may also likely be serve as a command center for large-scale, protracted, campaign emergency incidents, the design details and construction materials and methods should embrace a goal of having a facility that can perform in an uninterrupted manner despite prevailing climatic conditions and/or disruption of utilities.

National standards, such as NFPA 1500, *Standard on Fire Department Occupational Safety, Health and Wellness Programs*, outlines standards that transfer to facilities such as infection control, personnel and equipment decontamination, cancer prevention, storage of protective clothing, and employee fitness. NFPA 1851, *Standard on Selection, Care and Maintenance of Protective ensembles for Structural Firefighting and Proximity Fire Fighting*, further delineates laundering standards for protective clothing and station ware.

The TFPD Station 1 has an emergency generator connected to an automatic transfer switch that provides an effective safeguard that permits its fire department to function fully during local emergencies when response activity predictably peaks and also contains a washer and dryer to help decontaminate clothing.

Fleet

The provision of an operationally ready fleet of mission-essential fire-rescue vehicles is fundamental to the ability of a fire-rescue department to deliver reliable and efficient public safety within a community. The TFPD currently operates a fleet of front-line apparatus as outlined in the following table:

Vehicle Number	Vehicle Discription	Year	Age
2451 Engine	Pierce	1993	31
2454 Engine	Pierce	1995	29
2459 Engine	Pierce	2001	24
2469 Tanker	Toyne	2008	16
2410 Command	Ford	2019	5
2420 Pickup	Ford	2023	1
2430 Pickup	Ford	2004	20
2492 Gator	Kawasaki	2010	14

The procurement, maintenance, and eventual replacement of response vehicles is one of the largest expenses incurred in sustaining a fire protection district's fire-rescue department. While it is the members of the TFPD who provide emergency services within the district, the District's fleet of response vehicles is essential to operational success. Reliable vehicles are needed to deliver responders and the equipment/materials they employ to the scene of dispatched emergencies within the district. Replacement of fire-rescue response vehicles is a necessary, although expensive, element of fire district's budgeting that should reflect careful planning. A well-planned and documented emergency vehicle replacement plan ensures ongoing preservation of a safe, reliable, and operationally capable response fleet. A fire protection district's plan must also include a schedule for future capital outlay in a manner that is affordable to the community.

NFPA 1901, *Standard for Automotive Fire Apparatus*, serves as a guide to the manufacturers that build fire apparatus and the fire department that purchase them. This standard is updated every five years using input from the public and stakeholders through a formal review process. The review committee membership is made up of representatives from the fire service, manufacturers, consultants, and special interest groups. The review committee monitors various issues and problems that occur with fire

apparatus and attempts to develop standards that address those issues. The Annex Material in NFPA 1901 contains recommendations and work sheets to assist in decision-making in vehicle purchasing. With respect to recommended vehicle service life, the following excerpt is noteworthy:

It is recommended that apparatus greater than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status and upgraded in accordance with NFPA 1915, *Standard of Fire Apparatus Refurbishing*, to incorporate as many features as possible of the current fire apparatus standard. This will ensure that, while the apparatus might not totally comply with the current edition of the automotive fire apparatus standards, many improvements and upgrades required by the recent versions of the standards are available to the firefighters who use the apparatus.

A primary impetus for the recommended service life thresholds in continual advances in occupant safety. Despite good stewardship and maintenance of emergency vehicles in sound operating condition, there are many advances in occupational safety, such as fully enclosed cabs, enhanced rollover protection and airbags, three-point restraints, antilock brakes, higher visibility, cab noise abatement/hearing protection, and a host of other improvements that are reflected in each revision of NFPA 1901. These improvements provide safer response vehicles for those members who are providing emergency services within the district, as well as to those who are "sharing the road" with these responders.

Maintenance to the TFPD fleet is performed by authorized mechanics approved by the District's Chief and/or its Trustees, and the corresponding maintenance records are maintained by the District for the duration of time that the apparatus is in service with the District. Annual pump tests are performed on all TFPD apparatuses in accordance with manufacturer and industry specifications and standards.

The TFPD does not have a structured replacement plan for its first-line fire apparatus as outlined and required by NFPA 1901. It is the recommendations of this Decennial Committee that due to the TFPD currently having its first-line apparatus in service approaching 30 years of service, that due consideration be given by the District Trustees now to implement a plan for the replacement of these vehicles. Furthermore, since the TFPD has first-line engine apparatus that are approaching or have been in service for more than 15 years of service, that the District Trustees develop an action plan to begin upgrading such first-line engine apparatus to comply with the current NFPA 1915 standard.

Training Program

Training is, without question, one of the most important functions that a fire protection district should be performing on a regular basis. There is a credible argument that training is, in some ways, more important than emergency responses because a district that is not well-trained, prepared, and operationally ready will be unable to fulfill

its emergency response obligations and mission. Education and training are vital at all levels of fire service operations to ensure that necessary functions can be completed correctly, safely, and effectively. A comprehensive, diverse, and ongoing training program is critical to a fire department's level of success.

An effective fire department training program must cover all essential elements of that fire protection district's core mission and responsibilities. The level of training or education required, given a set of tasks, varies with the jobs to be performed. The program must include an appropriate combination of technical/classroom training, manipulative or hands-on/practical evolutions, and as well as training assessments to gauge the effectiveness of these efforts. Most of the training, but particularly the practical, standardized, hands-on training evolutions should be developed based upon the fire protection district's own operating procedures and operations while remaining cognizant of widely accepted practices and standards that could be used as a benchmark to judge the fire protection district's operations.

Certain Occupational Safety and Health Administration (OSHA) regulations dictate that minimum training must be completed on an annual basis, covering various topics that include:

- A review of the respiratory protection standard, self-contained breathing apparatus (SCAB) refresher and user competency training, SCBA fit testing (29 CFR 1910.134).
- Blood Borne Pathogens Training (29 CFR 1910.1030).
- Hazardous Materials Training (29 CFR 1910.120).
- Structural Firefighting Training (29 CFR 1910.156).

In addition, National Fire Protection Association (NFPA) standards contain recommendations for training on various topics such as a requirement for a minimum of 24 hours of structural firefighter training annually for each fire protection district firefighter.

Since so much depends upon the ability of the emergency responder to effectively deal with an emergency, education and training must have a prominent position within a fire protection district. Agencies that place a real emphasis on their training tend to be more proficient in carrying out day-to-day duties as well. The prioritization of training also fosters an image of professionalism and instills pride in the organization.

The TFPD has a training program for its fire and EMS personnel, that consists of at least 36 hours of fire training and three (3) live fire trainings per year. Such training is a combination of hands-on and classroom instruction. Furthermore, the members of the TFPD also have the opportunities for additional fire and/or EMS by partnering with other fire protection districts within the area for cornerstone and IFSI training classes, and live burn training.

The TFPD also uses the Provident Fire Plus platform to provide additional fire and EMS training opportunities to its members. This training is intended to be additional training that is assigned by the training officer. This has resulted in providing the TFPD members with more flexibility to complete additional training.

The TFPD has SOG's regarding its required training, which includes but is not limited to the following: Vehicle Operator Training, CPR and AED training, Communicable Disease Training, Hazard Communication Program Training, Heat Illness Prevention Training, HIPAA Training, NIMS Training, Firefighter Health, Safety and Survival Training, and Live-Fire Training.

Professional development for fire department personnel, especially officers, is also an important part of overall training. There are numerous, excellent opportunities for firefighters and officers to attend training on a wide range of topics throughout the state of Illinois and beyond. The TFPD has an SOG regarding Fire Officer Development and utilizes resources for its officer development such as the Center for Public Safety Excellence (CPSE), the National Fire Academy's Executive Officer Program (NFA-EFOP), the National Fire Protection Association (NFPA) 1021 *Standard for Fire Officer Professional Qualifications*, and certifications of the Illinois State Fire Marshall Division of Personnel Standards and Education (OSFM-PSE).

The TFPD does not currently utilize a formal task book process to provide training guidance and new rank orientation outside of the probationary firefighter position. A growing number of fire protection districts and departments are employing task books for personnel who aspire to (or in some cases have already been promoted to) a higher rank. For the TFPD, this Decennial Committee believes that task books would be appropriate for the positions of firefighter, engineer, lieutenant, and captain. The successful completion of any task book could be a prerequisite for promotion to higher rank, or alternatively, could be implemented as a required element of the post promotional evaluation process. Furthermore, it is also the recommendation of this Decennial Committee that the TFPD consider conducting a formal one- or two-day engineer (apparatus operator) class. The aforementioned efforts can help provide the TFPD members with the tools necessary to successfully and efficiently operate in any field setting.

ISO Rating

The Insurance Services Office (ISO) is a national, not-for-profit organization that collects and evaluates information from communities across the United States regarding their capabilities to combat building fires. The data collected from a district or

community is analyzed and applied to ISO's Fire Suppression Rating Schedules (FSRS) from which a Public Protection Classification (PPC) grade is assigned to a fire protection district or community (1 to 10).

A Class 1 represents an exemplary community or district fire suppression program that includes all components outlined below. A Class 10 indicates that the community's or district's fire suppression program does not meet ISO's minimum criteria. It is important to understand that PPC is not just a fire department classification, but rather a compilation of community or district services that include the fire department or district, the emergency communications center, and the community's potable water supply system.

A community or district's PPC grade depends on;

- Needed Fire Flows (building locations used to determine the theoretical amount of water necessary for fire suppression purposes).
- Emergency Communications (10 percent of the evaluation).
- Fire Department (50 percent of the evaluation).
- Water Supply (40 percent of the evaluation).

The TFPD was granted an ISO rating of 04/4Y in October 1, 2020. This rating included the following credit by category:

- Water Supply: 25.65 earned credit points/40.00 credit points available.
- Emergency Communications: 9.12 earned credit points/10.00 credit points available.
- Fire Department: 25.82 earned credit points/50.00 credit points available.

Overall, the community PPC rating yielded 60.58 earned credit points/105.5 credit points available. There was a -2.5-point diversion reduction assessed as well, which is automatically calculated based on the relative difference between the fire department and water supply scores.

The TFPD component received a significant point deficiency in the following area:

- Credit for Company Personnel: 4.13/15.00

According to the TFPD Service Area, October 1, 2020 PPC Summary Report, on-call members are credited on the basis of the average number staffing apparatus on first alarms. As the TFPD has 2 in service engine companies, the report determined that 12 on-call personnel responding to first alarm structure fires are necessary. However, the TFPD only had an average of 7.33 on-call personnel responding to first alarm structure fires.

It is the recommendation of this Decennial Committee that the TFPD can seek to improve the points earned in this area by continuing to increase efforts to recruit additional members to increase the number of total members that would be available to respond.

Fire Preplanning

An important part of risk management in the fire service is pre-planning inspection of large, high hazard, complex buildings as well as all businesses, schools, and high occupancy structures within its district. Conducting pre-fire surveys can have a significant impact on both potentially reducing structural fire loss and on reducing firefighter injuries. By improving the firefighters understanding of complex building and/or business layouts, suppression ground activities can be improved, and potential firefighter injuries avoided.

The process of identifying target hazards and pre-incident planning are basic preparedness efforts that have been key functions in the fire service industry for many years. In this process, critical structures are identified based on the risk they pose. Then, tactical considerations are established for fires or other emergencies in these structures. Consideration is given to the activities that take place (manufacturing, processing, etc.), and other specific aspects relating to the construction of the facility or any hazardous or flammable materials that are regularly found in the building. Target hazards are those occupancies or structures that are unusually dangerous when considering the potential for loss of life or the potential for property damage.

NFPA's 1620, *Recommendation Practice for Pre-Incident Planning*, identifies the need to utilize both narrative and diagrams to depict the physical features of a building, its content, and any built-in fire protection systems. Information collected for pre-fire/incident plans includes, but certainly is not limited to, data such as:

- The occupancy type.
- Floor plans/layout.
- Building construction type and features.
- Fire protection systems (sprinkler systems, standpipe systems, etc.).
- Utility locations.
- Hazards to firefighters and/or firefighting operations.
- Special conditions in the building.
- Apparatus placement plan.
- Fire flow requirements and/or water supply plan.
- Forcible entry and ventilation plan.

The information contained in pre-incident fire plans, allows firefighters and officers to have a familiarity with the building/facility, including but not limited to features, characteristics, operations, and hazards, thus enabling them to conduct firefighting and other emergency operations more effectively, efficiently, and safely. Pre-incident fire plans should be reviewed regularly and tested by periodic table-top exercises and on-site drills for the most critical occupancies.

The TFPD is beginning to implement a standard, ongoing pre-fire planning program that includes having said pre-plans loaded onto the IAR app so that the pre-plans are readily available, accessible, and reviewable to all members of the department at any given time. This not only allows for every responding member to be able to review the pre-plan while enroute to the call, but also eliminates the waste of precious seconds to grab a pre-plan binder out of the office or apparatus when arriving at the station for the emergency call. The TFPD is also uploading the location of all fire hydrants within the district into the IAR app so that all responding apparatus, including all mutual aid units can locate the closest fire hydrant to the fire scene while enroute. It is the recommendation of this committee that both of these objectives should remain a high priority for the TFPD members until such time as all pre-plans have been developed and uploaded into IAR, and until such time all fire hydrant locations within the district have been mapped on IAR.

VI. Reports on Efficiency

This Decennial Committee reviewed the 9th Edition and Emergency Services Self-Assessment Manual (FESSAM), by the Center for Public Safety Excellence, Inc.(2015); Managing Fire and Emergency Services, by the International City-County Management Association (2012); National Fire Protection Association standards for deployment, EMS, safety, etc.; the “Local Government Efficiency and Size in Illinois: Counting Revenues, Not Governments” by Wendall Cox (2016); and the “Local Democracy in Townships in the Chicagoland Area” by Wendall Cox (January 2012).

VII. Internal Efficiencies.

- Improved ISO rating provides opportunities for potential savings to residents of the district through improved insurance rates.
- Submission of Individual and Regional Grant Applications increases revenue potential for the district.
- Receipt of Individual Grant Funds increases the revenue for the district without increasing the financial tax burden on the district’s residents.
- Member of Mutual Aid Box Alarm System provides the TFPD with access to more manpower through pre-designed “run” cards for mutual aid support; Access to more equipment as well as access to equipment that the TFPD does not have in it’s own fleet, such as ladder and/or tower apparatus; access to coverage for the district when the TFPD resources are committed to an incident for an extended period of time; as well as access to numerous specialty teams such as hazardous materials teams, underwater rescue/recovery teams, technical rescue teams, urban search and rescue teams, and incident management teams.

- Intergovernmental Agreement with the Village of Tolono to provide manpower and equipment for EMA responses, including but not limited to natural disasters, large scale emergencies, traffic control for large events, etc.
- Agreements with other districts and agencies for grant applications providing purchasing efficiencies and savings through bulk purchasing.

VIII. Areas of Revenue and Budget

The TFPD operating budgets for FY 2021-2023 are shown in the following table:

FY 2021 Final Budget	FY 2022 Final Budget	FY 2023 Final Budget
\$211,700.00	\$211,700.00	\$211,700.00

The TFPD budget is primarily consumed by equipment maintenance, payroll, and insurance. This leaves little discretionary funding for day-to-day service delivery and other supplies, apparatus, training and education, employee uniforms and protective clothing, station improvements, and overall new programs/improvements to the District.

The TFPD entered into an agreement with the Village of Tolono to build a new fire station in 2014, with funds being paid to the TFPD by the Village of Tolono through the TIF district to pay for the new station. A lump sum of \$250,000 was given to the TFPD, with \$50,000 being paid out over the following 12 years for a total of \$850,000 to go toward the construction of a new fire station.

The TFPD has also taken a conscious effort to locate more grant opportunities and to submit more grant applications to apply for additional funding to help cover ever increasing cost of fire service.

The TFPD does not have adequate funds at their disposal to fund replacing an aging apparatus fleet, upgrades to Station 2, Replacement of PPE including protective clothing and SCBA's, upgrades to communication devices such as radios for the fireground and pagers, or other costly items to insure the safety of the members of the District. Therefore, it is the recommendation of the TFPD Decennial Committee to consider increasing revenue by means of a public referendum to increase the TFPD tax rate thus giving the District more ability to procure equipment and items necessary to better serve the residents of the District and insure the safety of its members.

IX. Surveys of Public and Public Comment

During each of the three meetings, the TFPD Decennial Committee conducted a public comment period. There were 2 members of the public present.

X. Transparency

The Illinois Open Meetings Act (OMA) (5 ILCS 120/1 *et. seq.*) provides the people of the state of Illinois with the right to be informed as to the conduct of public business. Although the OMA does not require the TFPD to post notices, calendars, agendas, and minutes on its website since the TFPD does not maintain full-time staff and its website is maintained by volunteers, this Decennial Committee proposes that as a means to further its accountability to the public, that the Board of Trustees start making this information available to the public for inspection without request on its website.

The TFPD also maintains a presence on social media through the TFPD Facebook page. This presence on social media maintains transparency to the public and provides its followers with fire prevention and safety education materials, important news and other information related items within the District and provides the community with another means to communicate with the District.

Dated this 23rd day of April, 2024.

Submitted by:



Robert A. Kolakowski, Chairman of the Decennial Committee
of the Tolono Fire Protection District