



# **PRELIMINARY INVESTIGATION**

## **BROAD STREET WEST, SUMMIT, NJ**

### **DATE: September 15, 2017**

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## Introduction

## Study Authorization

The following preliminary investigation has been prepared for the City of Summit Planning Board to determine whether certain properties qualify as a non-condemnation "area in need of redevelopment" under N.J.S.A. 40A:12A-5. The Mayor and Common Council of Summit authorized the Planning Board, through resolution No. 37882, annexed hereto as Appendix A, to conduct this preliminary investigation to determine whether designation of Block 1913, Lots 1, 2 and 3; Block 2701, Lots 1, 6, 7, 8; Block 2702, Lot 3 (partial); Block 2705, Lots 1 and 2; Block 2706, Lots 1, 2, 3, 4, 5, 6, and 7 as shown on the official tax map of the City of Summit (collectively, the "Property") as "in need of redevelopment" is appropriate and in conformance with the statutory criteria in N.J.S.A. 40A:12A-5.



## Summary of Findings

The analysis contained within this report will serve as the basis for the recommendation that Block 2701, Lots 1(partial), 6, 7, 8; Block 2702, Lot 3 (partial); Block 2705, Lots 1 and 2(partial); Block 2706, Lots 1, 2, 3, 4, 5, 6, and 7 qualify as a non-condemnation area in need of redevelopment.

# Background

## Legal Authority

New Jersey's Local Redevelopment and Housing Law (the "LRHL") empowers local governments to initiate a process by which designated properties that meet certain statutory criteria can be transformed to advance the public interest. Once an area is designated "in need of redevelopment" in accordance with statutory criteria, municipalities may adopt redevelopment plans and employ several planning and financial tools to make redevelopment projects more feasible to remove deleterious conditions. A redevelopment designation may also qualify projects in the redevelopment area for financial subsidies or other incentive programs offered by the State of New Jersey.

## Redevelopment Procedure

The LRHL requires local governments to follow a process involving a series of steps before they may exercise powers under the LRHL. The process is designed to ensure that the public is given adequate notice and opportunity to participate in the public process. Further, the redevelopment process requires the Governing Body and Planning Board interact to ensure that all redevelopment actions consider the municipal Master Plan. The steps required are generally as follows:

- A. The Governing Body must adopt a resolution directing the Planning Board to perform a preliminary investigation to determine whether a specified area is in need of redevelopment according to criteria set forth in the LRHL (N.J.S.A. 40A:12A-5).
- B. The resolution authorizing the Planning Board to undertake a preliminary investigation shall state whether the redevelopment area determination shall authorize the municipality to use all those powers for use in a redevelopment area other than the use of eminent domain (non-condemnation redevelopment area) or whether the redevelopment area determination shall authorize the municipality to use all those powers for use in a redevelopment area, including the power of eminent domain (condemnation redevelopment area).
- C. The Planning Board must prepare and make available a map delineating the boundaries of the proposed redevelopment area, specifying the parcels to be included and investigated. A statement setting forth the basis of the investigation or the preliminary statement should accompany this map.
- D. The Planning Board must conduct the investigation and produce a report presenting the findings. The Board must also hold a duly noticed hearing to present the results of the investigation and to allow interested parties to give testimony. The Planning Board then may adopt a resolution recommending a course of action to the Governing Body.
- E. The Governing Body may accept, reject, or modify this recommendation by adopting a resolution designating lands recommended by the Planning Board as an "Area in Need of Redevelopment." The Governing Body must make the final determination as to the Non-Condemnation Redevelopment Area boundaries.
- F. If the Governing Body resolution assigning the investigation to the Planning Board states that the redevelopment determination shall establish a Condemnation Redevelopment Area, then the notice of the final determination shall indicate that: (i) the determination operates as a finding of public purpose and authorizes the municipality to exercise the power of eminent domain to acquire property in the redevelopment area, and (ii) legal action to challenge the final determination must be commenced within forty-five (45) days of receipt of notice and that failure to do so shall

preclude an owner from later raising such challenge.

- G. A Redevelopment Plan may be prepared establishing the goals, objectives, and specific actions to be taken with regard to the "Area in Need of Redevelopment."
- H. The Governing Body may then act on the Plan by passing an ordinance adopting the Plan as an amendment to the municipal Zoning Ordinance.
- I. Only after completion of this process is a municipality able to exercise the powers under the LRHL.

## Progress

In satisfaction of Part A above, the City of Summit Common Council adopted Resolution No. 37882 on May 2, 2017. A preliminary investigation map, also dated May 2, 2017, is attached to the amended resolution and are on file with the Municipal Clerk. On May 22nd, the City of Summit Planning Board passed a resolution directing Topology NJ, LLC to prepare this preliminary investigation report. The resolutions and preliminary investigation map, which satisfy Part B above, are included as Appendix A and Appendix B, respectively.

## Purpose + Scope

In accordance with the process outlined above, this Preliminary Investigation will determine whether the Property (hereinafter referred to as the "Study Area") within the City of Summit meets the statutory requirements under N.J.S.A. 40A:12A-5 for designation as an "area in need of redevelopment." This study was duly authorized by the Mayor and Common Council and prepared at the request of the City of Summit Planning Board.

In addition to on-site inspection of property conditions and current land uses, the scope of work for this investigation also included a review of the following:

- Occupancy and ownership status;
- Municipal tax maps/aerial photos;
- Development approvals/permits;
- Property maintenance records;
- Fire and police records;
- Tax assessment data;
- Existing zoning ordinance/map.

To supplement the evaluation of physical and documentary evidence, property owners in the Study Area were interviewed regarding their property, to communicate the nature of the redevelopment process and to address preliminary concerns.

# Existing Conditions Analysis

## Study Area Description + Context

The Study Area is located in the geographic center of Summit, at the confluence of three major thoroughfares in the City: Morris Avenue., Broad Street and Springfield Avenue. A portion of the Study Area is situated along a below grade segment of the NJ Transit Morris & Essex Line. In fact, three of the seventeen lots in the Study Area (Lots 1, 2 and 3 in Block 1913) directly abut the NJ Transit right-of-way. It should be noted that in 2014 the Summit City Council and Planning Board determined that Lots 1 (the Post Office) and 2 (public parking lot) in Block 2702, contiguous with the Study Area, satisfied the criteria and were declared a Non-Condemnation Area in Need of Redevelopment.

Less than 600 feet from New Jersey Transit's Summit Station which offers a direct one-seat ride to New York City's Penn Station, the Study Area enjoys a location with many strategic planning benefits. At 3,638 average weekday boardings Summit Station is one of the busiest along the Morris & Essex Line. In addition to the proximate commuter rail station, three NJ Transit bus lines--the 70, 78 and 986, run through the Study Area and provide additional public transit options. These bus lines provide service to Newark, Livingston, and Plainfield. For these reasons, Summit was the 27th municipality to be designated a "Transit Village" by the New Jersey Department of Transportation. The "Transit Village" designation confers certain benefits that will facilitate redevelopment of the Study Area. These include direct grants from NJDOT for infrastructure improvements as well as additional incentives for redevelopers and/or commercial tenants to implement transit-oriented development projects that will concentrate population densities around commuter nodes and create attractive, vibrant, and pedestrian-friendly neighborhoods.

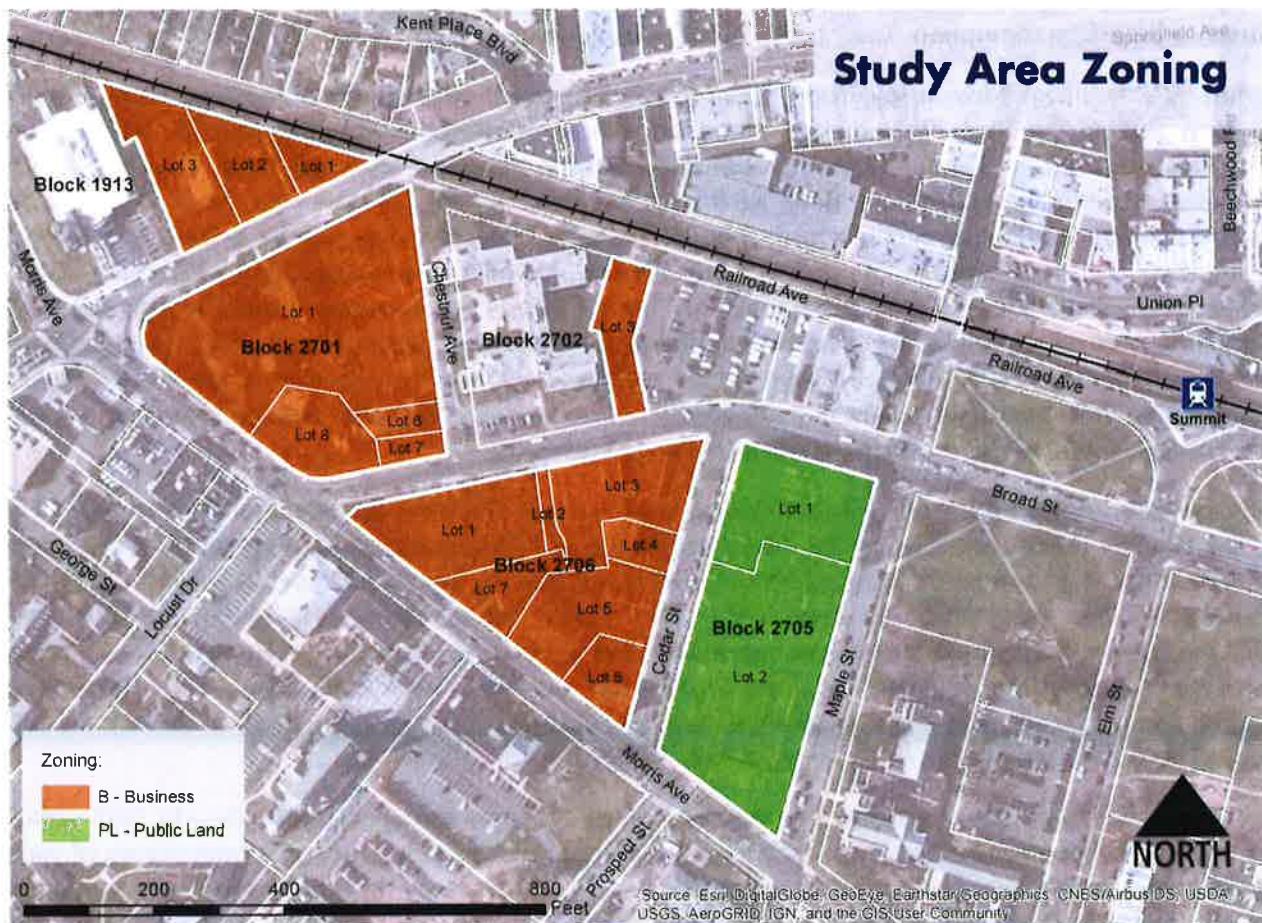
The Study Area, represents a major hub of civic life in Summit. The area contains the City's municipal complex, the Summit Free Public Library, the Fire Department, a 125-unit senior housing complex managed by the Summit Housing Authority, the local YMCA and is adjacent to the Post Office. In addition, located just across Maple Street from the Study Area is the City's historic Village Green, containing almost 6 acres of public open space that is used for passive recreation and community events. Saint Theresa's Church and the Central Presbyterian Church directly abut the Study Area and the City's Middle School sits caddy corner to its southeastern edge. Finally, the Central Retail Business District (CRBD) and the heart of Downtown Summit is located north and east of the study area, across the NJ Transit right-of-way.

The fact that the Study Area is located at the confluence of major transportation networks and within the City's most significant concentration of civic and institutional assets underscores the importance of redevelopment, particularly given the current layout and development patterns. In addition to the aforementioned civic uses and a few relatively isolated commercial uses, the study area is otherwise dominated by surface parking lots. The area lacks the qualities and amenities that make for a comfortable pedestrian environment and is divided by regional arterial routes, some of which carry almost 15,000 vehicles per day<sup>1</sup>. The lack of a rational street grid--created by irregularly shaped blocks and the rail right-of-way and the prevalence of major thoroughfares, inhibits mobility to, through and within the Study Area.

<sup>1</sup> In January 2013, NJDOT conducted counts in vicinity of the Study Area, which found an average daily traffic volume of 13,600 vehicles was recorded for Morris Avenue; 14,859 along Broad Street, and 9,655 along Springfield Avenue.

## Existing Zoning

All parcels in Blocks 1913, 2701, 2702 and 2706 of the Study Area lie in the B (Business Zone) district, which permits a range of retail and commercial uses and is intended for the conduct of general business to which the public requires direct and frequent access as prime customers, clients, or patients. The B district currently allows for the construction of buildings up to three stories with a floor-to-area ratio (FAR) up to seventy-five percent. Block 2705 lies in the City's PL (Public Lands Zone) district, which is intended to provide a separate and distinct zoning category for lands in public use and for limited quasi-public uses, such as houses of worship and for nonprofit use. Buildings in the PL district may be up to forty-eight (48) feet tall.



## Study Area Zoning Districts

### B: Business Zone

#### Principal Permitted Uses

**USE:** Retail sales, except drive-thru facilities are prohibited; Offices; Restaurants and other eating establishments, except drive-thru or drive-through facilities shall not be permitted; Financial institutions, except drive-thru facilities are prohibited; Residential uses above the first floor; Theaters; Personal service facilities; Retail service facilities; Dance schools and studios; Health clubs; Lodges and social clubs; Funeral parlors; Institutional uses; Automobile sales.

#### Conditional Uses

**USE:** Adult day care; Gasoline service stations; Automobile service stations; Automotive repair; House of worship

Yard Requirements (Minimum)		Height & Development (Maximum)	
Lot Area Min Sq. Ft.	NONE	Lot Coverage	90%
Lot Width Min. Ft.	NONE	Floor Area Ratio	75%
Front Yard Min. Ft.	NONE	Building Coverage	30%
Rear Yard Min. Ft.	NONE	Maximum Height	3 Stories / 42 FT
Side Yard Min. Ft Ea. Side	NONE	Density—Units per Acre	NONE
Min. Total Side Yard	NONE		

### PL : Public Lands Zone

#### Principal Permitted Uses

**USE:** Institutional uses; detached single-family dwellings subject to requirements and standards as provided in the R-10 Zone; public parks and playgrounds subject to requirements and standards as provided in the R-10 Zone.

#### Conditional Uses

**USE:** House of worship; educational institutions

Yard Requirements (Minimum)		Height & Development (Maximum)	
Lot Area Min Sq. Ft.	15,000	Lot Coverage	90%
Lot Width Min. Ft.	100	Floor Area Ratio	NONE
Front Yard Min. Ft.	25	Building Coverage	50%
Rear Yard Min. Ft.	25	Maximum Height	3 Stories / 48ft
Side Yard Min. Ft Ea. Side	12	Density—Units per Acre	NONE
Min. Total Side Yard	25%		

## Ownership

A review of the City's property tax records was conducted for properties in the Study Area to determine current ownership information. The table below shows the most current ownership records based on 2017 records from the New Jersey Division of Taxation. It is important to note that a third of the study area is owned by the City of Summit.



## Table of Ownership by Block + Lot

	Block	Lot	Zoning*	Property Class**	Area (Acres)	Address	Owner
Bedrosinan Rugs	1913	1	B	4A	0.16	503 Springfield Avenue	503 Springfield Ave. Assocs, LLC
Bedrosinan Rugs	1913	2	B	4A	0.36	503 Springfield Avenue	503 Springfield Ave. Assocs, LLC
PNC Bank	1913	3	B	4A	0.55	509-517 Springfield Avenue	Warner Fam LLC PNC Bank Natl Tax
City Hall	2701	1	B	15C	2.27	512 Springfield Avenue	City of Summit
Belle Faire Cleaners	2701	6	B	4A	0.12	7 Chestnut Avenue	Elizabeth Catherine, Inc.
Reincarnation Salon	2701	7	B	4A	0.09	417-419 Broad Street	Trugman, R.A/K/A Salon Reincarnation
7-Eleven	2701	8	B	4A	0.43	317 Morris Avenue	Southland Corporation - Corp Tax
Senior Building Parking Lot	2702	3 (partial)	B	15C	0.33	12 Chestnut Avenue	The Housing Authority of Summit
YMCA	2705	1	PL	15D	0.74	35 Maple Street	The Summit Area YMCA
Free Public Library	2705	2	PL	15C	1.80	75 Maple Street	The City of Summit
Municipal Lot 7	2706	1	B	15C	0.74	406 Broad Street	City of Summit
Funeral Home Driveway	2706	2	B	4A	0.07	402 Broad Street	299 Morris Avenue Associates LLC
Fire House	2706	3	B	15C	0.64	384-92 Broad Street	City of Summit
Medical Offices	2706	4	B	4A	0.16	7 Cedar Street	Albar Realty LLC
Funeral Home	2706	5	B	4A	0.6	299 Morris Avenue	299 Morris Avenue Associates LLC
Otterstedt Insurance	2706	6	B	4A	0.25	293 Morris Avenue	291 Morris Avenue, LLC
Memorial Hall	2706	7	B	15D	0.29	303 Morris Avenue	St. Teresa's Roman Catholic Church
				<b>TOTAL:</b>	<b>9.60</b>		

\*B = Business District

\*PL = Public Lands District

\*\*Class 4A = Commercial

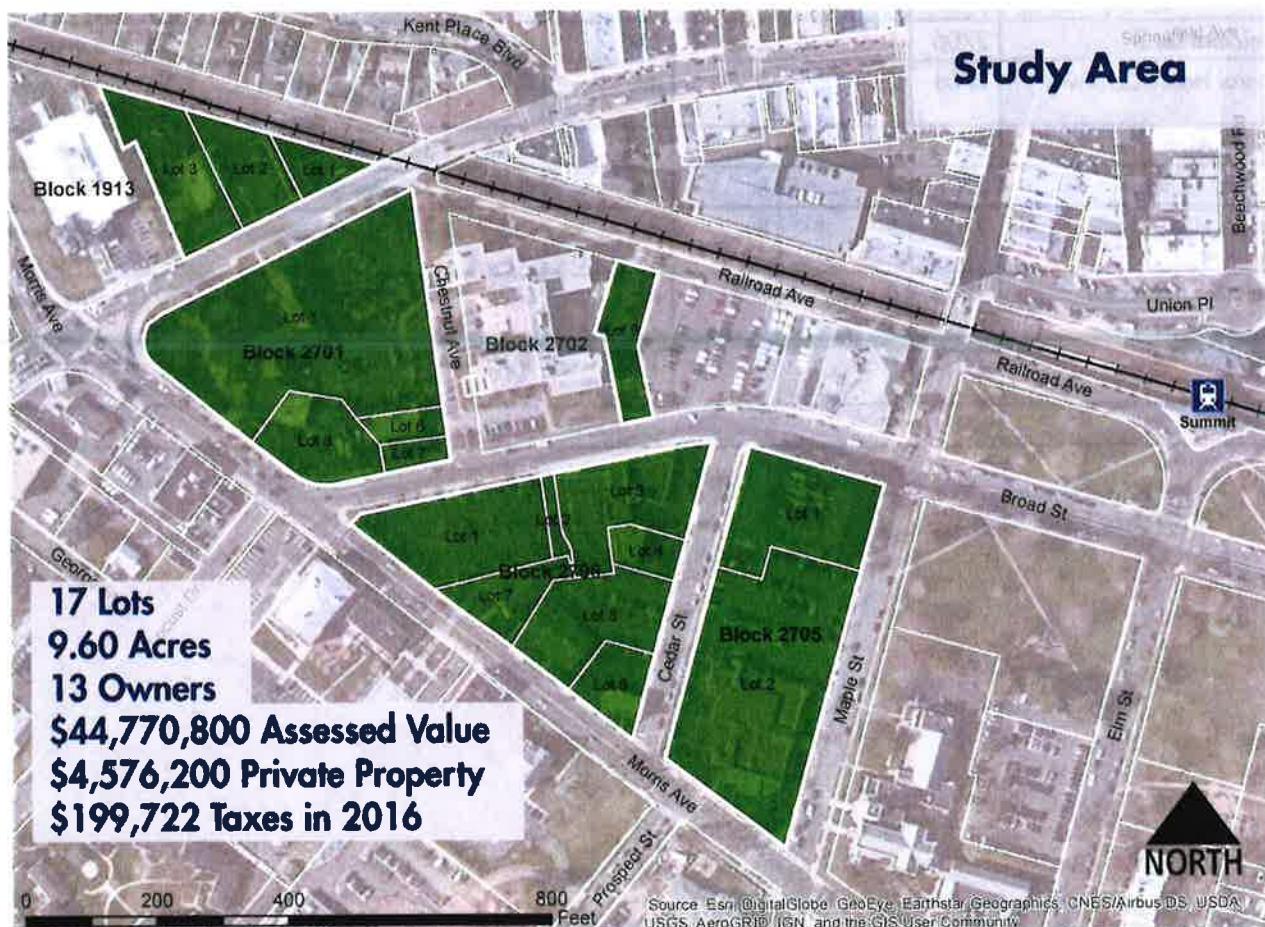
\*\*Class 15C = Exempt Public Property

\*\*Class 15D = Exempt Church & Charitable Property

## Property Taxes

Property tax records from the State of New Jersey Division of Taxation's 2017 database were analyzed to determine the assessed value of each property in the Study Area and current property taxes. The value of the land, improvements thereon and the net taxable value for all seventeen parcels is displayed in the table below. It should be noted that over half (8.3 acres) of the study area is exempt from taxation and therefore provide no rateables for the City. Additionally, parcels with surface parking within the study area creates significantly lower overall assessed values when compared with nearby improved sites.

			2016 Taxes				
	Acres	Tax/Acre	Total Tax	County & Open Space	Local School District	Municipal	Public Library
CRBD-District	14.9	\$246,032	\$3,674,245	\$1,065,283	\$1,829,007	\$714,176	\$65,779
Business(B)-District	59.9	\$66,968	\$4,008,413	\$1,162,169	\$1,995,353	\$779,129	\$71,762
Manufacturing (MFT)-District	15.6	\$123,342	\$1,925,155	\$558,165	\$958,325	\$374,199	\$34,466
Study Area	11.5	\$17,411	\$199,722	\$57,906	\$99,420	\$38,821	\$3,576
Study Area (less tax exempt)	3.1	\$63,606	\$199,722	\$57,906	\$99,420	\$38,821	\$3,576



	Block	Lot	Assessed Land Value	Assessed Improvement Value	Net Assessed Value	Prior Year Taxes (2016)
Bedrosinan Rugs	1913	1 + 2	\$268,800	\$140,700	\$409,500	\$18,439.79
PNC Bank	1913	3	\$554,400	\$471,600	\$1,026,000	\$46,200.78
City Hall	2701	1	\$1,500,000	\$10,000,000	\$1,500,000	0
Belle Faire Cleaners	2701	6	\$187,200	\$257,000	\$444,200	\$19,105.04
Reincarnation Salon	2701	7	\$140,000	\$119,500	\$259,500	\$11,161.1
7-Eleven	2701	8	\$333,600	\$147,100	\$480,700	\$20,674.91
Senior Building Parking Lot	2702	3	\$1,395,000	\$5,938,200	\$7,333,200	Exempt
YMCA	2705	1	\$1,010,800	\$11,331,300	\$12,342,100	Exempt
Free Public Library	2705	2	\$1,780,000	\$3,978,100	\$5,758,100	Exempt
Municipal Lot 7	2706	1	\$384,000	\$15,000	\$399,000	Exempt
Funeral Home Driveway	2706	2	\$15,000	\$2,000	\$17,000	731.17
Fire House	2706	3	\$490,500	\$1,552,900	\$2,043,400	Exempt
Medical Offices	2706	4	\$250,900	\$426,900	\$677,800	\$29,152.18
Funeral Home	2706	5	\$500,000	\$100,000	\$600,000	\$2,5806
Otterstedt Insurance	2706	6	\$371,500	\$290,000	\$661,500	\$2,8451.12
Memorial Hall	2706	7	\$222,800	\$596,000	\$818,800	Exempt
	<b>TOTAL</b>		<b>\$ 9,404,500</b>	<b>\$35,366,300</b>	<b>\$44,770,800</b>	<b>\$199,722.09</b>

## Application of Statutory Criteria

### Introduction

The “Blighted Areas Clause” of the New Jersey Constitution empowers municipalities to undertake a wide range of activities to effectuate redevelopment of blighted areas:

“The clearance, replanning, development or redevelopment of blight areas shall be a public purpose and public use, for which private property may be taken or acquired. Municipal, public or private corporations may be authorized by law to undertake such clearance, replanning, development or redevelopment; and improvements made for these purposes and uses, or for any of them, may be exempted from taxation, in whole or in part, for a limited period of time... The conditions of use, ownership, management and control of such improvements shall be regulated by law,” NJ Const. Art. VIII, Section 3, Paragraph 1.

The New Jersey Local Redevelopment and Housing Law implements this provision of the New Jersey Constitution, by authorizing municipalities to, among other things, designate certain parcels as “in need of redevelopment,” adopt redevelopment plans to effectuate the revitalization of those areas and enter agreements with private parties seeking to redevelop blighted areas. Under the relevant sections of the LRHL (N.J.S.A. 40A:12A-1 et. seq.), a delineated area may be determined to be “in need of redevelopment” if the governing body concludes there is substantial evidence that the parcels exhibit any one of the following characteristics:

- A. The generality of buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.
- B. The discontinuance of the use of buildings previously used for commercial, manufacturing, or industrial purposes; the abandonment of such buildings; or the same being allowed to fall into so great a state of disrepair as to be untenantable.

- C. Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.
- D. Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.
- E. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real properties therein or similar conditions, which impede land assemblage or discourage the undertaking of improvements, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare, which condition is presumed to be having a negative social or economic impact or otherwise being detrimental to the safety, health, morals or welfare of the surrounding area or the community in general. (As amended by P.L. 2013, Chapter 159, approved September 6, 2013).
- F. Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the areas has been materially depreciated.
- G. In any municipality in which an enterprise zone has been designated pursuant to the New Jersey Urban Enterprise Zones Act, P.L. 1983, c. 303 (C.52:27H-60 et seq.) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment pursuant to sections 5 and 6 of P.L. 1992, c. 79 (C.40A:12A-5 and 40A:12A-6) for the purpose of granting tax exemptions within the enterprise zone district pursuant to the provisions of P.L. 1991, c. 431 (C.40A:20-1 et seq.) or the adoption of a tax abatement and exemption ordinance pursuant to the provisions of P.L. 1991, c. 441 (C.40A:21-1 et seq.). The municipality shall not utilize any other redevelopment powers within the urban enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992, c. 79 (C.40A:12A-1 et al.) for determining that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.
- H. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

It should be noted that, under the definition of "redevelopment area" and "area in need of redevelopment" in the LRHL, individual properties, blocks or lots that do not meet any of the statutory conditions may still be included within an area in need of redevelopment provided that within the area as a whole, one or more of the expressed conditions are prevalent. This provision is referred to as "Section 3" and is set forth under N.J.S.A. 40A:12A-3, which states that:

"a redevelopment area may include lands, buildings, or improvements which of themselves are not detrimental to public health, safety or welfare, but the inclusion of which is found necessary, with or without change in this condition, for the effective redevelopment of the area of which they are a part."

## Redevelopment Case Law Principles

The New Jersey Local Redevelopment and Housing Law has been interpreted extensively by the New Jersey State courts with regard to the specific application of the redevelopment criteria established under N.J.S.A. 40A:12A-5. The bulk of the case law relevant to this analysis has addressed: 1) the minimum evidentiary standard required to support a governing body's finding of blight; and 2) the definition of blight that would satisfy both the State Constitution and the LRHL.

**Standard of Proof:** According to the New Jersey Supreme Court's decision, Gallenthin Realty v. Borough of Paulsboro (2007), a "municipality must establish a record that contains more than a bland recitation of the application of the statutory criteria and declaration that those criteria are met." In Gallenthin, the Court emphasized that municipal redevelopment designations are only entitled to deference if they are supported by substantial evidence on the record. It is for this reason that the analysis herein is based on a specific and thoughtful application of the plain meaning of the statutory criteria to the condition of the parcels within the Study Area as they currently exist. The standard of proof established by the Court in Gallenthin was later upheld in Cottage Emporium v. Broadway Arts Ctr. LLC (N.J. App. Div. 2010).

**The Meaning of Blight:** The Supreme Court in Gallenthin emphasized that only parcels that are truly "blighted" should be designated as "in need of redevelopment" and clarified that parcels designated under criterion "e" should be underutilized due to the "condition of the title, diverse ownership of the real properties." Prior to this decision, municipalities had regularly interpreted criterion "e" to have a broader meaning that would encompass all properties that were not put to optimum use and may have been more financially beneficial if redeveloped. Gallenthin ultimately served to constrict the scope of properties that were once believed to qualify as an "area in need of redevelopment" under subsection (e). On the other hand, in 62-64 Main Street LLC v. Mayor & Council of the City of Hackensack (2015), the Court offered a clarification that resisted an overly narrow interpretation, "[this Court has] never stated that an area is not blighted unless it 'negatively affects surrounding properties' because, to do so, would undo all of the legislative classifications of blight established before and after the ratification of the Blighted Areas Clause." The Hackensack case is largely perceived as having restored a generally expansive view of the Housing and Redevelopment Law, except as restricted by the Gallenthin interpretation of subsection (e).

### Surface Parking & "Obsolescence"

In Concerned Citizens, Inc. v. Mayor and Council of the Borough of Princeton (2004), the New Jersey Appellate Division affirmed that a downtown surface parking lot met the requirements for an area in need of redevelopment under "Criterion D" based on substantial evidence that a surface parking lot, in itself, was evidence of "obsolescence." Generally speaking, the court defined obsolescence, in the context of Criteria D, as "the process of falling into disuse and relates to the usefulness and public acceptance of a facility." Concerned Citizens v. Princeton, citing Spruce Manor Enter. V. Bor. Of Bellmawr (Law Div. 1998). More specifically, the Court concurred with municipal experts on certain key conclusions that are analogous to the conditions present within the Study Area:

- Surface parking represented "yesterday's solution" in downtowns where "structured parking is now the standard." This aspect of the court's reasoning directly implies that obsolescence is relative to the location of the parcel and accepted industry practices for the use, design and development thereof.
- The parking lot, which was assembled over time, had an irregular shape that lead to an inefficient configuration and inhibited the types of "urban center" uses that would fulfill Princeton's redevelopment objectives.
- Redevelopment was projected to support economic development and create a more orderly and useable layout. The court found these benefits to "serve the public health, safety, and welfare of the entire community."

Many of these factors are present throughout the Study Area and, similar to the area of downtown Princeton considered by the court, the negative impacts of obsolete surface parking facilities contribute to a process of stagnation within the Study Area.

## Study Area Evaluation

The following is an evaluation of the study area properties against the statutory criteria described above for designation as an "area in need of redevelopment." The evaluations were based on a review of property conditions, occupancy, ownership status, and a review of other relevant data.

### Summary of Findings

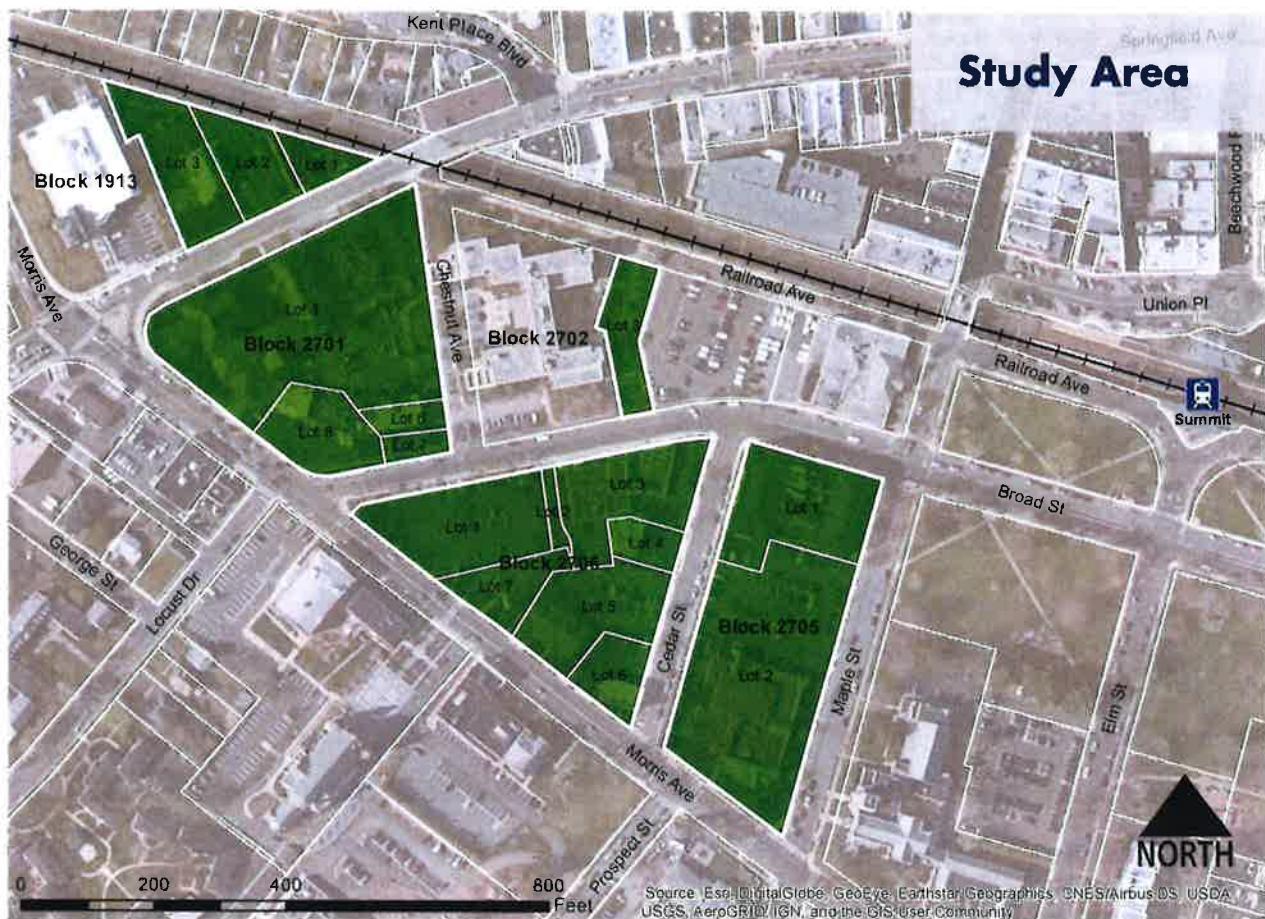
The table below summarizes this report's findings with regard to the statutory criteria's applicability to each parcel within the Study Area:

### Study Area - All Lots

Criterion H applies to all properties that either meet other criteria or are determined to be necessary for the effective redevelopment under Section 3. Criterion H states: "the designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation." The Smart Growth principles crafted by the Smart Growth Network and cited by the United States Environmental Protection Agency include:

- Mix land uses.
- Take advantage of compact building design.
- Create a range of housing opportunities and choices.
- Create walkable neighborhoods.
- Foster distinctive, attractive communities with a strong sense of place.
- Preserve open space, farmland, natural beauty, and critical environmental areas.
- Strengthen and direct development towards existing communities.
- Provide a variety of transportation choices.
- Make development decisions predictable, fair, and cost effective.

The Study Area's proximity to public transit, both bus and commuter rail lines, provides for a variety of transportation options. This transit rich location is ideal for the promotion of smart growth principles that encourage compact building design, creating a range of housing options, and supporting a walkable area.



	<b>Block</b>	<b>Lot</b>	<b>Acreage</b>	<b>Criteria</b>								<b>Section 3</b>
				<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>	
Bedrosinan Rugs	1913	1	0.33									X
Bedrosinan Rugs	1913	2	2.27									X
PNC Bank	1913	3	0.12									X
City Hall	2701	1 (partial)	0.09					X				X
Belle Faire Cleaners	2701	6	0.43					X	X			X
Reincarnation Salon	2701	7	0.16									X X
7-Eleven	2701	8	0.36					X				X
Senior Building Parking Lot	2702	3 (partial)	0.55					X				X
YMCA	2705	1	0.74					X				X
Free Public Library	2705	2 (partial)	0.07					X				X
Municipal Lot 7	2706	1	0.64					X			X	X
Funeral Home Driveway	2706	2	0.16						X			X
Fire House	2706	3	0.60					X	X			X
Medical Offices	2706	4	0.25					X				X
Funeral Home	2706	5	0.29						X			X
Otterstedt Insurance	2706	6	0.74								X	X
Memorial Hall	2706	7	1.80							X		X

## Block 1913, Lots 1 & 2 - (Bedrosian Rug & Carpet)



Block 1913, Lots 1 & 2 contain a single-story commercial retail structure and seven-spot parking lot. The back of the lot is directly adjacent to the commuter rail right-of-way. The retail location that fronts on Springfield Avenue is owner-occupied and houses a carpet and rug store. The building and façade are in good condition. New retail windows were installed in 2008 and the stucco facade was updated as recently as 2015.

Based upon an inspection of the property and an examination of construction and inspection records, Block 1913, Lots 1 & 2 do not meet any of the criteria under the LRHL. While access was not gained into the building, the exterior of the structure and improvements to the site appear to be in good condition.

## Block 1913, Lot 3 - (PNC Bank)



Block 1913, Lot 3 contains a commercial bank location on a 0.55 acre site. A twenty-spot parking lot on the site serves bank employees and customers. The building also includes a drive-thru banking use. The commercial bank on the site was built in 2009 and is in good condition. The site is well-maintained and the

site design provides for landscaping and clear circulation markings. The façade is free of any visible signs of deterioration.

Based upon an inspection of the property and an examination of construction and inspection records, Block 1913, Lot 3 does not meet any of the criteria under the LRHL. While access was not gained into the building, the exterior of the structure and improvements to the site appear to be in good condition.

## Block 2701, Lot 1 - Partial (Summit City Hall Parking)



Based upon an inspection of the property and an examination of construction and inspection records, Block 2701, Lot 1 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

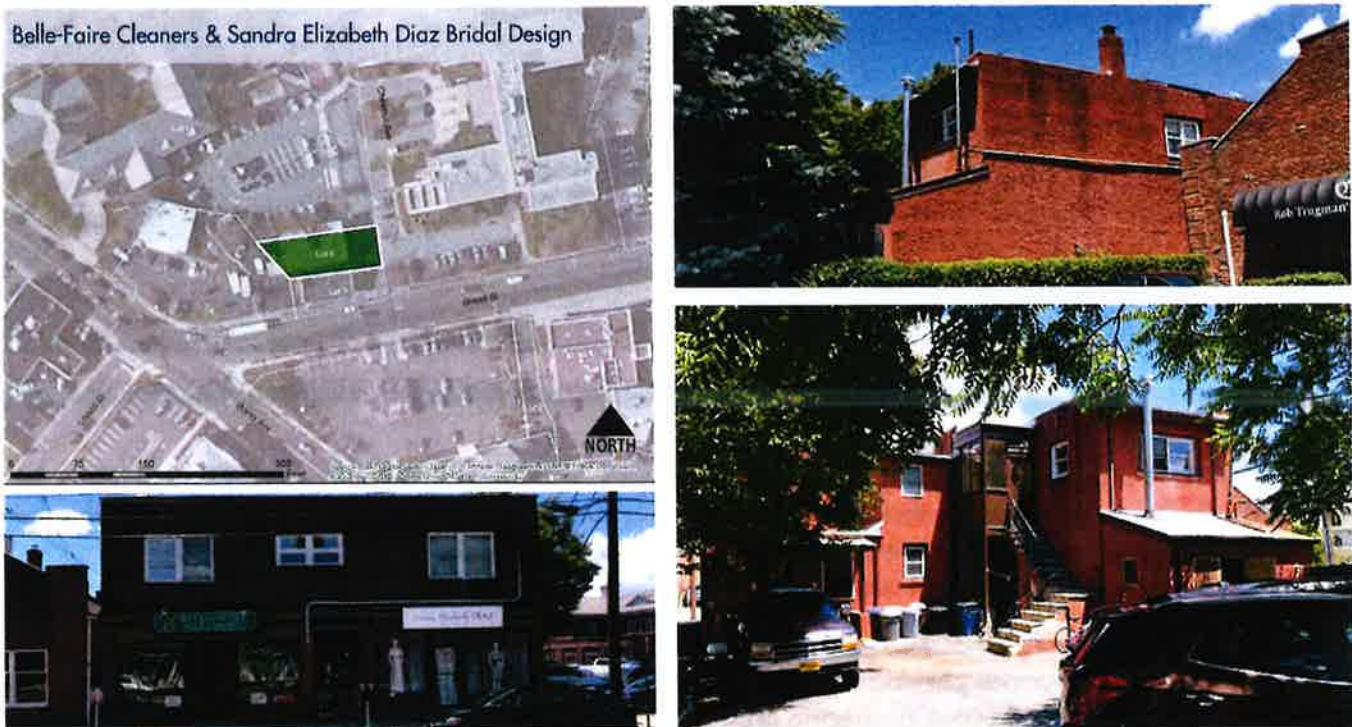
The City of Summit City Hall has two parking lots that serve employees and visitors. The lot just east of the City Hall building is a surface parking lot that has access both from Chestnut Avenue and Springfield Avenue. Historically, Chestnut Avenue connected Broad Street with Springfield Avenue. Over time, the Chestnut Avenue right-of-way was incorporated into the City Hall parcel, appropriating the former public street into a drive lane that terminates without warning in the City's parking lot. A driver can still use Chestnut Avenue and the parking lot to provide access between Springfield Avenue and Broad Street, but it requires a much more dangerous and hazardous route. This resulting circulation pattern requires ninety degree turns through the parking lot. The street is neither marked nor delineated in a way that makes it clear to parking lot users or pedestrians walking to and from their cars that there is in fact a through street (or not) that passes through the lot.

The second parking lot to the south and east of City Hall has direct access to Chestnut Avenue and is adjacent to Block 2701, Lot 6. Vehicles leaving the lot have the option of turning right to access Broad Street or turning left in order to cut through the other City Hall parking lot to access Springfield Avenue. Before

the construction of City Hall, Chestnut Avenue connected Broad Street and Springfield Avenue, acting as a through-street. While the parking lot was built over a portion of the right of way, the street was never formally vacated and is still mapped as a through-street on official City maps and still functions as a means of getting from Broad Street to Springfield Avenue. This lot exacerbates the circulation issues created by the pseudo through-street nature of Chestnut Avenue. Improvements on both lots consist almost entirely of surface parking, with limited pedestrian and landscaped area. Impervious coverage, primarily blacktop, occupies nearly the entire area of the parking lots. The configuration of the parking areas, and internal circulation exhibit a faulty arrangement and design, which in turn contributes to conflicts between motorists and pedestrians. This is detrimental to the health, safety and general welfare of the public at large. Furthermore, the use of this lot as a surface parking lot adjacent to a thriving downtown district is, in itself, significant to this analysis. As articulated in Concerned Citizens (above), the use of this lot as a surface parking lot within what should part of a thriving downtown district is, in itself, significant to this analysis.

While the City Hall Building was not found to meet any criteria under the LRHL, based on the foregoing, sufficient evidence exists to conclude that the current use and conditions of the parking lot in Block 2702, Lot 3 support designation under "Criterion D." The lot is an outdated and unplanned land use that evolved over time in a way that resulted in an inefficient, unsafe, and obsolete surface parking facility.

## Block 2701, Lot 6 - (Belle-Faire Cleaners & Sandra Elizabeth Diaz Bridal Design)



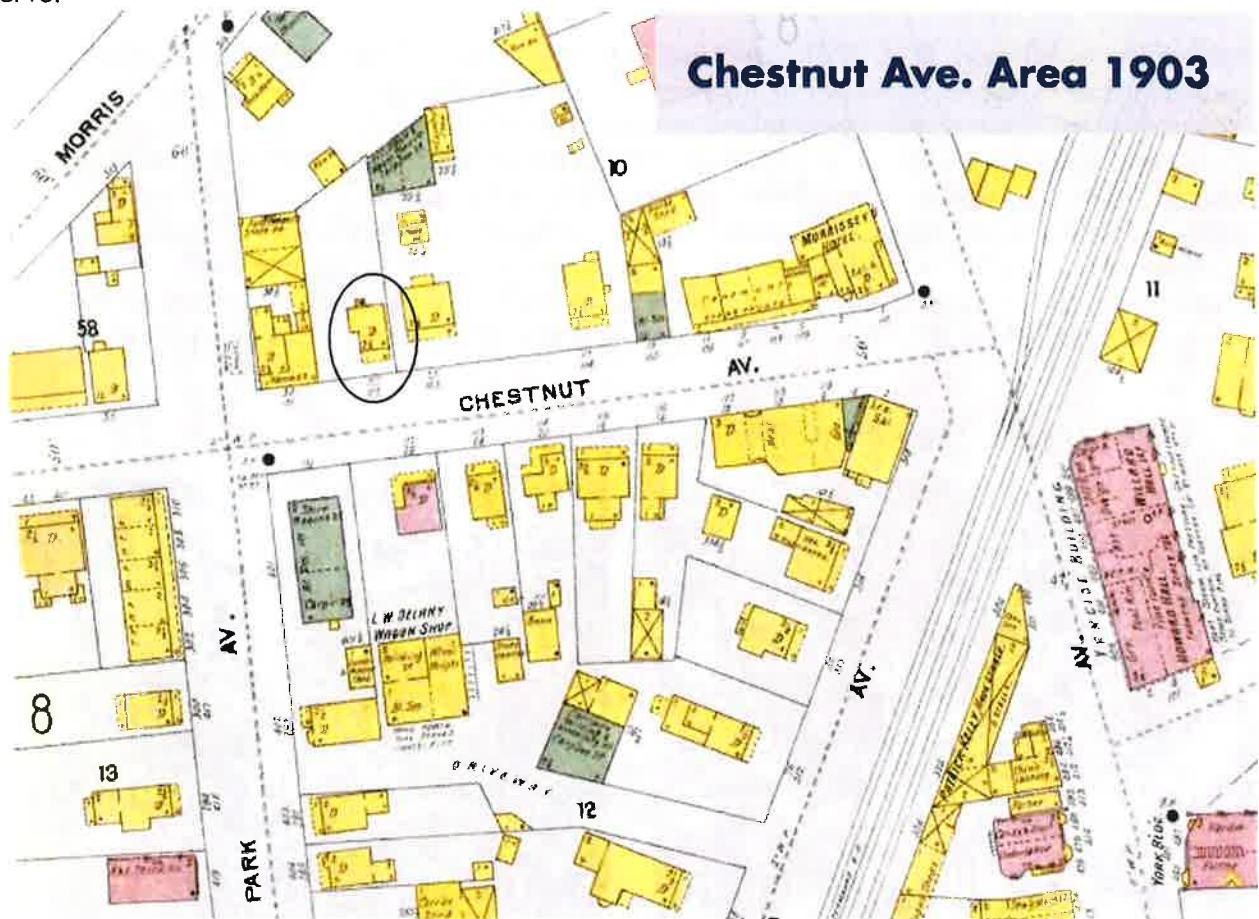
Block 2701, Lot 6 contains a two-story mixed-use structure on a 0.12 acre parcel. The ground floor of the building houses two retail storefronts that front Chestnut Avenue. A dry cleaner and a bridal design shop occupy the ground floor. The second story has residential units that are accessed through the back of the property. The service parking and loading areas are in the back of the property and can only be accessed via the adjacent City Hall parking lot.

Based upon an inspection of the property, an examination of construction and inspection records as well as an interview with the property owner Block 2701, Lot 6 meets the following criteria under the LRHL:

**Criterion D:** Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land cov-

erage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.

While access to the interior of the building was not gained, an external inspection of the property supports the finding that the existing structure shows signs of obsolescence and the site design exhibits a faulty arrangement. Based on a review of historic Sanborn maps and current aerial photographs, it appears the current mixed-use structure is largely an addition to an existing frame dwelling that was observed in maps as early as 1903. This unique aspect of the existing building's history would explain the multitude of physical adaptations – the structure is in itself an adaption, not initially constructed for the purpose it ultimately came to serve.



One significant observation is the lack of parking for the second-story residential units, which would support a conclusion of obsolescence. Parking is generally demanded by the marketplace and is required by the City's zoning code for all new residential dwellings. Upon inspection of the building, several signs of deterioration were observed both on the façade of the building and building improvements. The stucco façade of the building shows signs of water infiltration and is spalled, which could have been caused over time by improper drainage of window air conditioning units. On the retail storefront of the building, the painted finish on metal panels of the storefront facades shows significant signs of wear and are in need of maintenance. Roof gutters and drainpipes were found to be detached from the building façade and in need of repair.

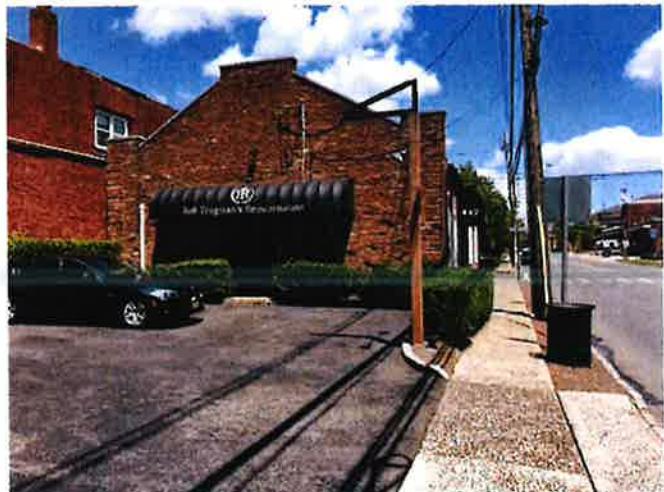
Inspection of the side and rear facades of the building revealed multiple furnace exhaust pipes projecting through the one-story roof. One of the pipes leading into the one-story roof shows significant corrosion. Furthermore, the parking area located at the rear of the building is not striped and the commercial refuse was not stored in an appropriate enclosure. The rear staircase, presumably second means of egress for the second-floor residential units, shows signs of multiple repair attempts and is likely in need of replacement. Taken together, the configuration of the existing improvements and faulty parking arrangement as well as its

dilapidated and obsolete nature of the structure provide sufficient evidence to designate Block 2701, Lot 6 under "Criterion D."

**Criterion E:** *A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real properties therein or similar conditions, which impede land assemblage or discourage the undertaking of improvements, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare, which condition is presumed to be having a negative social or economic impact or otherwise being detrimental to the safety, health, morals or welfare of the surrounding area or the community in general. (As amended by P.L. 2013, Chapter 159, approved September 6, 2013).*

The back of the building on Block 2701, Lot 6 has a parking area and rear entrance for deliveries, trash and service functions. Access to the rear of the lot is only provided through the adjacent municipally-owned City Hall parking lot. The property owner enjoys an easement right to access the back of the property via the municipal parking lot. Over time, the use of this building and the back area evolved to be interdependent on the basis of access arrangements that allowed for the continued use of this and adjacent property. Diverse ownership across these interdependent properties impedes the viable redevelopment of both Lot 3 and discourages the further improvement of the adjacent City owned surface parking lot. Based on the foregoing, the conditions of title surrounding this parcel and the adjacent City lot results in a stagnant or unproductive condition upon land potentially valuable for contributing to the public welfare, as contemplated in "Criterion E."

## Block 2701, Lot 7 - (Reincarnation Salon)



Block 2701, Lot 7 contains a one-story structure with a retail storefront on a 0.09 acre parcel. Rob Trugman's Reincarnation Salon occupies the retail location. The building is owner-occupied and located on the corner of Chestnut Avenue and Broad Street. There is a small four-space parking lot on the west side of the building that is used by the salon.

Access was gained into the building and both the exterior and interior of the structure appear to be in good condition. Based upon an inspection of the property and an examination of construction and inspection records Block 2701, Lot 7 does not meet any of the criteria under the LRHL, per se.

However, Block 2701, Lot 7 should be designated as an area in need of redevelopment because it fits within the intent and purpose of Section 3 (N.J.S.A. 40A:12A-3): "buildings...which of themselves are not detrimental to public health, safety or welfare, but the inclusion of which is found necessary...for the effective redevelopment of the area of which they are a part." Due to the size, shape and configuration of adjacent parcels within Block 2701, it is reasonable to find the parcel necessary for the effective development of the study area.

## Block 2701, Lot 8 - (7-Eleven)



Block 2701, Lot 8 is a 0.43 acre corner lot that is located at the intersection of Broad Street and Morris Avenue. The lot is currently occupied by a 7-Eleven convenience market that is open twenty-four hours a day. The single-story commercial building is situated at the back of the lot, making way for an eighteen-space parking lot at the front of the site that is used by customers and store employees. The parking lot provides for two points of access: directly onto Broad Street and Morris Avenue. The lot is adjacent to two commercial structures to the east and surrounded by City Hall and one of City Hall's parking lots to the northeast, north and northwest. The convenience store itself is less than seven feet from the City Hall building, which is directly behind the structure.

Based upon an inspection of the property and an examination of construction and inspection records Block 2701, Lot 8 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

The arrangement and design of the site is faulty and found to be detrimental to the safety, health, morals and welfare of the community. The irregularly shaped lot contains a front-yard parking lot consisting of eighteen spaces without a marked loading area for deliveries. There is a long drive to access a side yard dumpster enclosure. The parking lot has two access points, one along Broad Street that egresses into a dedicated right-turn queue lane that is separated from oncoming traffic by a double-yellow line (i.e. no legal left turns). The other access point is along Morris Avenue, which contains a driveway that is not aligned with the signalized 4-way intersection, resulting in driver confusion where left egress turns would also require crossing of a double-yellow line. The high-volume parking lot has limited lines of sight, a particularly dangerous condition where vehicles are backing out of spaces on both sides of a two-way drive aisle. There were eight (8) vehicular accidents in this parking lot in 2016 alone and forty (40) such accidents between the years 2012 and 2017. This corner parking lot, necessitated by the faulty arrangement of improvements on the site, con-

tributes to a circulation pattern that is dangerous and therefore detrimental to the health and welfare of the community.

Furthermore, a review of police records suggests that this twenty-four hour convenience store operation along a heavily traveled regional thoroughfare has proven to encourage vagrancy and an unusually high rate of crimes reported at the site. Since 1992, 1,330 police calls were made regarding activity on the site according to the City of Summit Police Department records. Of the calls made, 260 were crime related. For comparison purposes, the adjacent site (Lot 7), which has a salon use, recorded just 42 police calls in that same time period, only four (4) of which were crime related. The higher crime rate reported in the area supports the finding that the current use invites criminal conduct therefore constitutes a deleterious land use.

Taken together, the faulty arrangement of the site design and the deleterious nature of the use itself, provides sufficient evidence to conclude Lot 3 meets the specifications of "Criterion D."

## Block 2702, Lot 3 - Partial (Vito A. Gallo Senior Building Parking Lot)



Lot 3 is a 1.84 acre parcel owned by the City of Summit Housing Authority. The structure on the parcel is the Vito A. Gallo Senior Building which contains 125 units of senior housing. This Study does not include the senior housing building, only the parking lot located on the western portion of Lot 3 which is .33 acres and has 39 parking spaces.

Based upon an inspection of the property and an examination of construction and inspection records Block 2702, Lot 3 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

The Vito A. Gallo Senior Building parking lot is owned by the City of Summit Housing Authority and serves the building's residents. The entire eastern edge of the parcel, as well as significant portions of its southern and western boundaries, are occupied by the surface parking area with very limited landscaping and pedestrian circulation areas. Access to the eastern lot is provided by a bi-directional driveway on Broad Street which is approximately 75 feet from another two-way drive used to access the adjacent public parking lot. This creates an unpredictable and potentially dangerous environment for both drivers and pedestrians. This is exacerbated by a third curb cut within less than 200 feet, which provides access to the Post Office rear loading area. The disconnected nature of the parking areas suggest an ad-hoc approach to circulation planning for this area, which in turn creates unsafe and uncomfortable conditions for motorists and pedestrians. These conditions amount to the type of "faulty arrangement and design...[that is] detrimental to the safety, health, morals or welfare of the community" contemplated under Criterion D.

As articulated in Concerned Citizens (above), the use of this lot as a surface parking lot within what should

be part of a thriving downtown district is, in itself, significant to this analysis. Sufficient evidence exists to conclude that the current use and conditions of the parking lot in Block 2702, Lot 3 support designation under "Criterion D." The lot is an outdated and unplanned land use that evolved imperfectly over time, resulting in an inefficient, unsafe, and obsolete surface parking facility.



### Block 2705, Lot 1 - (YMCA)



Block 2705, Lot 1 is home to the Summit Area YMCA. The main structure of the facility was built in 1912 and underwent a major renovation, that included the addition of a new wing to the building, in 1998. The facility covers that majority of the 0.74 acre parcel and has only four parking spots on-site. The adjacent municipally owned parking lot offers additional parking to patrons of the YMCA.

Based upon an inspection of the property and an examination of construction and inspection records Block 2706, Lot 4 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

The subject property provides only four on-site parking spaces, including one handicapped accessible parking space, which is not van accessible. While additional parking is provided on an adjacent municipal lot, the lack of parking given the intensive use of the property as an active community recreation facility and lack of handicapped accessibility, renders the site obsolete and detrimental to the welfare of the community. Furthermore, the site has no open space available for patron or public use (e.g., outdoor exercise area/field), an amenity that cannot be incorporated since the current structure covers almost all of the existing lot area. Such an amenity is customarily part of community recreation facilities and lack thereof is evidence of obsolescence. One block away, a significantly smaller community recreational facility, "The Connection", offers 71 public parking spaces, two bus parking spaces, and an outdoor area for children.

The obsolete nature of the structure provides sufficient evidence to designate Lot 3 under "Criterion D."

### Block 2705, Lot 2 - Partial (Summit Free Library)



Block 2705, Lot 2 is home to the Summit Free Public Library. The one-story brick building covers approximately half of the 1.8 acre parcel. The other half of the parcel is covered by a publicly accessible surface parking lot. The lot serves both the library's patrons as well as the adjacent YMCA recreation facility.

The building is in generally good condition and was not found to meet criteria under the LRHL. The parking lot, however, does meet the criteria and based upon an inspection of the property, a portion of Block 2705, Lot 2 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

The Summit Free Public Library has one parking lot that serves employees, library visitors and visitors to the adjacent YMCA. The lot, just north of the library building, is a surface parking lot that has 109 parking spots and access from both Maple Street and Cedar Street. The lot is entirely paved with no landscaped or

permeable elements.

The use of this lot as a surface parking lot adjacent to a thriving downtown district is, in itself, significant to this analysis, based on the theory advanced under Concerned Citizens, (described above). Sufficient evidence exists to conclude that the current use and conditions upon the parking lot in Block 2705, Lot 2 support designation under 'Criterion D.'

## Block 2706, Lot 1 - (Municipal Parking Lot 7)



Block 2706, Lot 1 contains Municipal Lot 7, also known as the Chestnut Avenue Lot, which has 62 parking spaces designated for residents and employees. It is located at the corner of Broad Street and Morris Avenue. The lot has a single egress point off Broad Street. The lot is paved but provides limited landscaping that includes shrubbery and trees. The municipal lot is marked with pedestrian crossings and has circulation markings throughout the lot.

Based upon an inspection of the property and an examination of construction and inspection records Block 2706, Lot 1 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

Improvements on the lot consist almost entirely of surface parking, with limited pedestrian and landscaped area. Impervious coverage, primarily blacktop, occupies nearly the entire area of the parking lot. The condition of the lot is fair, the lot is properly stripped and appears to afford an efficient and safe circulation pattern.

Despite the fair condition, design and circulation, the use of this lot as a surface parking lot adjacent to a thriving downtown district is, in itself, significant to this analysis based on the theory described above relating to Concerned Citizens. As such, sufficient evidence exists to conclude that the current use and conditions of the parking lot in Lot 1 supports designation under 'Criterion D.'

Block 2706, Lot 1 should also be designated as an area in need of redevelopment because it fits within the intent and purpose of Section 3 (N.J.S.A. 40A:12A-3): "buildings...which of themselves are not detrimental to public health, safety or welfare, but the inclusion of which is found necessary...for the effective redevelopment of the area of which they are a part." The surrounding parcels adjacent to this lot meet the criteria for an "area in need of redevelopment." This corner lot is found to be necessary in order to realistically effectuate redevelopment on the block of which this parcel is a part of.

## Block 2706, Lots 2 & 5 - (Bradley, Brough & Dangler Funeral Home)



Block 2706, Lots 2 & 5 contain a single-story, brick, commercial building and accessory parking lots. Lot 5, which fronts on Morris Avenue, houses the principle commercial structure on the site: a funeral home. Lot 5 also has direct frontage onto Cedar Street, where a thirty-one spot parking lot is located. The parking lot is used by funeral home employees and visitors. Lot 2, which contains another twelve-spot parking lot, primarily serves as an additional point of egress onto Broad Street. Lot 2 is also used — via an easement, as the vehicular access point to the Summit Fire Department Headquarters building. The irregular three-pronged shape of these two lots give the property direct access to three streets: Broad Street, Cedar Street, and Morris Avenue.

Based upon an inspection of the property and an examination of construction and inspection records Block 2706, Lots 2 & 5 meet the following criteria under the LRHL:

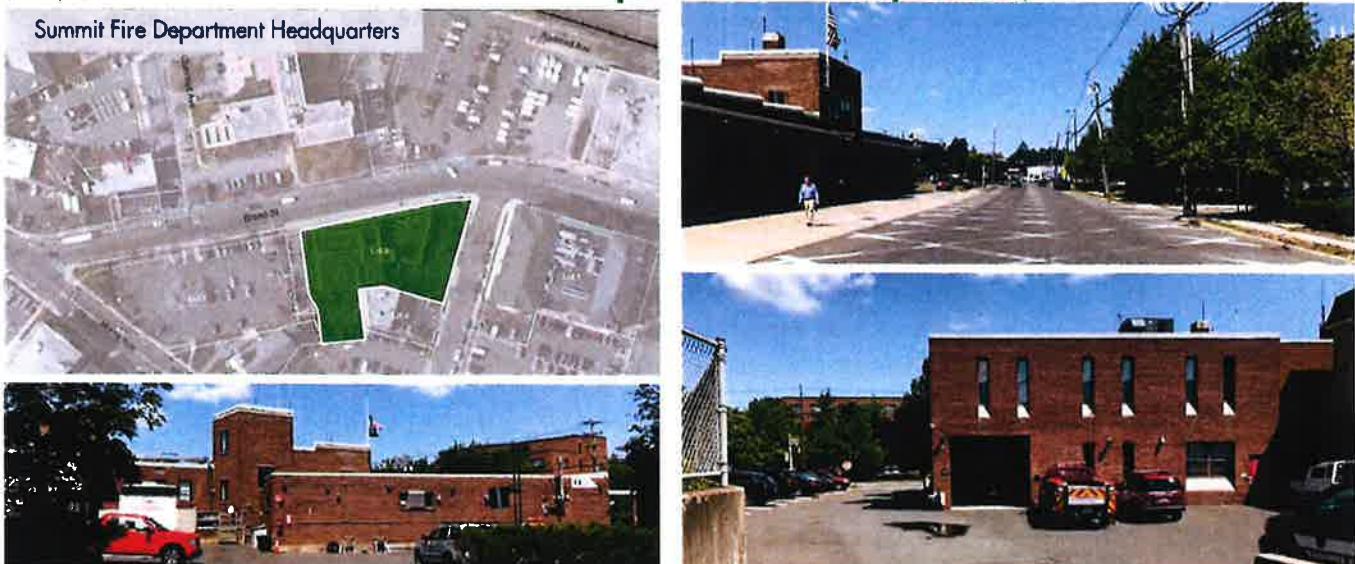
**Criterion E:** *A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real properties therein or similar conditions, which impede land assemblage or discourage the undertaking of improvements, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare, which condition is presumed to be having a negative social or economic impact or otherwise being detrimental to the safety, health, morals or welfare of the surrounding area or the community in general. (As amended by P.L. 2013, Chapter 159, approved September 6, 2013).*

Lot 2 is a narrow lot that allows for access to the funeral home parking lot from Broad Street. This narrow access point is also required by the Summit Fire Department in order to allow for access to the back of the Fire Station. The City of Summit enjoys an access easement on Lot 2 so that emergency vehicles are able to enter the Summit Fire Department Headquarters which is located just north of the funeral home property. Varied ownership across these properties impedes the viable redevelopment of the property and adjacent parking lot. Additionally this discourages the further improvement of the City owned site for productive uses apart from parking and circulation. This parcel exhibits the type of title issue contemplated in "Criterion E."

Lot 5, on which the principal structure and accessory parking lot are located, divides the block into several, irregularly shaped parcels. Lots 2 and 5 combined, create a three-pronged, irregularly shaped property that provides access to all of the streets on the block although the principle use on the site only fronts on Morris Avenue. Due to the location of the property in the middle of the block and the aforementioned irregular shape of the parcel, possible property assemblage is impeded on the block and thus is having a negative economic impact on the block that it is a part of.

Sufficient evidence exists to conclude that the current use and conditions upon Lots 2 & 5 support designation under "Criterion E."

## Block 2706, Lot 3 - (Summit Fire Department Headquarters)



Block 2706, Lot 3 houses the Summit Fire Department Headquarters. The 16,298 s.f. two-story structure is located at 396 Broad Street. The center, two-story portion of the existing building was built in 1901. In 1948 four back-in bays were added in a saw-tooth arrangement to the structure. The two-story addition on the west side of the building was constructed in 1968, when three more back-in bays were added. In 1996, an exterior courtyard area was enclosed and interior office spaces were renovated.

Based upon an inspection of the property and an examination of construction and inspection records, Block 2706, Lot 3 meets the following criteria under the LRHL:

**Criterion D:** *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*

In 2014, the City of Summit Fire Department commissioned a facility assessment of Fire Department Headquarters' building. The assessment report, completed by LeMay Erickson Willcox Architects and Brinjac Engineering, found that the building does not meet current station design standards. The Headquarters building was given a score of 12% based on criteria that included life safety code, accessibility, station alerting, emergency response paths, gender equality, and bunk facilities, among other criteria. Similarly, the site design was evaluated and found to not meet design standards. The site design was given a score of 22% based on criteria that included vehicle circulation, paving conditions, training features, outdoor amenities, trash/dumpster location, among other criteria.

As evidenced by the aforementioned assessment reports commissioned by the City of Summit, the Fire Department Headquarters building is functionally obsolete due to faulty design and obsolete layout. Efficient and modern operation improvements are necessary to maintain and preserve the health and safety of the community, therefore the obsolescence of the facility is inherently detrimental to the safety and health of the community.

The obsolete nature of the structure provides sufficient evidence to designate Block 2706, Lot 3 under "Criterion D."

**Criterion E:** *A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real properties therein or similar conditions, which impede land assemblage or discourage the undertaking of improvements, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare, which condition is presumed to be having a negative social or economic impact or otherwise being detrimental to the safety, health, morals or welfare of the surrounding area or the community in general. (As amended by P.L. 2013, Chapter 159, approved September 6, 2013).*

The adjacent Lot 2 of the same Block provides the only point of entry to the back of the Firehouse building. The back of the building has one bay for emergency vehicles and several parking spots used by the Fire Department. Access to the back of the building is crucial to the function of this site and emergency response dispatch station. The City of Summit enjoys an easement on Lot 2, without which no access to the back of the building would exist. This condition of title impedes land assemblage and discourages the undertaking of improvements and results in a stagnant condition of the land.

Sufficient evidence exists to conclude that the current use and conditions upon Lots 3 support designation under "Criterion E."

## Block 2706, Lot 4 - (Medical Office Building)



Block 2706, Lot 4 contains a two-story office building located on Cedar Street that abuts both the Summit Fire Department Headquarters building and the Bradley, Brough & Dangler Funeral Home parking lot. The 6,000 s.f. office building is a fully leased Class-B office building that houses multiple medical-office tenants. The office building is set back from Cedar Street and has a 12-car parking lot in front of the building.

Based upon an inspection of the property and an examination of construction and inspection records Block 2706, Lot 4 meets the following criteria under the LRHL:

***Criterion D: Areas with buildings or improvements which, by reason of dilapidation, obsolescence, over-crowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.***

The 6,000 s.f. office building is currently in fair condition and is fully leased. The arrangement and design of the site, however, is faulty due to the placement and amount of parking available to the facility which is entirely leased by dental and medical offices. Per the City of Summit's Development Regulation Ordinance, medical and dental offices shall have one parking space per 150 gross square feet of building area. This provision is in place in order to ensure that patients visiting medical or dental offices, who may have limited mobility due to disability, injury, or age, are able to safely access the offices. This site offers only twelve parking spaces for visitors to the office building. Per the aforementioned code, a 6,000 s.f. building that houses dental and medical uses should have forty spaces. The number of spaces provided (12) is twenty-eight spaces short of what would typically be deemed appropriate for such a use.

Furthermore, the twelve-space parking lot is placed in front of the building, an arrangement that is not customary or typical of a central, downtown location. This parking lot placement breaks up the pedestrian experience throughout the site and creates a circulation pattern that is not conducive to the safe and efficient movement of vehicles and pedestrians. The location of the building on the site makes it impossible for the parking lot to be located anywhere else on the site.

The faulty arrangement on the site and obsolete design are sufficient evidence to designate Lot 4 under "Criterion D."

## Block 2706, Lot 6 - (Otterstedt Agency Office Building)



This owner-occupied office building is found to be in good condition and does not meet the criteria established in the LRHL (N.J.S.A. 40A:12A-5 et seq.).

Block 2706, Lot 6 does fit within the intent and purpose of Section 3 (N.J.S.A. 40A:12A-3): "buildings... which of themselves are not detrimental to public health, safety or welfare, but the inclusion of which is found necessary...for the effective redevelopment of the area of which they are a part." Due to the relatively small size of the lot and the fact that it is flanked on two sides by the irregularly shaped surface parking lot that houses the Bradley, Brough & Dangler Funeral Home, it could be reasonably concluded that Lot 6 may necessary for the effective redevelopment of the area.

## Block 2706, Lot 7 - (St. Teresa's Church – Memorial Hall)



Memorial Hall is owned by the St. Teresa's Roman Catholic Church which also owns a much larger church across the street from this location on Morris Avenue. This smaller structure was moved here from its original location across the street around 1905, when the new place of worship was constructed. The church is in generally good condition and the site is well-maintained, with few signs of deterioration to its facade and windows. The facility does not have any dedicated parking adjacent to the premises.

Based upon an inspection of the property and an examination of construction and inspection Block 2706, Lot 7 does not meet any of the criteria under the LRHL. While access was not gained into the building, the exterior of the structure and improvements to the site appear to be in good condition. The church itself does not have any direct parking on-site as it shares parking with the much larger St. Teresa's Church across the street. The only adjacent ADA accessible parking spots are available at Municipal Lot 7 northwest of the building.

Block 2706, Lot 7 does, however fit squarely within the intent and purpose of Section 3 (N.J.S.A. 40A:12A-3): "buildings...which of themselves are not detrimental to public health, safety or welfare, but the inclusion of which is found necessary...for the effective redevelopment of the area of which they are a part." Due to the relatively small size of the lot and the fact that it is flanked by the surface parking lot that houses the Bradley, Brough & Dangler Funeral Home, the City's parking lot and the Fire Department building, it could be reasonably concluded that Lot 7 may be necessary for the effective redevelopment of the area.

## Conclusion

The foregoing study was prepared on behalf of the City of Summit Planning Board to determine whether properties identified as of Block 1913, Lots 1, 2 and 3; Block 2701, Lots 1, 6, 7, 8; Block 2702, Lot 3 (partial); Block 2706, Lots 1, 2, 3, 4, 5, 6, and 7; Block 2705, Lots 1 and 2 qualify as a non-condemnation “an area in need of redevelopment” in accordance with N.J.S.A. 40A:12A-1 et seq. Based on the foregoing analysis and further investigation of the Study Area, we conclude that Block 2701, Lots 1(partial), 6, 7, 8; Block 2702, Lot 3 (partial); Block 2705, Lots 1 and 2(partial); Block 2706, Lots 1, 2, 3, 4, 5, 6, and 7 meet the criteria for a redevelopment area designation, while Block 1913, Lots 1,2 and 3; Block 2706, Lot 7 do not.

## Appendix A Resolution No. 37882

37882

**RESOLUTION AUTHORIZING THE PLANNING BOARD TO UNDERTAKE A PRELIMINARY INVESTIGATION TO DETERMINE WHETHER CERTAIN PROPERTIES QUALIFY FOR DESIGNATION AS A NON-CONDEMNATION AREA IN NEED OF REDEVELOPMENT PURSUANT TO N.J.S.A. 40A:12A-1 ET SEQ.**

May 2, 2017

WHEREAS, the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq., provides a mechanism to empower and assist local governments in efforts to promote programs of redevelopment, and

WHEREAS, the Common Council desires to explore whether the real property located at the Broad Street Corridor, generally bounded by Broad Street, Morris Avenue, Walnut Street, Cedar Street, Maple Street and the Railroad Right-of-Way, and including the following Blocks and Lots: Block 2702, Lot 3; Block 2701, Lots 1, 6, 7 and 8; Block 1913, Lots 1, 2 and 3; Block 2706, Lot 1, 2, 3, 4, 5, 6 and 7; Block 2705, Lots 1 and 2 on the City of Summit Tax Map, inclusive of any and all streets, "paper" streets, private drives and right of ways (the "Study Area") may be an appropriate area for consideration for the program of redevelopment, and

WHEREAS, the Common Council desires to explore whether the Study Area may be an appropriate area for consideration for the program of redevelopment, and

WHEREAS, the Local Redevelopment and Housing Law sets forth a specific procedure for establishing an area in need of redevelopment, and

WHEREAS, pursuant to N.J.S.A. 40A:12A-6, prior to the Common Council making a determination as to whether the Study Area qualifies as an area in need of redevelopment, the Common Council must authorize the Planning Board, by resolution, to undertake a preliminary investigation to determine whether the Study Area meets the criteria of a non-condemnation area in need of redevelopment set forth in N.J.S.A. 40A:12A-5, and

WHEREAS, the Common Council wishes to direct the City Planning Board to undertake such preliminary investigation utilizing to determine whether the Study Area meets the criteria for designation as a non-condemnation area in need of redevelopment pursuant to N.J.S.A. 40A:12A-5 and in accordance with the investigation and hearing process set forth at N.J.S.A. 40A:12A-6

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF SUMMIT, COUNTY OF UNION, IN THE STATE OF NEW JERSEY:

1. That it does hereby direct the Planning Board to conduct the necessary investigation and to hold a public hearing to determine whether the Study Area defined hereinabove qualifies for designation as a non-condemnation area in need of redevelopment under the criteria and pursuant to the public hearing process set forth in N.J.S.A. 40A:12A-1, et seq.

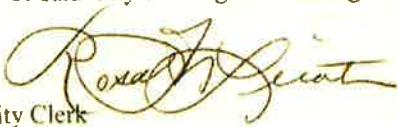
## Appendix A      Resolution No. 37882

37882

2. That the redevelopment area determination shall further authorize the City to use all those powers provided by the New Jersey Legislature for use in a redevelopment area, excluding the power of eminent domain.
3. That the Planning Board shall submit its findings and recommendations to the Common Council in the form of a Resolution with supportive documentation.
4. That a certified copy of this Resolution be forwarded to the Chief Financial Officer and Planning Board and Planning Board Secretary.

Dated: May 2, 2017

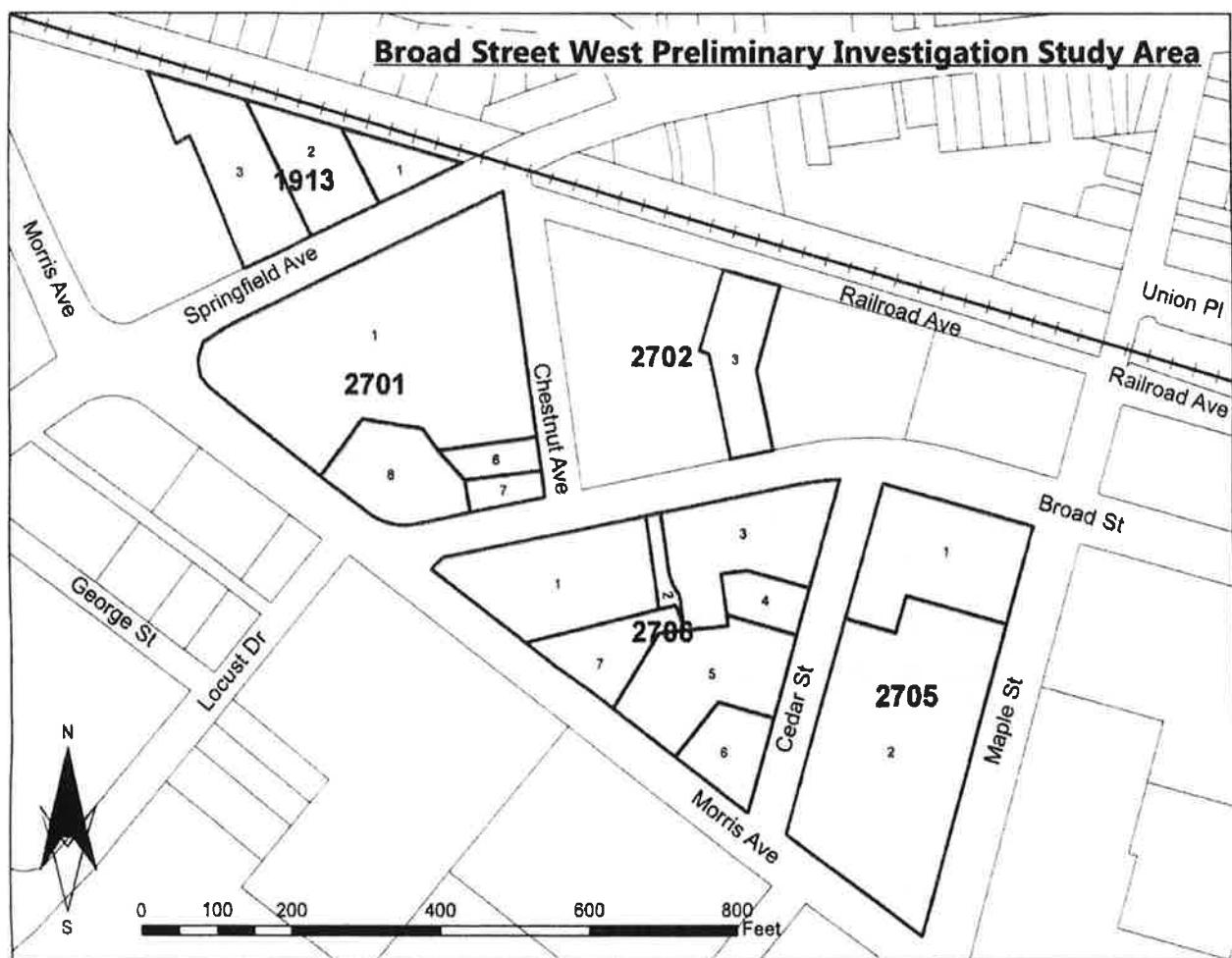
I, Rosalia M. Licatese, City Clerk of the City of Summit, do hereby certify that the foregoing resolution was duly adopted by the Common Council of said City at a regular meeting held on Tuesday evening, May 2, 2017.



Rosalia M. Licatese  
City Clerk

## Appendix B Map of Study Area

37882



## Appendix C Planning Board Resolution

6-1 7/11/17



CITY OF SUMMIT PLANNING BOARD  
RESOLUTION OF MEMORIALIZATION  
UNION COUNTY, NEW JERSEY

ACKNOWLEDGING AUTHORIZATION BY THE  
COMMON COUNCIL OF THE CITY OF SUMMIT  
TO UNDERTAKE PRELIMINARY INVESTIGATION  
TO DETERMINE WHETHER PROPERTIES AT BLOCK  
1913, LOTS 1, 2 AND 3; BLOCK 2701, LOTS 1, 6, 7 AND 8;  
BLOCK 2702, LOT 3; BLOCK 2706 LOTS 1, 2, 3, 4, 5, 6  
AND 7 AND BLOCK 2705, LOTS 1 AND 2 QUALIFY AS NON-  
CONDEMNATION AREAS IN NEED OF REDEVELOPMENT  
UNDER THE LOCAL HOUSING AND REDEVELOPMENT  
LAW, N.J.S.A. 40A:12A-1 et seq.

APPROVED: May 22, 2017

WHEREAS, the City of Summit Common Council, in its Resolution #37882, adopted on May 2, 2017, identified certain properties to be considered for designation as "Non-Condemnation Areas In Need of Redevelopment" under the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq. ("LRHL") and directed the City of Summit Planning Board ("Planning Board") to conduct the necessary preliminary investigation pursuant to the LRHL, N.J.S.A. 40A:12A-6; and

WHEREAS, the blocks and lots of the properties to be subject to a preliminary investigation are known and designated as Block 1913 Lot 1, 2 and 3; Block 2701 Lot 1, 6, 7 and 8; Block 2702 Lot 3; Block 2706 Lot 1, 2, 3, 4, 5, 6 and 7; and Block 2705 Lot 1 and 2, and

WHEREAS, in conducting its preliminary investigation, the Planning Board and its professionals shall examine and study the aforesaid properties and determine if they meet the criteria set forth in the LRHL, N.J.S.A. 40A:12A-5, to be designated "Non-Condemnation Areas In Need of Redevelopment".

NOW, THEREFORE, BE IT RESOLVED that the City of Summit Planning Board,

## Appendix C Planning Board Resolution

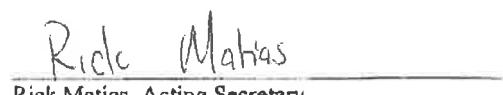
pursuant to the power conferred upon the Board pursuant to the LRHL, shall undertake the following actions:

1. Examine and investigate properties known and designated as Block 1913, Lot 1, 2 and 3, Block 2701, Lot 1, 6, 7 and 8, Block 2702 Lot 3; Block 2706 Lot 1, 2, 3, 4, 5, 6 and 7 and Block 2705, Lot 1 and 2 to determine if some or all of these properties shall be designated as "Non-Condemnation Areas in Need of Redevelopment" as defined in the LRHL; and
2. Convene a hearing or hearings, on notice to the public in compliance with the LRHL, to receive questions, comments and evidence from the public in connection with the Board's investigation and determination as to whether the aforesaid properties shall be designated as "Non-Condemnation Areas in Need of Redevelopment" as defined in the LRHL; and
3. Prepare and submit findings and recommendations to the Common Council in the form of a Resolution with supporting documentation.



\_\_\_\_\_  
William Anderson, Chairman  
City of Summit Planning Board

I hereby certify this to be a true and accurate copy of a Resolution adopted by the City of Summit Planning Board, Union County, New Jersey, at a public meeting held on May 22, 2017.



\_\_\_\_\_  
Rick Matias, Acting Secretary  
City of Summit Planning Board

## Appendix C      Planning Board Resolution

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The Vote on the Resolution to  
approve this Memorialization  
was as follows:

Yes: Brinkerhoff, Naidu, Balson Alvarez, Drummond, Keiser, Matias, Wagenbach, Zucker,  
Anderson

No:

Abstain:

## Appendix D

### Existing Facility Assessment City of Summit Fire Headquarters



#### EXISTING FACILITY ASSESSMENT

##### City of Summit Fire Headquarters



Prepared by:

**LeMay Erickson Willcox Architects**  
11250 Roger Bacon Drive, Unit No. 16  
Reston, Virginia 20190

**Brinjac Engineering**  
114 North Second Street  
Harrisburg, PA 17101-1401

September 30, 2014



**EXISTING FACILITY ASSESSMENT**  
City of Summit Fire Headquarters

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- II. GENERAL INFORMATION
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- V. EVALUATIONS
- VI. CONCLUSIONS
- VII. REFERENCE DRAWINGS
- VIII. ATTACHMENTS



## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters

### I. INTRODUCTION AND OVERVIEW

**Purpose.** LeMay Erickson Willcox Architects (LEWA), under contract with the City of Summit, conducted an Existing Facility Assessment (EFA) for the City of Summit Fire Headquarters building located at 396 Broad Street in Summit, NJ. The Existing Facility Assessment was completed by a multi-disciplinary team conducting visual inspections of the existing building, systems, and equipment; review of existing building drawings, and interviews with Fire Department staff.

LEWA Principal Architect, Christopher Kehde, AIA, LEED AP and consulting retired Battalion Chief Dave Hartman, visited the City of Summit and the Fire Headquarters facility and observed operations over a 20-hour period on August 5th and 6th, 2014. The visit included a guided tour of the existing Fire Headquarters building and property with Fire Department officers, an overnight stay at the facility to observe a full-day cycle of firefighter operations, and a tour of the City with Fire Department staff to understand the Fire Department responsibilities and response procedures. On August 27, 2014, LEWA's engineering team from Brinjac Engineering visited the Fire Headquarters building to assess the existing mechanical, plumbing, and electrical systems.

This report documents the findings of the Existing Facility Assessment and evaluates the existing City of Summit Fire Headquarters building relative to current architectural design standards for comparable fire and rescue facilities. Issues of building code compliance are based on comparison to building codes as adopted by the State of New Jersey, including but not limited to IBC 2009 and ANSI A117.1-2003. The conclusions in this report are based on the depth of experience of the LeMay Erickson Willcox Architects (LEWA) Team in the design of similar facilities.

**Organization and Content.** This report reviews the Fire Headquarters building in a general sequence from outside to inside in this order: overall site; general building and envelope; rooms and spaces; and mechanical, plumbing and electrical systems. The report places emphasis on existing conditions that were observed to negatively impact Fire Department operations.

**Limitations.** The scope of this survey was limited to visual observation of the general conditions of the building and site. No physical testing was performed; no existing finishes were removed; no hazardous material assessments are included; and no structural assessments are included in this report.

LeMay Erickson Willcox Architects and its consulting engineers performed services in a manner consistent with that level of care and skill ordinarily exercised by members of the architectural profession currently practicing in the same locality under similar conditions. No other representation, express or implied, and no warranty or guarantee is included or intended in this report.



## EXISTING FACILITY ASSESSMENT

### City of Summit Fire Headquarters

#### II. GENERAL INFORMATION

Summit Fire Department (SFD) is 122 years old and currently employs 37 career staff and 20 volunteer staff to provide fire suppression, fire prevention, public fire safety education, rescue, 9-1-1 telecommunications, and emergency medical services at the first responder level for the City of Summit, NJ. SFD serves a diverse community of more than 24,000 residents and received approximately 2,500 calls to service in 2013.

The firefighters currently operate on a rotating schedule of 24-hour shifts with four groups referred to as Platoons A, B, C, and D. Each Platoon will typically have 7 career firefighters on duty for each shift.

The 16,298 s.f., two-story Fire Headquarters building is located at 396 Broad Street in Summit, NJ, and is less than 0.25 miles to the City's Historic District and Commuter Rail Station. The Fire Headquarters site is bordered by Broad Street to the north and Cedar Street to the west. To the south, the Fire Headquarters building is immediately adjacent to a small office building, and a city parking lot is located on the property to the west. A triangle shaped church property abuts a small portion of the Fire Headquarters property to the southwest. (*Reference Image 1*)



Image 1: Aerial Photo of Fire Headquarters Site



## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters

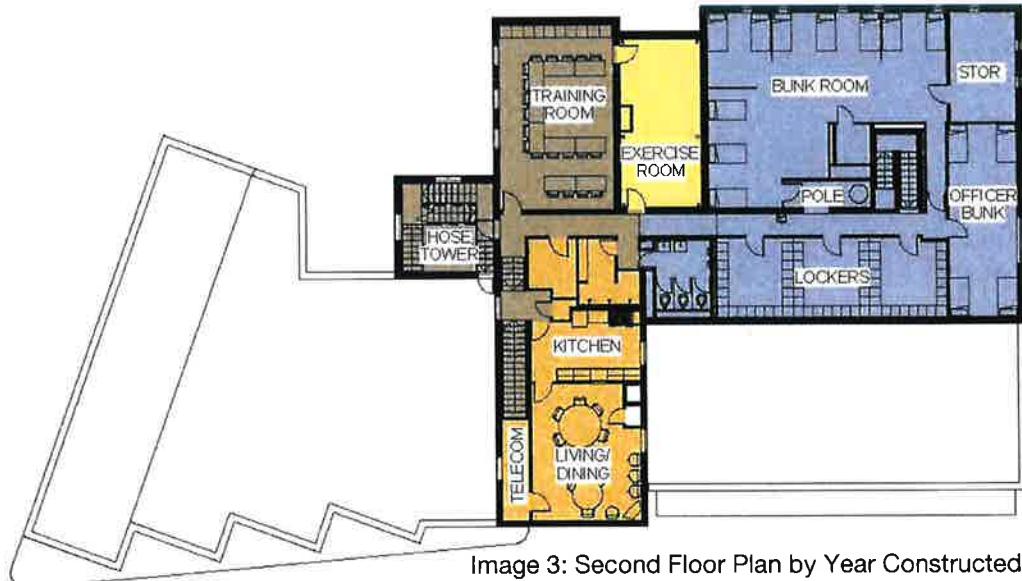
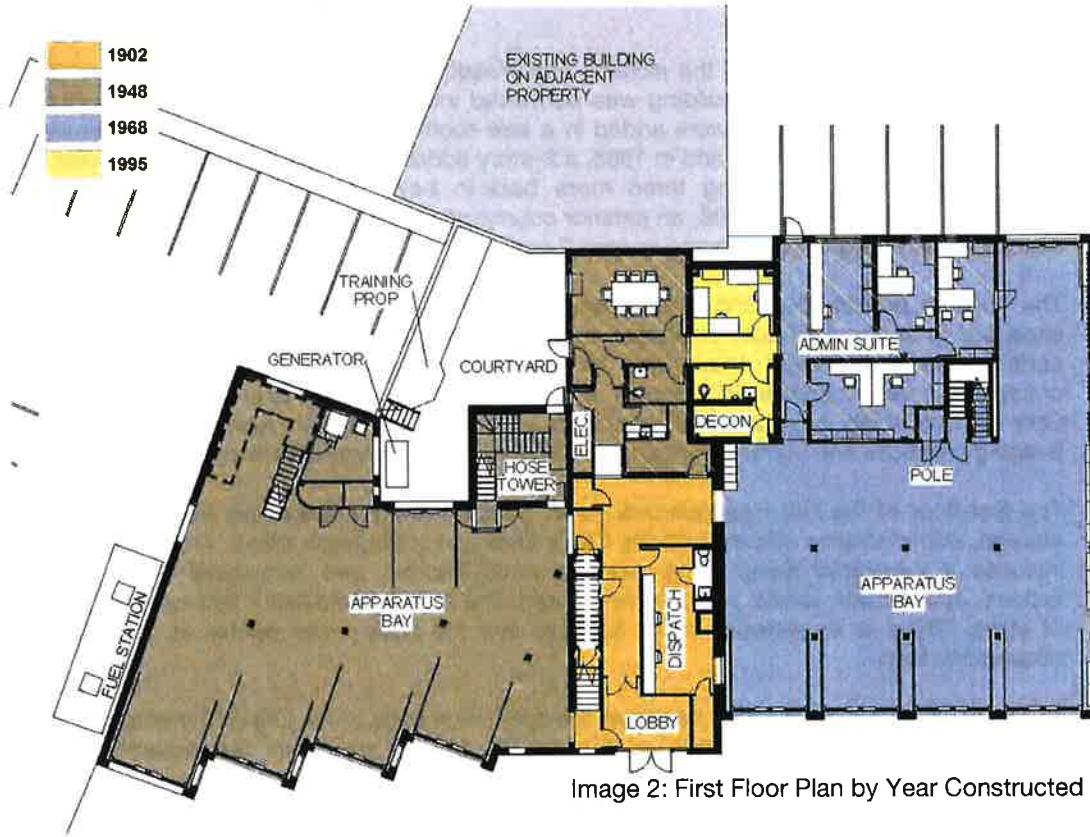
The center 2-story portion of the existing Fire Headquarters building dates back to 1902 when a small Public Works building was converted into a single-bay fire station. In 1948, four back-in apparatus bays were added in a saw-tooth arrangement adjacent to the east side of the single-bay station, and in 1968, a 2-story addition was constructed to the west of the original single-bay adding three more back-in bays, one drive-thru bay, and an expanded second story. In 1996, an exterior courtyard area was enclosed and interior office spaces were renovated. (Reference Images 2 and 3)

The building construction and exterior envelope vary throughout the building as is to be expected in a structure built in phases spanning 90 years. The exterior for all phases of construction uses a red face brick for aesthetic consistency, but the exterior wall construction varies from solid masonry with no insulation to brick and CMU cavity walls. Only the small 1996 courtyard addition utilizes an exterior wall system comparable to current building practices and current standards for insulation and energy efficiency.

The first floor of the Fire Headquarters building includes eight Apparatus Bays, equipment storage, administrative offices, and the City's Emergency Dispatch office. The second floor includes a combined living/dining room, a small kitchen, two communal bunk rooms, lockers, one shower, toilets, and a training room. The building circulation includes three sets of stairs. There is no elevator in the building and the hose tower serves as the primary circulation stairs.

The Fire Headquarters building serves as the only fire station in the City of Summit, and the Fire Department has coordinated a "Mutual Aid Cover" plan with fire departments in adjacent towns such as Milburn to provide supplemental emergency response.

**EXISTING FACILITY ASSESSMENT**  
City of Summit Fire Headquarters





## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters

### III. EXISTING SITE CONDITIONS

#### A. General

**Lot Size.** The existing Fire Headquarters property is approximately 0.75 acres. This is notably small for a fire department headquarters station with eight (8) apparatus bays and a fueling station. (*Reference Image 1*)

**Station Location.** The Fire Headquarters site is centrally located within the City limits, and the site is on the major City thoroughfare of Broad Street which provides access to the City's Historic District and to the other primary roadways such as Morris Avenue and Springfield Avenue. (*Reference Image 2*)

**Accessibility.** The sidewalk in front of the Fire Headquarters building serves as pedestrian access to and past the building as well as the Apparatus Bay drive-way Apron. While this widened sidewalk does provide an accessible path to the building entrance, the building entrance is located with Apparatus Bay doors to the right and left, and the pedestrian path is highly compromised and at times completely blocked by the emergency vehicle use of the aprons on a daily basis. (*Reference Image 4*)

The front entrance is the only accessible entrance to the building. The Administrative Office entrance is located at the rear of the building, and there is a 9" step at the entrance door. This condition is unsafe; is not accessible; and is not compliant with current building codes. Two additional exterior doors are located in the rear courtyard that is accessed via steps from the Cedar Street parking lot. No handicap accessible parking spaces are provided on site.



Image 4: Main Building Entrance

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



### B. Emergency Vehicle Access and Circulation

**Apparatus Bay Apron.** The Apron on a fire station site refers to the exterior concrete drive-way directly in front of the Apparatus Bay doors. The Apron is typically 50' to 60' in length to allow the emergency response vehicles to park outside of the Apparatus Bays without obstructing pedestrian or vehicular traffic. Programmatic functions on the Apron include: required daily morning emergency vehicle inspections to ensure that the vehicles, gear, equipment, and supplies are prepared for emergency response departure; general vehicle cleaning and washing; minor maintenance checks; aerial ladder extension checks; and training with the equipment carried on the vehicles.

The Apron at the Fire Headquarters building is only 20' to 24' wide, and as a result, the Fire Department must pull out and park the vehicles approximately 10' to 12' into Broad Street in order to complete the critical programmatic functions described above. The morning vehicle inspections typically occur from 8:00am-10:00am each day. During this time the pedestrian sidewalk is completely blocked and vehicular traffic must maneuver around the parked emergency vehicles through a narrowed bidirectional roadway. While on-site, the LEWA Team observed multiple pedestrians, including a woman with a baby in a stroller, forced to cross Broad Street at an unmarked location due to the sidewalk being blocked by the emergency vehicles. This condition is unsafe for pedestrians and vehicles on Broad Street and leaves the emergency response vehicles exposed to damage. (Reference Images 4 and 5)



Image 5: Apparatus Bay Apron

**Emergency Vehicle Turning Radius.** Large emergency response vehicles such as fire engines, rescue trucks, and aerial ladder trucks have a large turning radius due to the length of the vehicles. As these vehicles depart from an Apparatus Bay, they must travel straight ahead perpendicular to the building until the rear bumper clears the Apparatus Bay door, and only then can they begin to turn along this large turning radius. In a condition with a 50'-60' Apron, the Apron provides the distance for the vehicle to exit the Apparatus Bay and then begin to turn as it enters the roadway. At the Fire Headquarters building, the Apron is short and the vehicles must pull out straight into the roadway before beginning to turn. The LEWA Team were present during several emergency response departures and observed that the responding fire engine's turning radius requires the vehicle to travel into the oncoming lane of traffic on the far side of the street.

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



It is important to note that the Fire Department's aerial ladder truck was off-site for maintenance during the visit. This vehicle is significantly longer than the fire engine's that were observed and requires an even larger turning radius.

**Traffic Signalization.** The portion of Broad Street immediately in front of the Fire Headquarters building is painted with a diagonal cross-hatch pattern, and pole mounted traffic signals are provided at each end of the marked area to control traffic during emergency responses. On multiple occasions, the LEWA Team observed vehicles failing to yield during an emergency response, and on one specific occasion, an SUV proceeded through the marked area and swerved around the responding fire engine. (Reference Image 6)



Image 6: Traffic Signalization

**C. Parking.** There are 34 striped parking spaces on site. No handicap accessible parking spaces are designated, and no visitor spaces are designated. The number of parking spaces appears to be adequate for the firefighters and staff, but there is a need for additional parking to support the educational trailer, the inspection trailer, and visitor parking. The fire protection staff noted that they are currently using the inspection trailer to carry mobile decontamination supplies due to limited space. These are very different functions and should have separate dedicated trailers.

### D. Driving Surfaces and Paving Conditions

**Apron.** Due to the weight of large emergency vehicles and the extreme pressures generated by the turning of their wheels, Aprons and primary driving surfaces around fire station are typically 8"-12" of reinforced concrete, as asphalt is prone to depressions and deep rutting under the heavy loads. The sidewalk/apron in front of the Fire Headquarters building is concrete, but it does not appear to be adequately designed to withstand the weight of the vehicles. The Fire Department noted that sections of the sidewalk-Apron have been heaving and have required replacement. It is possible that this concrete has been designed based on standard sidewalk or vehicle loads, but additional testing would be required to assess the concrete design.

**Parking Areas.** The emergency response vehicles travel through the east end parking area to access the fuel station. This parking area is paved with asphalt with the exception of the concrete surface at the underground fuel tanks. Cracks are visible in the asphalt, but no major depressions were observed. The concrete curb cut at the parking lot entrance from Cedar Street is cracking, and tire marks to the right and left of the curb cut suggest that the width is undersized for the required turning radius of the large vehicles.

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



The west end parking area is paved with asphalt. Cracks are visible in the asphalt, but no major depressions were observed. The Fire Department noted that the long straight away on this end of the building is used for parking the aerial ladder truck during the regular ladder testing and inspections. As noted above areas that are primary driving surfaces for the heavy emergency vehicles are typically reinforced concrete for durability.

**Cross Slopes.** At the front Apron, the east end parking lot entrances, and the west end parking lot, the driving surfaces are not level and there is a visible cross slope. Repeated travel through this type of cross slope and uneven driving surfaces can place unusual stresses on the vehicles and their axels resulting in costly maintenance issues and in apparatus being out of service for extended periods of time. The Fire Department noted that the aerial ladder truck was off-site for axel repairs during the LEWA Team field visit, and had been out of service for more than 6 weeks.

**E. Site Lighting.** The exterior site lighting is minimal, and the parking lot lighting levels appeared low relative to security requirements for a 24-hour operation such as a fire station. Building mounted exterior light fixtures provide minimal but adequate lighting at the building entrances. It is important to note that during night time emergency response events, fire stations are often left with little or no staff in the building, and appropriate site lighting is important for security of the building, parked vehicles, and the entire site.

**F. Landscaping.** CPTED (Crime Prevention Through Environmental Design) standards recommend landscaping that does not create concealed spaces or visual obstructions. This is often achieved by incorporating low growth plantings and trees with branches and foliage 6' above the ground. The Fire Headquarters site has minimal landscaping as the majority of the site is occupied by the building or by paved surfaces. The east edge of the property along Cedar Street has a line of low bushes with two trees that help soften the edge of the parking lot. At the west side parking area, there is a narrow landscape strip along the exterior building wall. This strip includes bushes and trees that touch the exterior wall and create concealed spaces and visual obstructions.

There is a small memorial garden area at the corner of Broad Street and Cedar Street. The memorial incorporates a ring of low bushes around a historic bell. The memorial and surrounding lawn provide a pleasant corner green-space on an otherwise impervious site.  
(Reference Image 7)



Image 7: Memorial Garden

**G. Fuel Station.** An existing City fuel station is located in the east end parking lot at the Fire Headquarters building. The fuel station includes a 6,000 gallon diesel tank and dispenser, and a 4,000 gallon gasoline tank and dispenser. This fuel station is available for use by both the Fire



Image 8: Fuel Station

## EXISTING FACILITY ASSESSMENT

### City of Summit Fire Headquarters



Department and other City vehicles. Circulation to the fuel station is through the east end parking lot which requires sharp turns on the asphalt surface. (Reference Image 8)

The LEWA Team observed a sign posted on the building over the fuel station stating that "Environmental Investigation / Clean-up in Progress at This Site". The sign has a posted date of 5/31/2012. The LEWA Team has requested additional information regarding the environmental investigation from the posted point of contact, but no information has been received as of the preparation of this report. (Reference Image 9)

**H. Training Features.** As fire stations are typically 24/7/365 (24-hours per day/7 days per week / 365 days per year) operations, many fire departments have recognized the value and importance of integrating training opportunities into their fire station facilities. This allows the fire department staff to incorporate training into their daily on-site activities rather than requiring firefighter personnel and emergency vehicles to travel off-site for training.

At the Fire Headquarters building, the City of Summit Fire Department has incorporated some training opportunities into the facility. At the rear courtyard, the Department has constructed a small wood frame training prop structure with a roof ventilation prop and multiple confined space scenarios. The training scenarios are limited due to the size, scale, and location of the prop, but the prop represents great initiative on the part of the fire department to train and better serve the community. The LEWA Team noted that prop was a wood frame structure and appeared to be non-sprinklered. The prop is in close proximity to the building on the adjacent property as well as to the Fire Headquarters building. (Reference Image 10)

The existing Hose Tower has also been modified to incorporate training opportunities. Two windows have been enlarged on the courtyard side of the hose tower to support window and ladder training. The training scenarios are limited due to the location and the use of the hose tower as the primary circulation and egress for the building. (Reference Images 11)



Image 9: Environmental Investigation Sign



Image 10: Training Prop



Image 11: Hose Tower

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



**I. Outdoor Amenities.** Because fire stations are continuously operational buildings, many departments incorporate a small patio or outdoor space for the personnel. At the Fire Headquarters building, the only outdoor space available to the personnel is the fully paved rear courtyard which also hosts the training prop and the emergency generator. The Fire Department has made the best of the minimal courtyard space by providing a table, a residential gas grill, and a basketball hoop installed on the hose tower. *(Reference Images 12 and 13)*



Image 12: Gas Grill and Outdoor Courtyard

**J. Trash Removal.** There are no trash or recycling dumpsters on site. For a fire station of this size, a trash dumpster is often provided on site. When provided the trash removal path must be coordinated with vehicle and pedestrian circulation on-site.



Image 13: Outdoor Courtyard and Emergency Generator

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



### IV. EXISTING BUILDING CONDITIONS

#### A. General.

**Life Safety Code.** The LEWA Team did not complete a detailed or comprehensive building code review of the existing building as it is understood that the building was constructed in phases from 1902 to 1996 and that each phase was designed and built in accordance with the applicable code requirements at the time of construction. The following comments are therefore focused on key code compliance observations that are most relevant to life safety and/or operational issues.

There are three stairs in the Fire Headquarters building. The Hose Tower stair is central in the building and serves as a primary circulation stair. The Hose Tower is also used to hang and dry fire-hoses; for training exercises; and to house several pieces of outdoor equipment such as a gasoline powered snow-blower. This multi-function use for a primary stair is typically not allowed as the other functions could potentially compromise the use of the stair as an egress path in an emergency. Also, the open stair and railings do not meet the design and safety requirements of the current building code. (Reference Image 14)

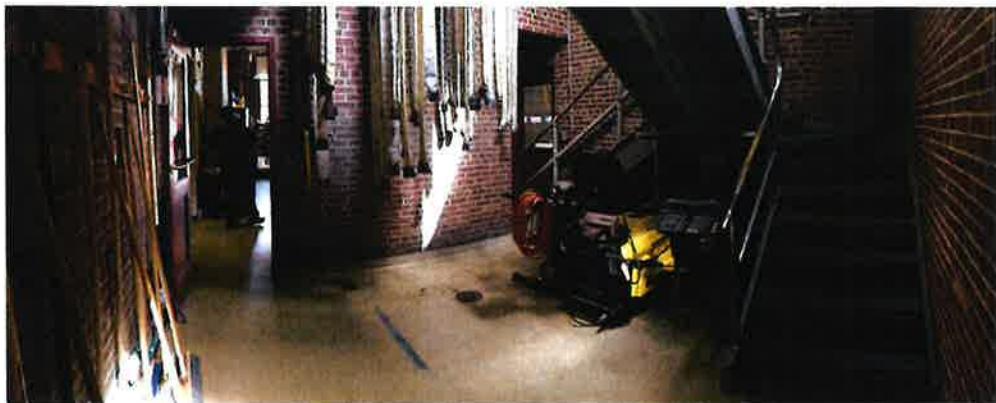


Image 14: Hose Tower

The Hose Tower stair is the only stair in the building with an exterior door. The other two stairs connect the second floor level to the Apparatus Bays, and both stairs require returning to the center of the building to reach an exterior door. This is counter to the intent of having at least two separate paths of egress in the event that one path is blocked. At Stair #1, near the Kitchen, there is a door at a mid-stair landing that is not large enough to provide adequate space on both sides of the door. It appears that the door was added to provide separation from the Apparatus Bays as there is no door at the top or bottom of the stairs, but the resulting condition is awkward and potentially unsafe. The LEWA Team heard from personnel that this stair is rarely used. Stair #2, nearest the Dormitories, only has handrails on one side. This is not compliant with current codes and is especially unsafe as this is the most direct emergency response path for firefighters sleeping in the dormitories. (Reference Image 15)

## EXISTING FACILITY ASSESSMENT

City of Summit Fire Headquarters



The exits from the Apparatus Bays are all located at the center of the building. As noted above, this is counter to the intent of having at least two separate paths of egress in the event that one path is blocked. This is especially significant because of the vehicle storage function of the space and the presence of other combustible materials in the space.

There are many doors in the building that do not provide adequate landing on both sides of the door as required by the current code. One of these conditions occurs at the door to the Administrative Office Suite at the rear of the building where there is a 9" step on the exterior side of the door. This hidden step creates an unsafe condition for someone passing through the door, and this condition is not compliant with current code requirements.



Image 15: Stair #2

**Accessibility.** The LEWA Team did not complete a detailed or comprehensive accessibility code review of the existing building as it is understood that the building was constructed in phases from 1902 to 1996 and that each phase was designed and built in accordance with the applicable accessibility requirements at the time of construction. The following comments are therefore focused on key the accessibility observations that are most relevant to public access and operational issues.

The Broad Street Lobby entrance is at grade and provides the only accessible entrance into the building. From the Lobby, there is a path to the Apparatus Bays and to the Administrative Office Suite. There is no elevator and no accessible path to the second floor of the building where the Living spaces and the Training/EOC Room are located. Fire Department staff referenced a recent situation where a firefighter with an injured leg was given desk assignments during his 6-month recovery, and he needed to work in the Training Room on the second floor as this room has the only general use computers. The firefighter therefore needed to ascend and descend the stairs daily to execute the assigned tasks.

There is one male and one female restroom in the Administrative Office Suite. The female restroom has grab bars and meets the current ANSI wheelchair turnaround requirements. The male restroom includes grab bars mounted on the toilet partitions, but the circulation and dimensional clearances do not meet the current ANSI requirements. The upstairs toilets and shower stall are not accessible.

**Gender Equality.** The Fire Headquarters building has one female restroom in the Administrative Office Suite, no female restroom facilities on the second level, and no female showers. There are also no separate female dormitory accommodations. This condition is not compliant with current building and plumbing code requirements and is not reflective of the increased role that women are playing in modern fire and rescue services. While the ratio of male to female firefighters nationwide remains heavily

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City of Summit Fire Headquarters



weighted towards males, the number of female firefighters is increasing, and it is important that public buildings, including fire stations, provide appropriate facilities that ensure equal opportunities for males and females that are currently not available.

The Summit Fire Department currently has two female staff members that work in the 9-1-1 Dispatch Center in the Fire Headquarters, and one of those females also serves as a volunteer firefighter for the City of Summit. As the Summit Fire Department selects career firefighters from the volunteer personnel, it is possible that the Fire Department could be in a position to hire their first female career firefighter in the near future, and there is an immediate need to provide appropriate female facilities.

The Fire Headquarters building also serves as the City of Summit's Emergency Operations Center (EOC). This function brings key City leaders and staff to the Fire Headquarters building during City emergency situations, and depending on the nature of the event, may require 24/7 EOC operations for extended periods of time. This scenario generates additional need for gender balanced facilities.

**Contaminant Control.** In fire station design, control and mitigation of contaminants is critical to the health and safety of the personnel that live and work in the facility. During fire and rescue response operations, emergency personnel, their gear, and their vehicles can be exposed to a wide variety of contaminants such as smoke, ash, chemicals, and bodily fluids. In a fire station, the term "Hot Zone" refers to those areas such as the Apparatus Bays and Bay support spaces that are commonly exposed to contaminated materials. The term "Cold Zone" refers to areas such as offices and living spaces that should not be exposed to contamination under normal operations. (*Reference Images 19 and 20*)

The Decontamination Room is a cleaning room that is typically located adjacent to the Apparatus Bays for cleaning gear or equipment after a response event. This room often includes a long stainless steel wash sink and may include an emergency eye wash and shower. The Fire Headquarters building has a Decontamination Room at the rear of the Apparatus Bays. The contaminant control aspect of this room is potentially compromised by a second door that connects to the Administrative Office men's restroom. (*Reference Image 25*)

PPE (Personal Protective Equipment) refers to the protective gear worn by fire and rescue personnel. Cleaning and storage of this equipment is critical to the health of the building occupants and to the longevity of this very expensive equipment. The PPE gear is best stored in wire mesh lockers in a closed space (to protect against UV light exposure) adjacent to the Apparatus Bays, with an HVAC system specially designed to assist in drying wet gear and ventilating the space to exhaust the smoke and other



Image 16: PPE Storage

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chemical off-gassing that may continue for hours after an emergency event. At the Fire Headquarters building, the majority of the PPE gear is stored on open air hooks and shelves along the walls in the Apparatus Bays. This exposes the gear to exhaust, water and/or melting ice from the vehicles, and the Apparatus bay is exposed to the off-gassing from the gear. There are no lockers providing separation of the gear to allow ventilation and drying. The officer's gear is stored in a small niche under the stair connecting to the Apparatus Bay. This space is very small with no ventilation. (Reference Images 16 and 17)

Exhaust extraction systems serve to remove vehicle exhaust contaminants from spaces like Apparatus Bays. The Fire Headquarters building utilizes a direct capture system that connects directly to the vehicle exhaust pipes. When used correctly, this system can be very effective in minimizing personnel exposure to the vehicle exhaust inside the building. (Reference Images 16 and 18)

NFPA 1500 - Standard on Fire Department Occupational Safety and Health Program and NFPA 1581 - Standard on Fire Department Infection Control Program are documents prepared by National Fire Protection Association that provide standards for fire department protocols, procedures, and facility requirements associated with contaminant control and with the general health and well-being of fire department personnel.



Image 17 Officer's PPE Storage

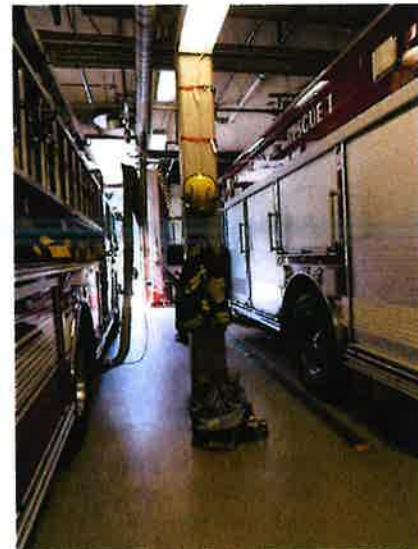


Image 18: Vehicle Exhaust System

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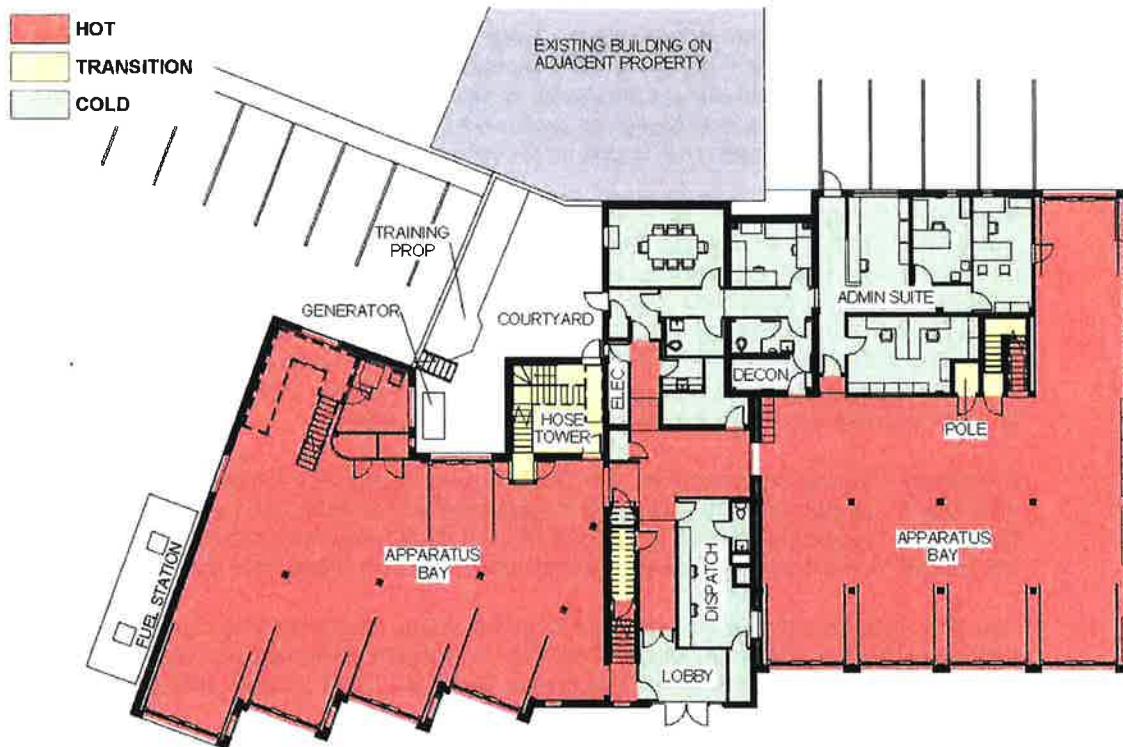


Image 19: First Floor Plan with Hot and Cold Zones

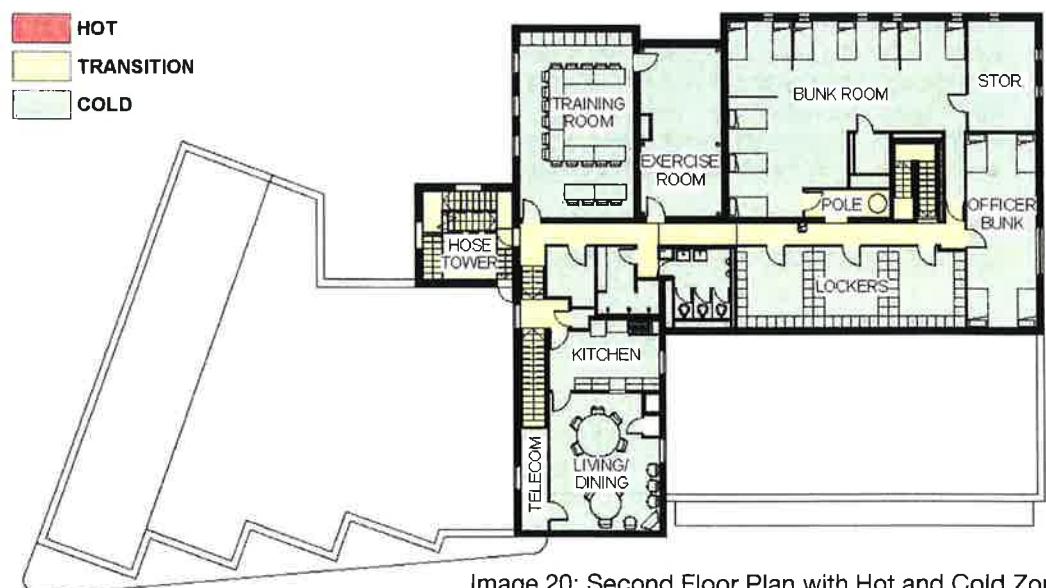


Image 20: Second Floor Plan with Hot and Cold Zones



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**On-site Training.** As referenced above, many fire departments have recognized the value and importance of integrating training opportunities into their fire station facilities, as this allows the fire department personnel to incorporate training into their daily on-site activities rather than requiring firefighter personnel and emergency vehicles to travel off-site for training. The Hose Tower is utilized for various interior and exterior training drills.

**Storage.** Throughout the Fire Headquarters building, the LEWA Team observed a significant shortage of storage space. In the Apparatus Bays, an interior storage mezzanine has been installed to help store and organize tools and equipment, but storage remains insufficient and equipment and supplies are stacked and piled throughout the Bays exposing them to contaminants. As noted previously, there is no dedicated PPE storage room, and PPE gear is stored on the walls of the Apparatus Bay. The floor mats used to protect the bay floor from wheel chains in the winter months are stored in the rear courtyard exposed to weather and sunlight.

A vending machine, ice machine, and refrigerator are currently located along the wall near Bay 5. As the cooling systems for these items use air from the surrounding space, these items should be located outside of the Hot Zone. This is especially important for the ice machine which is generating a direct consumable in the form of ice.

The Fire Department has an inflatable boat for water rescue events, but there is no space to store the boat in an inflated condition. It is therefore stored in a bag in Bay 8. In an emergency response situation, the boat would have to be inflated and prepared for use causing a delay in deployment and response.

The two fire prevention officers share one office, and their materials and documents are stored in multiple locations throughout the building due to lack of storage space. On the second floor, the end of the staff dormitory has been closed off to serve as a secured document storage room.

**Building Envelope.** The construction of the exterior envelope, including the exterior walls and roof, varies throughout the building as is to be expected in a structure built in phases spanning over 90 years. The exterior for all phases of construction uses a red face brick for aesthetic consistency, but the exterior wall construction varies considerably. Based on construction drawings provided by the Fire Department for the additions in 1948, 1968, and 1996, the building envelope consists of the following:

1996: 16" (nominal) wide masonry cavity wall; with 4" (nom) brick, 2" (nom.) airspace, 2" rigid insulation, and 8" (nom.) CMU. The roof shows as 2" rigid insulation on metal deck.

1968: 14" wide masonry cavity wall; with 4" (nom.) brick, 2" of poured cavity insulation (no airspace), and 8" (nom.) CMU. The roof shows as 2" rigid insulation on metal deck or concrete.

1948: 12" solid masonry walls; with 4" (nom.), 8" (nom.) CMU, and no insulation. The roof shows as rigid insulation on concrete.

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1902: No drawings are available, but visual inspection suggests that the construction is the same as or similar to the 1948 construction: 12" solid masonry walls; with 4" (nom.), 8" (nom.) CMU, and no insulation.

Only the small 1996 courtyard addition utilizes an exterior wall system comparable to current building practices and current standards for insulation R-value and energy efficiency, and none of the phases show a roof system approaching current requirements for insulation R-value and energy efficiency.

The LEWA Team observed that the low-slope roof shows signs of insufficient roof slope and ponding of water on the roof membrane. This can shorten the life-span of the roof membrane and result in water infiltration. (Reference Image 21)



Image 21: Ponding on Low Slope Roof

**Emergency Response Path:** In fire station design, the interior emergency response path refers to the circulation path in the building that each responding firefighter must follow to reach the Apparatus Bay and vehicles. The path to the vehicles should be simple, direct and safe to support the fast and safe departure of the responding vehicles.

In the Fire Headquarters building, the Apparatus Bays occupy the majority of the first floor. Circulation in the bays is along the rear of the vehicles. The Administrative Office Suite is also on the first floor and has a corridor and door leading directly to the rear of the Bays. It was noted that there is a step down to the Apparatus Bay floor after passing through the door from the Office Suite. Fire Department staff referenced at least one occasion where this step resulted in a fall and minor injury.

The emergency response path options from the second floor include three stairs and a sliding pole. The Hose Tower stair is central in the building and serves as the primary response stair from the Kitchen, Living Area, and Training Room. Stair #2, nearest the Dormitories, is the most direct emergency response stair for firefighters sleeping in the Dormitories. The firefighters indicated that the sliding pole and Stair #1 are rarely used. As noted in the Life Safety Code section above, none of the three stairs are compliant with current stair design requirements.

**Station Alerting.** Station alerting refers to the audio and visual systems in a fire station that alert the fire and rescue personal that there is an emergency call requiring attention. Station alerting systems can vary greatly. Older systems used ringing bells and/or verbal messages over a PA (public address) system. Newer fire stations are often incorporating alerting systems that are connected to a centralized computer that distributes and broadcasts information throughout the building through voice messages, TV/monitor interrupt messaging, LED message boards, tones, and/or lights as appropriate for each space in the building. One of the innovations in this type of system is the use of light and audio settings that can be used at night to wake sleeping firefighters in a manner that is equally quick relative to emergency response time while



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being safer for the firefighter's heart stress and long-term health. The Fire Headquarters building currently uses a speaker-intercom system for station alerting, but Fire Department staff expressed an interest in upgrading to a "smart station" system.

**Building Security.** After September 11, 2001, security of all public and governmental buildings, including fire stations, changed significantly. Access control systems and video monitoring have become more common in fire stations, and the concepts of CPTED (Crime Prevention Through Environmental Design) are often applied to site layouts and landscaping. At the Fire Headquarters building, the Fire Department has recently installed door access controls with card readers at the exterior doors and at secure access points from the Apparatus Bays to the other interior spaces. Access controls in fire stations are especially important because the station may be left without any staff during an emergency response, and the Bay doors can remain open up to a minute after the emergency vehicles exit the station. Access controls at the exterior doors and the interior secure perimeter mitigate the security risks of an intruder entering the building while the firefighters are away from the building.

**Sustainable Design.** The Fire Headquarters building was designed and constructed in phases spanning from 1902 to 1996, before sustainable design became a national focus and an industry standard. Skylights over the Locker Rooms provide daylighting into those spaces, and some rooms have motion sensor light switches. No other sustainable design elements were observed. The exterior envelope is below current ASHRAE R-value levels for energy efficiency. There are no water conserving plumbing fixtures. As referenced in the Brinjac MEP Systems Assessment report, the "split system DX equipment and packaged rooftop DX equipment is in general the least efficient cooling solution available".

#### B. Room-by-Room Reviews

**Lobby/Vestibule.** The small front entrance Lobby serves as a secure Vestibule where visitors can check in and then wait to be accompanied into the building. The space is small with an American flag and no seating. The 9-1-1 Dispatch Center is located in the adjacent room with large interior windows viewing the Lobby and the front entrance doors, and the staff in the Dispatch Center currently monitor the front entrance. Fire Department staff noted that the 9-1-1 Dispatch Center is being relocated to another building, and the Fire Department will need to develop a new protocol for monitoring and managing the front entrance.

**Administrative Office Suite.** The suite of administrative offices includes a 2-person reception and administrative assistant workstation, the Fire Chief's Office, the Deputy Fire Chief's Office, a 2-person Fire Prevention staff office, a shared Battalion Chiefs Lieutenants Office, a Conference Room, and male and female toilets. The administrative offices were part of the 1996 interior renovation work, and materials stored in the corridor and in the Conference Room indicate that there is not sufficient storage available. As previously noted, a portion of the second floor Bunk Room has been turned into a secure Storage Room for the administrative offices on the first floor. Also, a small first floor Kitchenette room is no longer usable as it has become a storage closet.

## EXISTING FACILITY ASSESSMENT

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**Apparatus Bays.** The Fire Headquarters building has eight Apparatus Bays. The Bays are numbered from west to east, and the primary response vehicles are parked in Bays 1 to 4. Reserve vehicles are parked in Bays 5 to 7, and an antique Chemical Engine is kept in Bay 8. Bays 2 to 8 are back-in only. Bay 1 is longer and has drive-thru capability for the aerial ladder truck. As noted above, PPE (Personal Protective Equipment) gear is stored on the walls of the Bays exposing the Bays to off-gassing from the gear and exposing the gear to the conditions of the Bays. PPE gear is best stored in a well-ventilated, temperature and humidity controlled room that is immediately adjacent to the Apparatus Bays and is closed protected against UV light exposure. (Reference Image 22)

The clear height in the Bays is notably low. At one location, the LEWA Team observed that a water spray nozzle on top of one fire engineer was inches from the piping running across the ceiling. Preferably, the clear height should be 18' or more to allow the fire engine cab to be tilted forward and opened inside the Bays. (Reference Image 23)

The Bay doors are small relative to current design standards and to the dimensions of the current vehicles. The doors in Bays 1-4 are 12' 2" wide and 11' 2" high. The doors in Bays 5-7 are 12' 0" wide and 11' 3" high, and the door in Bay 8 is 13' 2" wide and 13' 0" high. Current Apparatus Bay doors are often 14' 0" high and 14' 0" wide. Fire Department staff noted that the Apparatus Bay door height restricts the Fire Department's options when purchasing new apparatus as only select manufacturers make vehicles that will fit through the current Bay doors. The current aerial ladder truck has modified axles to help lower the overall truck height to allow it to fit into the Bays. The Bay door size has also caused problems with visiting or Mutual Aid vehicle from other fire stations which are too tall for the Bay doors. There are visible marks in the brick above Bay 1 where a vehicle from another station attempted to back in to the Bays. (Reference Image 24)

As noted previously, insufficient storage is a significant issue throughout the Fire Headquarters building, and the storage issues are visible in the Bays. All wall surfaces



Image 22: Apparatus Bay Clearance Problems



Image 23: Apparatus Bay Clearance Problems



Image 24: Apparatus Bay Door Clearance Problems



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are used for storage; a storage mezzanine has been constructed in Bay 8; and materials and equipment are stored in any available areas in the Bays. The LEWA Team observed that the SCBA tanks are stacked in Bay 8, and the SCBA masks are stored in a base cabinet in Bay 4. These items are critical equipment for emergency response, and should be stored together in a clean, protected environment.

The Apparatus Bays utilize a direct capture vehicle exhaust extraction system to capture and discharge vehicle exhaust. When installed and used correctly, this is a very good system for minimizing interior exposure to vehicle exhaust.

Appropriate Apparatus Bay floor drains are important to remove water and/or contaminants in the Bays. Returning vehicles may be wet or may have accumulated snow or ice during a response; Engine oil or other liquids may drip from the vehicles; or fire engines may discharge water from their storage tanks. The Bay floors should slope to the floor drains, and it is preferable to use linear trench drains centered in the Bays and extending for nearly the full length of the Bays. Trench drains should then be Apparatus Bays in the Fire Headquarters building have one small circular or square drain per Bay in a relatively flat floor.

**Decontamination Room.** The Decontamination Room is located at the rear of the Apparatus Bays, and includes a long stainless steel wash sink, an emergency eye wash station, and standard shower. A bio-hazard trash receptacle is located in the room, and there is no closed storage. The contaminant control aspect of this room is compromised by a second door that connects to the Administrative Office men's restroom. (Reference Image 25)

**Laundry.** The Fire Headquarters building has one small Laundry room located at the rear of Bay 8. This laundry Room has one commercial washer and one commercial dryer. These are used to wash the firefighter PPE gear. No layout space or organized storage is provided. PPE gear is hanging on pipes in the room and is piled on miscellaneous items stored in the room. Many fire stations will have an additional Laundry room in the Cold Zone for washing clothes, uniforms, towels, etc.



Image 25: Decontamination Room

**Hose Tower.** As noted previously, the Hose Tower is central in the building and serves as a primary circulation stair. The Hose Tower is also used to hang and dry fire-hoses; for training exercises; and to house several pieces of outdoor equipment such as a snow-blower. The stair and railings do not meet the design and safety requirements of the current building code. (Reference Image 14)

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**Training/EOC Room.** There is one Training Room in the Fire Headquarters building. This has table set up in a "U" shape around a smart board with video projection. Two additional flat panel monitors are mounted to the right and left of the smart board. A side table has three computer work stations that can be used for training purposes and can be connected to the smart board system. The current furniture configuration seats 15 at the "U" shape table and 4 at the side table.



Image 26: Training Room

The Training Room also serves as the City of Summit's Emergency Operations Center (EOC). This function brings key City leaders and staff to the Fire Headquarters building during City emergency situations, and depending on the nature of the event, may require 24/7 EOC operations for extended periods of time. Fire Department staff indicated that there are 20 people on the City's EOC Team, and that there may be up to 30 people in the Training Room during EOC operations. *(Reference Image 26)*

**Living Spaces.** As Fire Stations are 24/7/365 operations, they often include residential accommodations in addition to the office and firefighting operations spaces. In the Fire Headquarters building, these Living Spaces are on the second floor and include: a combined Living/Dining Room, a small Kitchen, one 10-person Bunk Room for firefighters, one 4-person Bunk Room for officers, one male-only Restroom, a Shower Room, Lockers, and an Exercise Room. There is no accessible path to the second floor or to the Living Spaces, and no accessible plumbing fixtures or accommodations are provided. As mentioned previously there are also no accommodations for female staff that may soon become part of the department.



Image 27: Dining/Living Area

The Living/Dining Room serves as the only communal living space for the firefighters to gather while on duty. This room includes a round dining table for meals and a flat panel TV. The space is small relative to the combined Dining Room and Living Room functions, and there is not sufficient space in the room to define a Living Room seating group area. *(Reference Image 27)*

The Kitchen is adjacent to the Living/Dining Room and includes one residential refrigerator, a 6-burner commercial stove, and two microwaves. The Kitchen is small with minimal counter space and storage space. In fire stations such as this with rotating shift schedules, it is common to have dedicated refrigerators and dedicated pantry storage space for each shift. *(Reference Image 28)*



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There are two Bunk Rooms, or dormitories, in the Fire Headquarters building. The majority of the firefighter personnel sleep in the large 10-person Bunk Room, and the officers on duty sleep in a separate 4-person Bunk Room. Large, open bunk rooms such as these are common in older fire stations, but current station design trends are shifting towards smaller Bunk Rooms for 1, 2 or 4 people. The smaller rooms minimize noise disturbances to sleeping firefighters and can allow flexibility for gender accommodations. The rooms can also be individually managed for station alerting such that only designated rooms receive alerts and other rooms can remain undisturbed. (Reference Image 29)

The second floor Restroom includes 3 toilets, 2 urinals, and 2 sinks. There is no counter space, and as previously noted there are no handicap accessible provisions. The Shower Room is adjacent to the restroom, but is accessed through a separate door. Personnel moving from the showers to the restroom must pass through the public corridor to get there. The shower room consists of a changing area with a bench and relatively small communal shower with 3 shower heads. Comments from firefighters in the station indicated that the shower room is used as a single person shower due to its small size and lack of privacy. None of the plumbing facilities in the Restroom and Shower Room use low-flow water conserving fixtures.



Image 28: Kitchen



Image 29: Main Bunk Room

The Lockers in the Fire Headquarters building are organized in three "U" shaped Locker Bays that are each accessed directly from the corridor. Large skylights over the locker bays provide bright, natural light in the spaces. The lockers are raised on open cell CMU blocks and wire mesh is installed between the locker and the ceiling. It appears as though this was intended to support air flow and ventilation, but it also created areas that are very difficult to clean.

Fire Department staff noted that the Summit YMCA donated their lightly used exercise equipment to the Fire Department after recent replacements, and as a result, the Fire Department has a surplus of exercise equipment in good working order. The majority of the equipment is located in the Exercise Room, but several pieces of equipment are currently located in the two Bunk Rooms due to lack of space. In the Exercise Room, the exercise equipment is tightly arranged to include as many pieces of equipment as possible, and in doing so, clearances around the equipment are compromised, presenting safety concerns. The LEWA Team also noted that there are no interior windows providing views to the Exercise Room from the adjacent corridor. Such



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windows are often provided for safety in case as the risk of someone being injured or requiring emergency assistance is higher in the Exercise Room than in other areas of the station.

**Storage Room.** As previously noted, the second floor Storage Room was created by closing off one end of the firefighter Bunk Room. This storage room is used primarily for administrative documents due to the lack of storage in the Administrative Office Suite on the first floor. The storage capacity in the room is maximized by using a hand-crank compact shelving system.

**Telecom/IT Room.** The Telecom/IT Room is located in a closet in the Living/Dining Room. The room is small and the newest server rack blocks access to the equipment and panels on the rear wall. It appears that the systems and equipment have been added to over an extended period of time and that the size of the room is no longer adequate. A window unit air conditioner has been installed to provide cooling in this uninsulated east facing room. The LEWA Team noted signs of water infiltration around the window in the room and observed a temporary gutter pan and drain tube that had been installed at the window head. Fire Department staff confirmed that the exterior wall and window have experienced leaks in the past. With the significant role that telecommunications and IT serve in modern emergency response operations, a Telecom/IT Room must provide a secure, dry, and temperature controlled environment with appropriate room for equipment access and ventilation. (Reference Image 30)

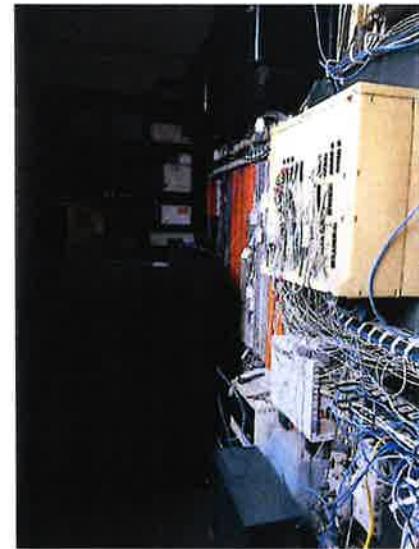


Image 30: Telecom/IT Room

**C. Mechanical, Electrical, and Plumbing Systems.** Brinjac Engineering is serving as the mechanical, electrical, and plumbing systems engineers for the LEWA Team. Brinjac visited the Fire Headquarters building and prepared a Mechanical/Electrical Systems Assessment Report, which is included as an attachment to this document.



## EXISTING FACILITY ASSESSMENT

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### V. EVALUATIONS.

**A. Site Evaluation Summary.** The following ratings quantify the existing site conditions on a scale of 0-2; the rating given is in comparison to the standards which would be imposed on the site should the station be designed today.

Rating Scale: 2 – Good; 1 – Adequate; 0 – Poor

SITE ELEMENT	RATING
Lot Size	0
Station Location	2
Accessibility	0
Vehicle Circulation – Apron	0
Vehicle Circulation – Turning	0
Vehicle Circulation - Visibility	1
Vehicle Circulation - Safety	0
Vehicle Circulation – Exterior Vehicle Checks	0
Parking	1
Paving Conditions	0
Lighting	1
Landscaping	1
Fuel Station	1
Training Features	0
Outdoor Amenities	0
Trash dumpster	0

Possible Point Total: 32

Total Score:	7
Rating:	22%

The above score of 22% indicates that the existing site conditions for the Fire Headquarters building are well below current station site design standards.



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**B. Building Evaluation Summary.** The following ratings quantify the existing building conditions on a scale of 0-2; the rating given is in comparison to the standards which would be imposed on the building should the station be designed today.

Rating Scale: 2 – Good; 1 – Adequate; 0 – Poor

BUILDING ELEMENT	RATING
General	
Life Safety Codes	0
Accessibility	0
Gender Equality	0
Contaminant Control	0
On-site Training	0
Storage	0
Building Envelope	0
Station Alerting	0
Emergency Response Path	0
Security	1
Room-by-Room	
Lobby	0
Administrative Offices	1
Apparatus Bays	0
Storage	0
Decontamination	0
Hose Tower	0
Training Room / EOC	1
Living/Dining Room	1
Kitchen	0
Bunk Rooms	0
Showers	0
Toilets	0
Lockers	1
Physical Training Room	0
Telecom/Data Room	0
Mechanical Systems	1
Plumbing Systems	0
Electrical Systems	0
Telecom/Data Systems.	1

Possible Point Total: 58

Total Score:	7
Rating:	12%



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The above score of 12% indicates that the current building conditions for the Fire Headquarters building are well below current station design standards.

### VI. CONCLUSION

The Existing Facility Assessment evaluated the City of Summit Fire Headquarters relative to current architectural design standards for comparable fire and rescue facilities, and as represented throughout this report and in the Evaluation Summaries, the LEWA Team found the City of Summit Fire Headquarters facilities to be below current standards in most categories.

#### Executive Summary:

- The Fire Headquarters site has significant issues regarding safety of pedestrians, drivers, and Fire Department personnel along Broad Street, and the site circulation and cross slopes of the site grading are likely contributing to the maintenance issues for the emergency apparatus.
- Building codes are updated on a regular basis to represent the most current understanding of best practices regarding life safety and occupant well-being in the built environment, and the Fire Headquarters building does not meet current building code standards for emergency egress, gender equality, handicap accessibility, or energy efficiency.
- The Fire Headquarters building was designed and constructed in phases spanning from 1902 to 1996, before sustainable design became a national focus and a design standard. The building envelope, HVAC systems, lighting, and plumbing fixtures are not compliant with current sustainable design standards.
- Throughout the Fire Headquarters building, gear and equipment storage needs are exceeding the available space.
- Fire and rescue services and facilities have changed significantly over time, and the Apparatus Bays and Aprons do not meet current fire station design standards. The Apparatus Bay doors are small relative to current standards and limit the selection and use of emergency vehicles; the PPE gear is stored on the walls of the Bays exposing the Bays to off-gassing and exposing the gear to moisture, contaminants from vehicles, and damage; the Apparatus Bay interior height is low and does not allow the emergency vehicle cab to be opened with the vehicle in the Bays; and the front Apron is not long enough to allow the emergency vehicles to pull out of the Bays without encroaching into Broad Street.

The Summit Fire Department's stated mission is "To provide the highest level of fire protection and emergency service to the public". The Fire Department is to be commended for providing the highest level of service possible given the age and condition of the existing Fire Headquarters facility, but the findings of this report demonstrate that the Fire Headquarters facility is limiting the Fire Department's ability to provide these services at the highest level relative to standards for comparable fire and rescue facilities. Based on the extent of the issues and deficiencies identified, construction of a new Fire Headquarters facility is recommended as the most cost effective means to provide the Fire Department with a facility that supports the fast and safe delivery of emergency response services, meets design standards for sustainability, accessibility, and durability, and provides a qualitative environment for the personnel that will live and work in the facility.



## EXISTING FACILITY ASSESSMENT

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### VII. REFERENCE DRAWINGS

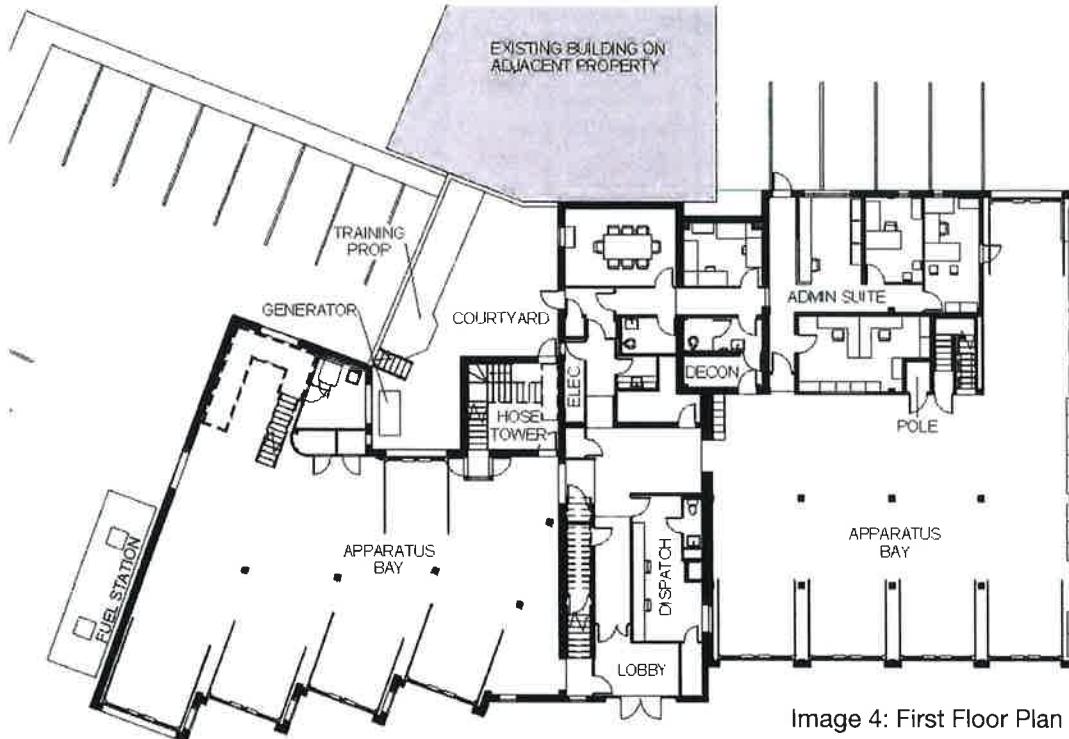


Image 4: First Floor Plan

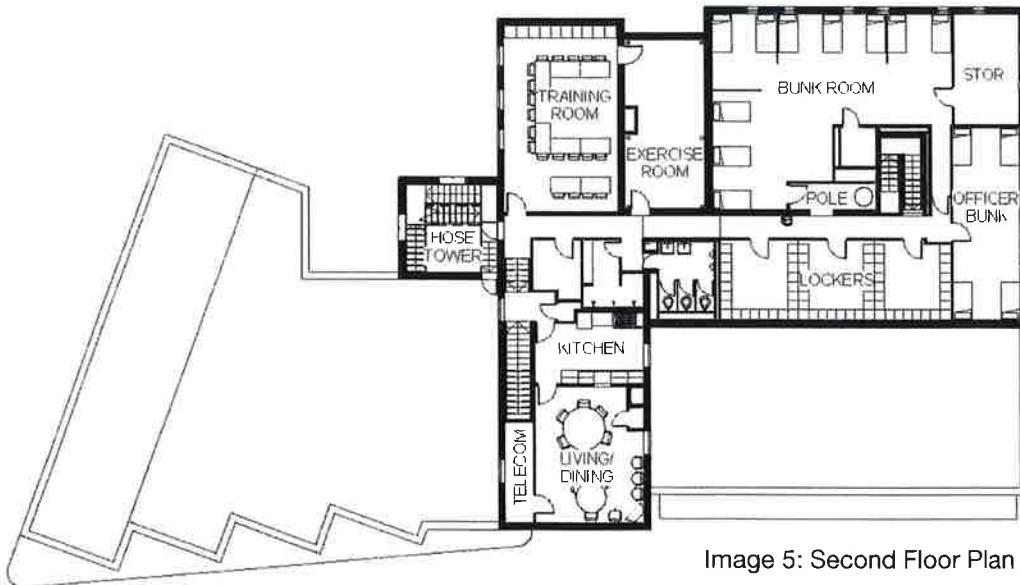


Image 5: Second Floor Plan



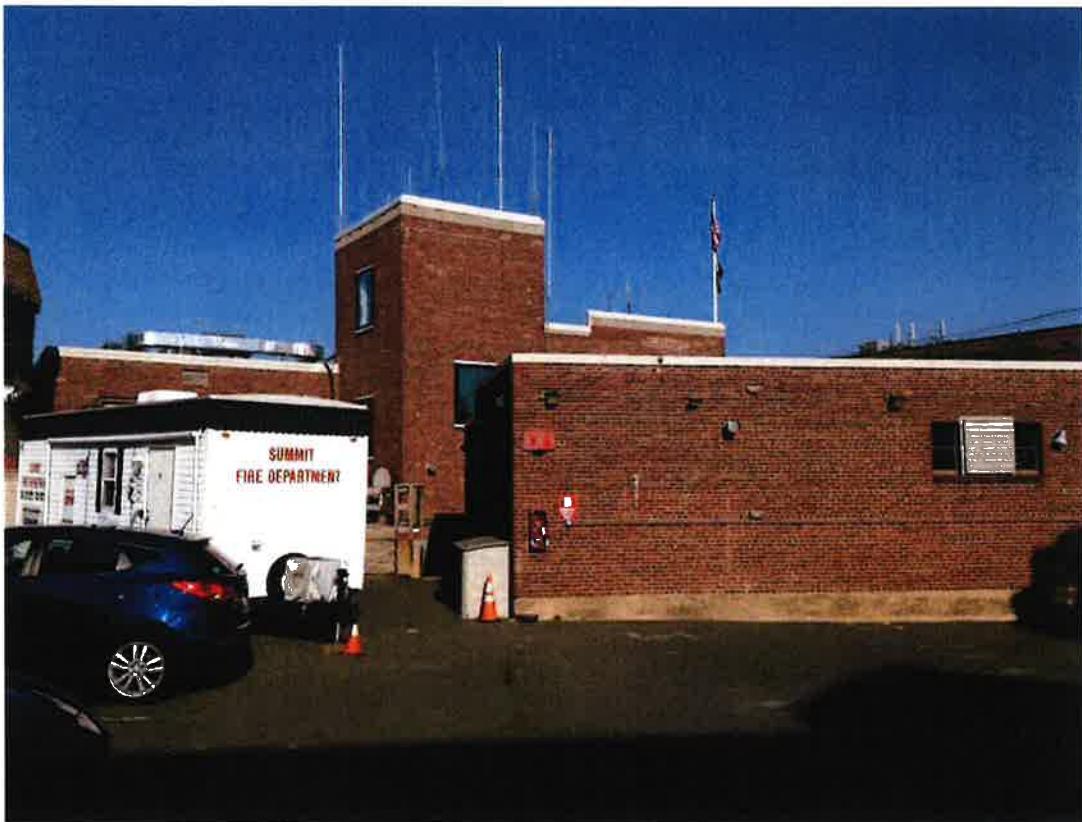
**EXISTING FACILITY ASSESSMENT**  
City of Summit Fire Headquarters

**VIII. ATTACHMENTS**

**A. City of Summit Fire Headquarters Mechanical/Electrical Systems Assessment Report – September 2014**

**City of Summit Fire Headquarters**  
**Mechanical/Electrical Systems Assessment Report**

**September 2014**



## HVAC Systems Assessment

### History

The original building was constructed in 1901 and has undergone a series of additions and renovations in 1948, 1968, and 1996 with additional HVAC system renovations completed in 2010.

The building originally utilized a steam boiler feeding steam radiation throughout the building. Cooling was by means of natural ventilation (operable windows). The 1948 addition added a snow melt system and additional radiation. The 1968 renovation & addition added air conditioning via packaged roof top equipment with ducted air distribution as well as steam ceiling mounted unit heaters in the truck bays. Toilet room exhaust and a hot water heating system with heat exchanger and distribution pumps were also added in 1968. The 1996 renovation and addition continued the concept of adding rooftop air conditioning equipment while still utilizing the steam boiler to heat the building via both steam and hot water radiators & convectors.

### Current Systems

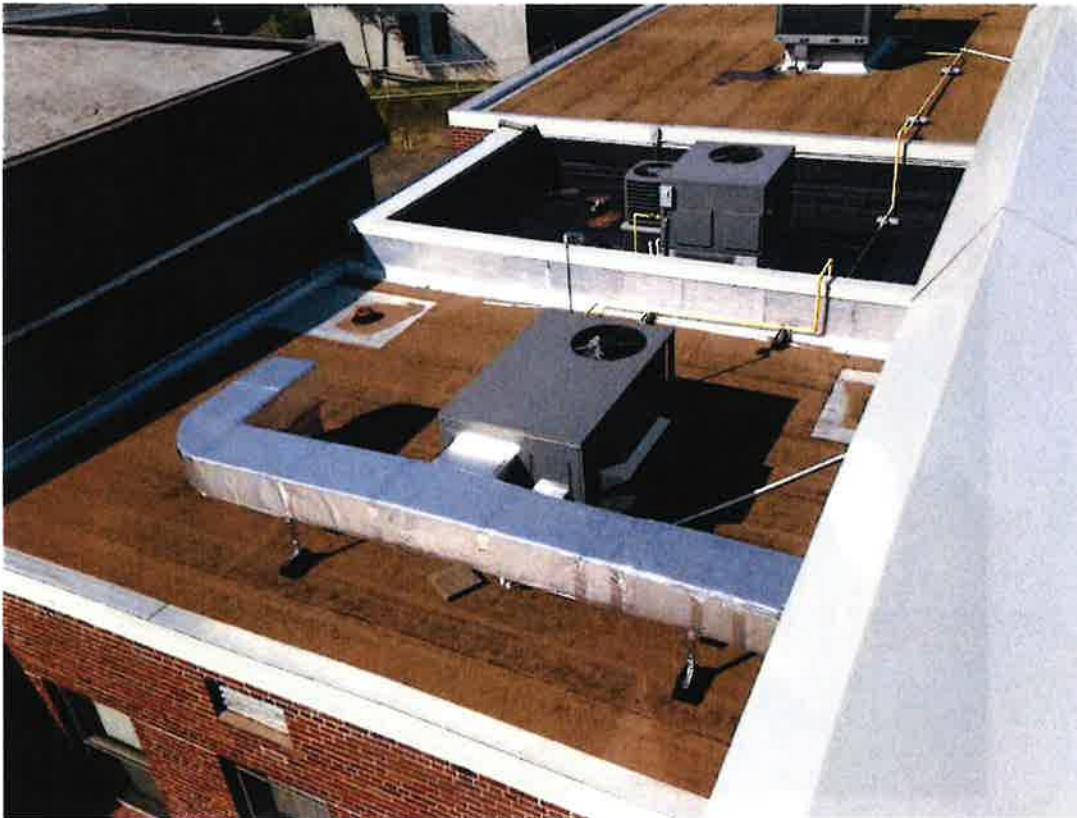
More recently, the boiler and steam heating system began to have multiple failures. To maintain and repair it was proving too costly for the fire department. So, per a 2010 design, the mechanical system was generally replaced in early 2011. The steam boiler and all of the hot water and steam terminal equipment were left abandoned in place. So there are numerous steam radiators, steam unit heaters and hot water convectors throughout the building abandoned and in varying states of disrepair.



*Abandoned Steam Radiator*

The new HVAC system utilizes packaged rooftop air conditioning equipment with integral gas fired heating sections to condition most of the building.

RTU-1: 10 tons cooling capacity, 168,000 BTUh heating capacity serves the Dormitory areas.  
 RTU-2: 2.5 tons cooling capacity, 69,000 BTUh heating capacity serves office spaces on the 1<sup>st</sup> floor.  
 RTU-3: 3 tons cooling capacity, 73,600 BTUh heating capacity serves the 2<sup>nd</sup> floor Training Room.  
 AC-1: A split system with condensing unit on roof and indoor unit above the first floor ceiling is a 3 ton system serving the Chief's office, the Deputy Chief's office and the adjacent administrative area.

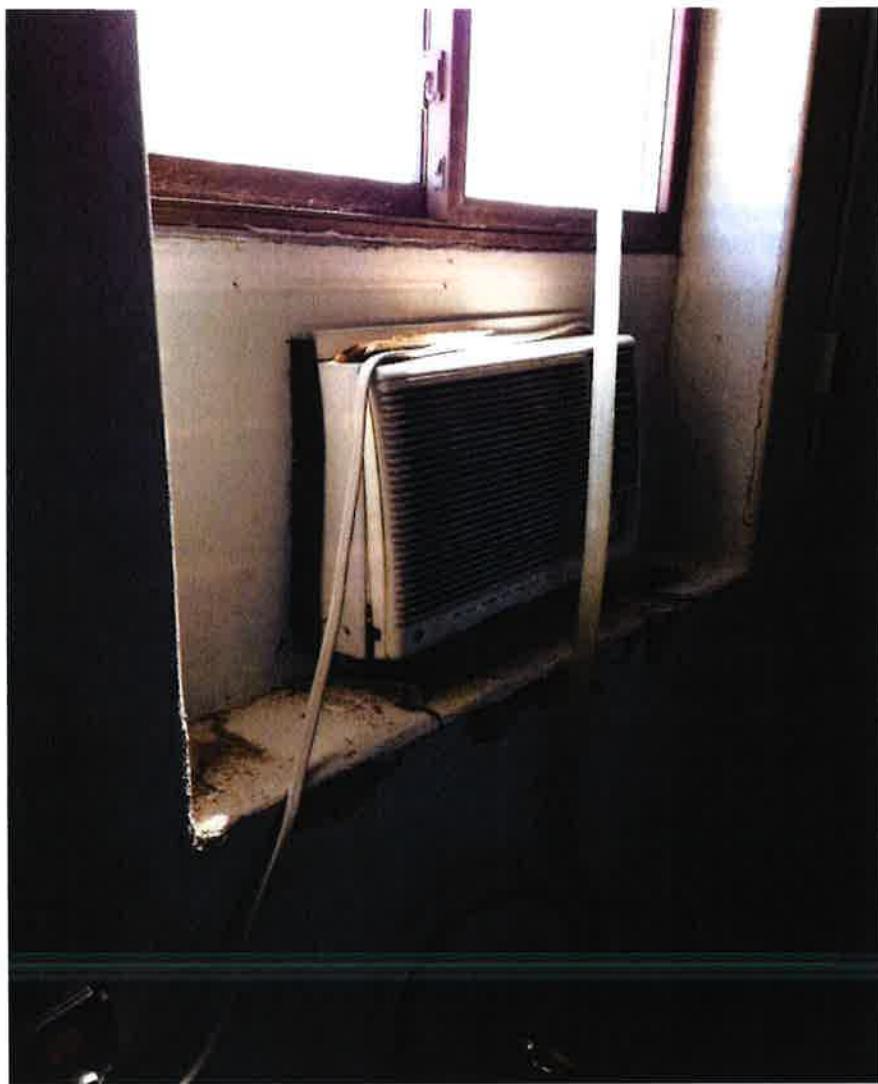


*Packaged Rooftop Units and Condensing Unit on Roof*

The Apparatus Engine bays utilize gas-fired unit heaters. The east and west Apparatus bays each have an exhaust fan and duct main with a flexible tail-pipe arm for each Engine.

The Dispatch Room utilizes a split system heat pump with 1.5 tons cooling capacity and 18,000 BTUh heating capacity. The indoor unit is ceiling mounted, while the condensing unit is located on the low roof above the west Apparatus bay. Outside (ventilation) air is ducted to the unit.

The Recreation Area utilizes a split system Mitsubishi unit with condensing unit located on the low roof above the west Apparatus bay and indoor unit wall mounted. Additionally a small window type air conditioning unit provides cooling to the storage room on the east side of the recreation room.



*Window AC Unit in Storage Room*

The Decontamination Room and 1<sup>st</sup> floor Janitor Closet utilize a wall-mounted exhaust fan.

The (2) toilet rooms on the 2<sup>nd</sup> floor each utilize a ceiling mounted exhaust fan ducted to a hood on the roof.

The locker rooms utilize a separate multi-speed roof-mounted exhaust fan.

The kitchen hood utilizes a dedicated grease exhaust type fan located on the roof.  
All cooling and heating temperature control takes place with local thermostats.

Assessment

Due to issues of first cost, maintainability and expediency, the HVAC systems have been modified over time from an elegant steam heating system with radiation and natural ventilation to a least cost solution that provides functional cooling and heating to the spaces. The abandoned hydronic/steam heating equipment is exposed throughout the building and is unsightly. The abandoned steam and hydronic equipment in the basement appears to utilize insulation with ACM.

The roof top equipment is fairly new (2011) and thus in generally good condition. The rooftop units installed in 1996 lasted for 15 years – typical for this type of equipment, and what can be expected for the current equipment due to its exposure to the weather. The indoor unit serving the Chiefs' offices is in a difficult location for maintenance and has already had condensate leakage issues that have stained the ceiling tiles.

The cooling equipment in the recreation area does not provide positive ventilation (outside air) to the space. While the operable windows do meet code for this requirement, it is impractical to count on the use of these windows during the summer and winter months for ventilation. Certain indoor spaces – entryways and stair-towers – are not cooled or ventilated.

Split system DX equipment and packaged rooftop DX equipment is in general the least efficient cooling solution available. Newer fire houses are moving toward more sustainable building systems with dedicated outdoor air systems (DOAS) and radiant heating and cooling solutions.

### **Plumbing Systems Assessment**

All plumbing utilities enter the building off of Broad Street.

The domestic water service is estimated at 1-1/4". Water pressure to the building (as in most of the city) is good. The insulation on much of the domestic water service is in need of repair/replacement.

Domestic hot water is produced by a Lochinvar 50 gallon gas-fired water heater located in the basement. The water heater is in fair condition. There is no recirculation loop, so fixtures on the 2<sup>nd</sup> floor of the building often do not see hot water before at least 30 seconds.

The gas service to the building splits into (2) main services upon entering the basement. One line feeds the basement equipment, while the other rises through the building to serve the kitchen and rooftop units.

Sanitary drainage leaves the building after passing through an oil interceptor in the basement. The sanitary main is estimated at 4".

Roof drains feed interior rain leaders. The storm drain lines to the municipal storm main in Broad Street were not visible.

Plumbing fixtures are aged and in fair condition.

### Fire Protection Systems Assessment

The building is fully sprinkled with a relatively new dedicated 4" fire service that enters the building in the east Apparatus Room. No fire pump is required.



*Building Fire Service*

## **Electrical Systems Assessment**

### Electrical Service

The existing Electrical Service enters the basement of the original building; circa 1948. The building underwent renovations/upgrades in 1968 and 1996. The service enters through a crawl space to the self-contained utility meter in the boiler room area. The service voltage is 208/120V, 3 phase 4 wire. From the utility meter, a wire trough feeds three service disconnects. This is allowed under the 6 service tap rule in the National Electric Code (NEC). One disconnect is fused at 70A and serves an unknown load. This disconnect is by Federal Pacific (no longer in business) and appears to be in working order. A second disconnect is provided with a 150A circuit breaker and appears to feed the buildings primary distribution panel via a 200A Onan Automatic Transfer Switch (ATS). The secondary of the ATS lugs are double tapped and a 100A fused disconnect is fed which is associated with a recent upgrade circa 1996 and is in good condition. This serves a panel installed in the second floor exercise area.

The wiring associated with the main service equipment is 1/0 AWG and appears to be in good condition. This wire size would be suitable for a 150A service. The insulation does not appear to be deteriorating and appears to have been upgraded during the most recent upgrade in 1996.

A 50KW Cummins Onan Diesel Engine Driven generator with a subbase fuel tank is located outside in a weatherproof enclosure to supply emergency power during a power outage. Based on the wiring configuration, the generator can feed power to the main distribution panel in the basement and the 100A fused disconnect for the exercise area panel. This generator appears to be in good condition and maintenance records show that it is routinely tested and exercised. It currently has 351 hours on the engine.

### Electrical Distribution

The existing Main Distribution Panel in the basement is in fair condition. This panel feeds the many lighting and appliance load centers located throughout the building. All of these load panelboards are of the circuit breaker type. Some have been abandoned and are used as a junction box for a new panel mounted adjacent. Over the lifespan of the building, the loads on these panels have pushed the panels to capacity. According to personnel, tripping of breakers is common.

Several panels have been retrofitted with mini breakers to accommodate more circuits. In addition, loads have been pulled from panels that are not in the vicinity of the load served and circuits are improperly tagged. Several of the panel violate the NEC safety clearance area. The ATS door does not open due to mechanical piping mounted in front. This is a safety hazard in the event maintenance was required.

Wiring throughout the building includes wire and conduit, as well as MC Cable. Due to the age of the building, most of the wiring throughout is in need of upgrades. Overloading of circuits and time has deteriorated the integrity of the insulation.

### Lighting

The lighting throughout is made up of a variety of sources and wattages. Several sources that were witnessed include T12 fluorescent lamps, incandescent down lights, halogen floodlights, T8 linear fluorescent, and compact fluorescent. Many of these sources are inefficient and/or no longer produced. A general overview of the path of egress appears to show a deficiency in the quantity of exit signage.

### Receptacles

The electrical system appears to be in fair condition and grounded.

### Recommendations

We recommend replacing the electrical distribution system in its entirety. The electrical service is undersized and has a significant amount of added stress from the addition of new loads over the years. These include vehicle exhaust systems, AC loads, and computer loads. Due to the critical nature of the facility being utilized as an emergency operations center, the building should be updated to accommodate the new loads and provide an appropriate level of reliability. In addition, the generator should be replaced to increase with the building load to support a “whole house” emergency system.

The entire service entrance equipment should be replaced and brought up to code. New lighting and appliance panelboards should be installed with adequate spare capacity for future loads. Panel loads shall be separated to segregate life safety from normal emergency loads. Transient Voltage Surge Suppression should be installed to protect the building loads. In addition, a Lightning Protection System is highly recommended due to the critical nature of the building.

The lighting throughout all of the areas, not including the 1996 renovation, should be replaced with energy efficient lighting.

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