

July 7, 2008

Ms. Diane Canterbury  
Project Manager, FMERPA  
Fort Monmouth Economic Revitalization Planning Authority  
2-12 Corbett Way, Suite C  
Eatontown, NJ 07724

Dear Ms. Canterbury:

On behalf of the ten Jersey Professional Management Consultants/Associates that contributed to this project, it is our pleasure to submit this Final Report. This Report represents the results and recommendations of the Feasibility Study for possible Shared Services for the Emergency Services for the Fort Monmouth Economic and Revitalization Authority.

This Final Report is the result of 2 months of intensive analysis of the departments and volunteer organizations that provide Emergency Services to the 3 Host Municipalities and the 5 Neighboring Municipalities.

As we have indicated throughout this Feasibility Study, and as we detail in our acknowledgement section at the end of this Final Report, we sincerely appreciate the significant cooperation, time and effort given to this project by the many Municipal Officials, Employees and Volunteers involved in these departments and volunteer organizations. Without their cooperation, this Final Report would not have been as accurate, thorough or complete.

It has been a pleasure working with you, and all the other FMERPA officials and employees throughout this process. If you have any comments or questions, please do not hesitate to contact me at your convenience.

Sincerely,

Dan Mason, President  
Jersey Professional Management

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**Feasibility Study for Possible Shared Services  
For Emergency Services  
For FMERPA**

**(Fort Monmouth Economic Revitalization Planning Authority)**

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**Final Report**

**Task 1 Municipal Court**

**Task 2 Police**

**Task 2A OEM (Office of Emergency Management)**

**Task 3 Fire**

**Task 3A Ambulance/First Aid**

**Task 4 Neighboring Municipalities**

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**Prepared by  
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**July 7, 2008**

# INTRODUCTION

## IMPORTANT, PLEASE READ FIRST

This report is long and complex. We have organized and formatted it in the most logical way. Please note the many various components, all of which inter-relate in at least one or more ways, with other components or sections.

To make it easier for the reader, as well as those who may be more interested in the content of a particular section or another, we have created the following guide for these components and report sections.

The primary objective of the document is to report on the Feasibility Study for Possible Shared Services in Emergency Services, regarding the planned closing of Fort Monmouth, and the related impact on the 3 Host Municipalities and the 5 Neighboring Municipalities.

These Emergency Services were divided into four Tasks. Each of these four tasks has its own section in the report, identified below:

- 1      Municipal Court**
- 2      Police**
- 2A     Office of Emergency Management (OEM)**
- 3      Fire**
- 3A     Ambulance/First Aid**
- 4      Neighboring Municipalities**

## VERY IMPORTANT

We recommend that anyone wishing to read only one of the sections listed above, should first read several other sections listed below:

1. **General Executive Summary** - Includes the primary recommendations for Shared Services.
2. **Addendum A** - Provides the Community Profiles and background information on the 8 Municipalities and Fort Monmouth.
3. **Addendum B** - Describes the possible Shared Services options considered by the Jersey Professional Management (JPM) Study Team.
4. **Addendum C** - Highlights the important role that Monmouth County should have in this Shared Services process, implement phase.
5. **Addendum D** - Facility and Equipment Acquisition Process.

Also, please note some of the four Tasks have attachments, which are copies of surveys, forms or agenda used during that task's Feasibility Study.

We are confident this guide described above will enhance reading this lengthy report and will provide clarity, logic and flow to the reader.

# **GENERAL TABLE OF CONTENTS**

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A	Addendum A - Profiles of 8 Municipalities and Fort Monmouth
A	Addendum B - Shared Services Options
A	Addendum C - Role of Monmouth County
A	Addendum D - Facility and Equipment Acquisition Process

**FEASIBILITY STUDY FOR POSSIBLE SHARED SERVICES  
FOR EMERGENCY SERVICES  
FOR FMERPA AND THE 3 HOST MUNICIPALITIES OF  
EATONTOWN, OCEANPORT AND TINTON FALLS**

## **GENERAL EXECUTIVE SUMMARY**

Anticipating the closing of Fort Monmouth in Monmouth County, New Jersey in 2011, the State of New Jersey created the Fort Monmouth Economic Revitalization Planning Authority (FMERPA). This Authority is generally charged with planning for the closing, as well as the opportunities for reuse and economic revitalization, of the Fort's 1100 acre property. In addition, FMERPA is charged with considering the impact on the Host Towns and Neighboring Towns in the Fort Monmouth Regional Area.

One aspect of this planning is to look for opportunities for improved services and reduced cost, through possible new or expanded Shared Services for and among these municipalities.

Jersey Professional Management (JPM) was hired by FMERPA in April, 2008, specifically to study the feasibility of new or expanded Shared Services in Emergency Services that exist or may exist for Fort Monmouth and the three (3) Host Municipalities, the Boroughs of Eatontown, Oceanport and Tinton Falls. In addition, five (5) Neighboring Municipalities are to be reviewed for possible inclusion in any of the new Shared Services that may be recommended by Jersey Professional Management.

The Neighboring Municipalities included in this Feasibility Study for Emergency Shared Services are:

1. Monmouth Beach
2. Sea Bright
3. Shrewsbury Borough
4. Shrewsbury Township
5. West Long Branch

Emergency Services identified in the Request for Proposal (RFP) dated March 11, 2008, and included in this Feasibility Study, are:

1. Municipal Courts
2. Police
3. Fire
4. Ambulance/First Aid Squads
5. Office of Emergency Management (OEM)

Jersey Professional Management is a management consulting firm based in Cranford, New Jersey, that has specialized in local government management in New Jersey for the past 20 years. All of our seventeen Associates/Consultants have 25 or more years of experience as former municipal managers, administrators, municipal clerks, fire chiefs, police chiefs, etc. Ten of these professional consultants were actively involved in this 2 month long study. Each was assigned to one or more of the 5 teams that were created to study, review and analyze possible Shared Services for:

**Task 1 – Municipal Court**

**Task 2 – Police Services**

Task 2A – OEM

**Task 3 – Divided into 2 Teams**

Task 3 – Fire Services

Task 3A – Ambulance/First Aid Squad

**Task 4 – Neighboring Municipalities**

These four Tasks have separate, yet related, Final Reports prepared by these Team Members. (Each is a section in this Report-Section 2-7) The study process included:

- In-person interviews of many municipal officials, employees and volunteers
- Extensive on-site tours and observations
- In-depth research and analysis of many documents
- Review of other information and data available

Based upon all of the above, these professional consultants compared the possible Shared Services for Emergency Services for the Fort Monmouth Region with the Best Practices of existing Shared Services throughout the State of New Jersey, and made recommendations in this Final Report for the best potential new and expanded Shared Services for this area.

## GENERAL OBSERVATIONS

There are 6 major observations that have had an overall impact on this Shared Services Feasibility Study. They are:

### 1. **Tinton Falls has Many Different Characteristics**

It became more and more obvious, as each team studied and neared completion of its task, that Tinton Falls was different from the other municipalities (especially when considering only the three (3) Host Municipalities of Eatontown, Oceanport, and Tinton Falls). Tinton Falls was clearly different, not necessarily good or bad, not necessarily better or worse, just different. For example:

- Tinton Falls has a brand new, one (1) year old municipal building and police headquarters. The other two municipal buildings are much older.
- Tinton Falls has four exits off of the Garden State Parkway, spread throughout its 16 mile length. The others have no Parkway exits in their municipalities and are more geographically compact.
- Tinton Falls has Fire Districts, which are special taxing districts similar to a school district. Each of these two Fire Districts has a separately elected board of fire commissioners; each of the two fire districts has two fire companies located in two separate fire stations; and each has a separate fire district property tax. None of the other municipalities has a fire district.

Each of the other towns (except Shrewsbury Township which has none) has only one or two fire stations or fire companies.

- Tinton Falls has a paid, daytime only, ambulance squad with paid employees, providing ambulance service 7 days per week, 6 a.m. to 6 p.m. This paid ambulance service supports the 2 Tinton Falls volunteer squads that respond only from 6 p.m. to 6 a.m. All of the other towns' squads are strictly volunteer squads.
- Tinton Falls still has significant vacant or underdeveloped land, and therefore Tinton Falls has significant growth and development potential.
- Although not as significant, nor directly related to this study, it is noteworthy that only Tinton Falls has a strong mayor form of government.

## **2. Shrewsbury Township is Very Small**

- Shrewsbury Township is not just a small municipality, but it is very fair to say it is “a very small” municipality.
- Shrewsbury Township has less than 600 dwelling units, has a population of less than 1,100 and is less than 1/10<sup>th</sup> of a square mile in size. (Yes, that is 0.09 of a square mile)
- Shrewsbury Township provides very few municipal services directly by, or with, its own employees or volunteers.
  - Shrewsbury Township does not have a volunteer fire department or volunteer ambulance squad. Eatontown volunteers provide both services.
  - There is no Shrewsbury Township police department or Shrewsbury Township municipal court. Shrewsbury Township uses the services of the State Police. Eatontown provides the municipal court services. Shrewsbury recently appointed a new OEM Coordinator.
- Shrewsbury Township has no schools, no commercial district, no industry, and no highways.

## **3. Minimal Municipal Loss of Services from Anticipated Closing of Ft. Monmouth**

There was little or no apparent concern observed by the JPM Study Team as expressed by any of the stakeholders related to the potential loss of services as a result of the anticipated closing of Fort Monmouth. Virtually no concerns were expressed to the JPM Study Team. The JPM Study Team also found no cause for any significant concern.

4. There was little or no apparent concern over the reuse plan of Fort Monmouth, related to the ability of the 3 Host Towns’ employees or volunteers to handle any potential increased workload relative to the revitalization and build-out anticipated. This lack of concern is based upon the 20 year reuse and revitalization plan recently prepared for and by FMERPA for the approximately 1100 acres of existing Fort Monmouth property. We do note, however, there was some concern expressed about the large number of new dwelling units proposed for Oceanport.
5. Besides the occasional use of Fort Monmouth’s HAZMAT team, or occasional backup provided by the Fort’s police or fire departments, the only “real loss” due



to the Fort closing expressed by the municipal representatives or observed by the JPM Study Team is the actual loss of property tax revenue. This property tax loss is due to the relocation of many businesses and companies to Maryland that were previously located in the 3 host municipalities (some have already relocated, some will relocate soon). This relocation results in empty office space, empty facilities and empty warehouses. All are less valuable due to the base closing, and therefore, less property tax is paid to the 3 host municipalities as a result of that reduction in property values.

6. All municipal services are generally provided in an appropriate manner with little or no complaints from the public, the citizens or the taxpayers. One possible exception involves the sometimes delayed response or unavailability of some local ambulance service during weekday, daytime hours.

## GENERAL CONCLUSIONS

1. Tinton Falls should continue to function separately for most services, except for continued and/or enhanced mutual aid, or backup services, for police, fire and ambulance.
2. Shrewsbury Township should continue, and expand, its many Shared Services arrangements with Eatontown, and possibly with other municipalities in the coastal Monmouth County area.
3. The other two Host Municipalities, Eatontown and Oceanport, as well as some or all of the remaining four neighboring towns, should actively explore numerous other new and enhanced Shared Services opportunities as described in this Feasibility Study. Many of these Shared Services options could and should be implemented fairly quickly and with relative ease.
4. A new, special Shared Services “Coordinating Council” should be created, at least with representatives from Eatontown and Oceanport. An alternative approach could include representatives from some or all of the other six municipalities, and possibly some of the other municipalities in the area not included in this study.

The Coordinating Council should be made up of two representatives from each municipality, one elected official (Mayor or Council Member) and one senior management employee (Administrator, Municipal Clerk or CFO).

Beginning in September 2008, this new Shared Services Coordinating Council should meet regularly, every month for the first year, to get started effectively.

After the first year, this Coordinating Council could transition to bi-monthly or quarterly regular meetings. Various subcommittees, one for each of the recommended new Shared Services, such as a Police, Ambulance or Court Subcommittee, should be created with additional employees, volunteers and/or officials representing each municipality.

## **SHARED SERVICES OBSERVATIONS AND COMMENTS ARE BASED UPON JERSEY PROFESSIONAL MANAGEMENT'S EXPERIENCE**

- 20 years as Management Consultant for NJ Municipalities
- Shared Services Specialist for NJ Mayors Conference
- Shared Services Coordinator for 4 Counties in New Jersey
- Shared Services Consultant for over 100 NJ Municipalities
- Shared Services Consultant for many School Districts and local towns
- Successfully obtained dozens of SHARE grants
- Successfully implemented dozens of new Shared Services

## **NJ SHARE GRANTS FOR IMPLEMENTATION PLANS AND ASSISTANCE**

Implementation grants provide NJ state financial assistance to help local governments implement new shared or regional services. Up to \$200,000 in grant funding is available with no local match. Funds may be used to cover the transition and start-up expenses associated with providing the Shared Service.

Grants for capital equipment or facility improvements remain capped at the lesser of \$40,000 or five percent cash down payment required under the Local Bond Law. Operating costs are not eligible, but limited salary support is eligible in certain circumstances.

## SHARED SERVICES PHILOSOPHY

- Keep Small Towns, but encourage more Shared Services
- Safety First, Saving Second
- No Layoffs Policy; No Layoffs Related to new Shared Services

New Shared Services frequently require large capital expenditure for construction of new buildings to house the new joint services and the related vacant land; this is not so with Fort Monmouth Property and existing buildings. Also, the land and buildings available are centrally located relative to the municipalities included in the proposed new shared services.

Note: If a small municipal court remains as a stand alone court, it not only need its own court administrator, it also needs its own court room, which requires new security improvements being made based upon new AOC directives.

Generally, volunteers and volunteerism are dwindling, so new Shared Services may be required to fill the gap, but can do so more efficiently and effectively (less costly) than if a municipality solves this problem on its own (i.e. shared paid ambulance service with paid employees providing only daytime response for several municipalities together).

## **GENERAL SHARED SERVICES RECOMMENDATIONS**

The Shared Services recommendations included in this study and Final Report are summarized below for each of the emergency services included in this Study:

### **Task 1 - Municipal Court Services**

The primary recommendation related to the Host Municipalities involves the establishment of a joint court operation that would include the Borough of Eatontown and the Borough of Oceanport as well as one of the neighboring municipalities, the Township of Shrewsbury.

### **Task 2 - Police Services**

Similar to the Task 1 recommendation, the primary recommendation in this section of the overall report involved the establishment of a joint police department between the Boroughs of Eatontown and Oceanport.

It is recommended that Eatontown and Oceanport effectively create a joint Police Department, with Eatontown serving as the lead agency, providing police services to Oceanport through an interlocal Shared Services agreement. Also, Tinton Falls should continue to operate its Police Department, effectively creating the East-West split at Hope Road Shared Services option, with Tinton Falls assuming the police response for the westerly side, the Charles Wood section of Fort Monmouth, and Eatontown assuming the response for the more easterly part, in other words the other "half" of the property now known as Fort Monmouth.

Also, neighboring towns should either join the Eatontown Joint Police Department, or create another Shared Service and join with other neighboring municipalities or similar small municipalities in the region, such as Little Silver, Rumson or Fair Haven. All have small police departments.

### **Task 2A - Office of Emergency Management (OEM)**

With sound OEM models already in place in all but Shrewsbury Township (a new OEM Coordinator was recently appointed), there is little need to recommend significant new OEM shared services. The recommendation involves the joint funding of a part time OEM Administrator in a new position to handle a portion of the burden of the local OEM Coordinators by assisting with administrative duties. These duties are somewhat overlapping from municipality to municipality.

### **Task 3 - Fire Services**

The basic conclusion, with respect to the fire services, is that these services in both the Host Municipalities and in the Neighboring Municipalities operate well and with a high level of service. They utilize appropriate volunteer personnel and equipment resources. On the basis of that conclusion, the primary recommendation for the Host Municipalities relates to the local fire departments maintaining their high level of service.

The second recommendation is related to the loss of the Fort Monmouth paid Fire Department. It is recommended that there be an enhanced mutual aid protocol established to assist in bridging any gap that may occur without the Fort Monmouth Fire Department back-up response.

### **Task 3A - Ambulance/EMS (Emergency Medical Services)**

The primary recommendation relates to the formation of a consortium of First Aid Squads to contract out for a weekday, daytime Basic Life Support paid ambulance service to be the primary responder during the hours of 6 a.m. to 6 p.m., Monday through Friday. This will ease the burden on the volunteers, while supporting the Volunteer Squads independence and significant value to the municipalities.

### **Task 4 - Neighboring Municipalities**

The Neighboring Municipalities should consider joining the shared court, police, OEM and ambulance services recommended for the Host Municipalities.

The Neighboring Municipalities should consider disbanding their local dispatch operations, and join the Monmouth County 911 Dispatch Center as soon as capacity is available.

### **All Tasks - 3 Host Municipalities & 5 Neighboring Municipalities**

Create a new, Coordinating Council for Shared Services.

The Coordinating Council should be made up of two representatives from each municipality, one elected official (Mayor or Council Member) and one senior management employee (Administrator, Municipal Clerk or CFO).

Beginning in September 2008, this new Shared Services Coordinating Council should meet regularly, every month for the first year, to get started effectively. After the first year, this Coordinating Council could transition to bi-monthly or quarterly regular meetings. Various subcommittees, one for each of the recommended new Shared Services, such as a Police, Ambulance or Court Subcommittee, should be created with additional employees, volunteers and/or officials representing each municipality.

The details for all of the items highlighted on this Executive Summary may be found in the remaining 7 Sections of this Report.

# **FMERPA SHARED SERVICES FEASIBILITY STUDY**

## **ACKNOWLEDGEMENT**

On behalf of the Team of Jersey Professional Management Consultants and Associates who participated in this Final Report, we would like to thank all of the individuals who provided the background information and data included in, and so vital to, this Final Report.

We are grateful for the excellent cooperation and significant input received from many Elected Officials, Municipal Employees, numerous Volunteers, FMERPA and Fort Monmouth Officials and Employees. We especially want to thank the FMERPA Project Manager for her assistance and cooperation throughout this Feasibility Study.

Also, we would like to highlight the support and cooperation received from the Mayors of Eatontown, Oceanport and Tinton Falls. They added an essential ingredient to this Study.

Respectfully submitted,

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July 7, 2008