

REPORT OF PERIODIC REEXAMINATION
OF THE MASTER PLAN REPORTS AND
DEVELOPMENT REGULATIONS OF
THE CITY OF SALEM
SALEM COUNTY, NEW JERSEY
OCTOBER, 1982

This Report was prepared by the
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CITY OF SALEM PLANNING BOARD - October, 1982

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CITY OF SALEM

MASTER PLAN REEXAMINATION REPORT

A. INTRODUCTION

This Report has been prepared by the Salem City Planning Board in compliance with the requirements of the Municipal Land Use Law, N.J.S.A. 40:55D-89 which requires a reexamination of the Master Plan and the City's development regulations, and the preparation of a report of findings thereon. Included in this review and reexamination are the following documents:

1. Salem City Comprehensive Plan of 1974.
2. Salem City Master Plan of May, 1978.
3. Zoning Ordinance as included in the Salem City Code of Ordinances, including Historic District Review Procedures and Requirements.
4. Subdivision of Land and Site Plan Review Ordinance as included in the Salem City Code of Ordinances.
5. Land Use Procedures Ordinance, as included in the Salem City Code of Ordinances.

B. MAJOR CHANGES RELATING TO LAND DEVELOPMENT IN THE CITY OF SALEM

In 1978, the Salem City Master Plan was officially adopted by the Planning Board as the Master Plan of the City. This Plan presented the Planning Board's recommendations for a long range policy with respect to future land uses, community facilities, and streets. It brought up-to-date and included by reference the Salem City Comprehensive Plan which was adopted in 1974, together with updated background data, trends, analyses, community objectives and aspirations for the future. It included also the Land Use Plan component which was revised to take account of major residential, commercial, and industrial development, in compliance with provisions of the Municipal Land Use Law as enacted in 1975, and to reflect modifications in City Goals and objectives.

Population and housing trends, and other major changes since the 1978 Plan include the following:

1. Population Trends. Since the City began its planning program in the early 1950's, City population, as reported by the Census has changed as follows:

	<u>10 Year Change</u>
1950 - 9,050	
	- 109 = - 1.2%
1960 - 8,941	
	-1293 = -14.5%
1970 - 7,648	
	- 689 = - 9.0%
1980 - 6,959	

The thirty year change, 1950-1980 represents a net loss of 2,091 persons, or 23%. City Officials have questioned the validity of the 1980 Census, however, indicating examples of "under-counts" in several areas. The small net change in the number of dwelling units during this same period supports this contention.

2. Housing Stock. Housing Units reported by the Census since 1950 are as follows:

	<u>10 Year Change</u>
1950 - 2,864	
	+ 163 = + 5.7%
1960 - 3,027	
	- 408 = -13.5%
1970 - 2,619	
	+ 211 = + 8.1%
1980 - 2,830	

These data indicate a net loss of one percent (1%) or 34 dwelling units between 1950 and 1980.

This is small net decrease in total of housing units in the City during the 1960's and the 1970's is consistent with national trends, but also reflects the "built-up" nature of the City. The loss in population in the sixties and seventies is accounted for in part by the general trend toward smaller household size.

3. Housing Renewal and Economic Development Programs. Major improvements in the quality and quantity of housing in the City have taken place through the coordinated efforts of the City Housing Officer and the City of Salem Housing and Redevelopment Authority. The City and the Housing and Redevelopment Authority have collaborated also in activities to encourage industrial and commercial development. Recent accomplishments within the past few years include the rehabilitation of approximately 250 dwelling units through low interest rates and grants, with funding commitments obtained for an additional 60 units in 1982. Additional rehabilitation of dwelling units was accomplished by private financing. Approval has also been obtained for the rehabilitation of 82 Senior Citizen units at the Salem Manor site which was declared a blighted area by the Planning Board. This project will be privately financed under the HUD Section 8 rent subsidy program. Preparation of a long range downtown revitalization plan is also in progress, which includes provision for additional off-street parking on each side of Broadway, rehabilitation and remodeling of store fronts, tree planting, and other streetscape amenities, and additional and expanded commercial establishments. Four store fronts were rehabilitated during 1981 with others to be accomplished in 1982.

These accomplishments were made possible by participation in various housing and urban renewal programs, and were financed largely from State and Federal funds.

4. Commercial and Industrial Development. As the County seat with many historic buildings and sites, Salem Officials have given special attention to maintaining the economic vitality of the City and preserving its attractive appearance. Many meetings have been held with County Officials, representatives of the Business Community and with citizens of the City on such matters as expansion of the commercial area, provision for modern offices, additional parking area, implications of competing shopping centers, expansion of County facilities, and historic preservation.

Recent commercial additions in the City include the Salem Plaza on East Broadway with and IGA Supermarket, a MacDonald's restaurant, and a branch office of the Farmers and Merchants Bank as major tenants; a seafood restaurant on Tilbury Road; a drug store in the Fifth Street Shopping Center; and several new retail uses on Broadway. Additional offices have also been provided in the vicinity of the County Court House.

Significant recent industrial development include the following:

1. Aluchem, Inc., on the former Fosterglass (Gaynor Glass) site, through an Urban Development Action Grant (UDAG).
2. PSE & G Technical Training College on Chestnut Street.
3. Wire Pro Inc. and Salem Machine on West Broadway at South Front Street.

The recent and most significant economic development activity in the City is the Salem River Barge Port project. This involves development of 1,000 feet of waterfront dock facilities to accommodate barge and other light commercial vessels to provide farmers and businessmen an alternative to truck and rail transportation for agricultural, chemical, and other products. Dredging of the Salem River and development of grain storage and other service facilities in the area will be required. Since a pilot project in May, 1982 proved successful, and studies by the Salem County Planning Board and a maritime consultant of the Housing and Redevelopment Authority indicate its feasibility, the Authority has applied for a two million dollar Federal UDAG Grant to proceed with the project. The Salem Common Council has established a Municipal Port Authority to develop and operate the proposed facilities.

It is anticipated that this project will generate approximately 300 new jobs, will result in use of the former H. J. Heinz plant in the area, will increase ratables for the City, and will improve rail and truck transportation service to Salem. As of October, six shipping and supply

companies have expressed intentions to open offices in conjunction with the Salem Port facilities.

5. Recreation Area Development. Fenwick Creek Park has been planned on a 3.2 acre site adjoining Fenwick Creek at the end of Market Street on the east and west sides of that street. The park will serve as a public, no fee, passive recreation site, emphasizing retention of native vegetation and promotion of waterfront activities. Plans include walking and bicycle paths, fishing piers and facilities for non-power boat launching. The site, which was part of Salem's original port, is included in a redevelopment area. The park project is another part of an overall effort to improve the City's waterfront area. Funding for the park will be provided by matching moneys from Community Development Block Grant funds under Small Cities and the State of New Jersey Green Acres Program. Grant applications are in preparation.
6. Regulations Affecting Development. Salem has had a Building Code, Zoning Ordinance, and Land Subdivision Regulations and Housing Regulations in effect for twenty-five or more years. Recent regulations adopted by the Common Council include Site Plan Review requirements, plus other general Ordinances relating to housing standards. These regulations have been kept up-to-date and are now part of the Code of the City of Salem.

In 1982, the Planning Board staff codified all amendments to the Basic Zoning Ordinance of 1976 into a single document for reproduction and distribution. An important part of the Zoning Ordinance is the Historic Preservation District, an overlay district, and the creation of the Historic Preservation Advisory Committee. This District includes approximately 70 buildings and sites which are included in the State and/or Federal Historic Registry. All new construction, demolitions, and major improvements in the Historic Districts are subject to review by the Historic District Advisory Committee, and are subject to approval by the Planning Board after receipt of recommendations from the Advisory Committee. The Advisory Committee retains its own Historic Architectural Consultant for advice.

C. REVIEW OF COMMUNITY DEVELOPMENT POLICIES
AND OBJECTIVES

An examination of the development assumptions, policies, and objectives contained in the 1974 Comprehensive Plan, as up-dated in the 1978 Land Use Plan Element indicates that they continue to remain essentially valid. A recomputation of maximum population potential for the City will be appropriate, taking into consideration the constraints imposed by limited developable areas, renewal programs, environmental constraints and decreasing family size.

D. REVIEW OF OTHER MASTER PLAN ELEMENTS

In addition to the Goals and Objectives Element, the Municipal Land Use Law at the time of adoption included seven additional elements: Land use; housing; circulation; utility service; community facilities; recreation; and natural resources conservation. In 1981, Energy Conservation and Storm Water Management elements were added to the list of required elements.

The Salem City Master Plan now is made up of the 1974 Plan, plus the separate Land Use Plan Element and Plan Revision Report of 1978. Preliminary work has begun on the Energy Conservation Element, and will be completed as a separate Element in early 1983. No timetable has been established for completion of the Storm Water Management Plan for the entire City, pending funding or provision of required topographic data by the State or County. Drainage areas for the City, however, have been identified by the City Engineer who reviews all drainage plans.

As detailed Housing and Population data from the 1980 Census become available, supplemental analyses will be made to point up trends in housing quality, housing types, and details of the City's population by age, sex, race, and other characteristics. Social and economic data will be analyzed also, and trends identified.

The Salem County Comprehensive Development Plan of the seventies and the Salem Land Use Plan, although differing in detail of Land Use categories and precision of boundaries, are generally consistent. The recent Salem Plaza development on East Broadway is of sufficient scale to be recognized on future revisions of the County

"Designed Growth" map and Future Land Use Plan maps. Should the Barge Port project be developed as currently proposed, adjustments in the County Plan in terms of additional land allocations for Industrial and Commercial growth will also be appropriate.

E. REVIEW OF DEVELOPMENT REGULATIONS

A review of the Zoning Ordinance, Zoning Map and the Subdivision of Land and Site Plan Review Ordinance indicate that these regulations have been revised and amended to be consistent with the Master Plan and with Municipal Land Use Law requirements. Amendments to Zoning use and area regulations within established Zoning Districts, and modifications of District boundaries have been made, and will continue to be made, as circumstances warrant. The most recent Zoning Amendment involved expansion of the Historic Preservation District on Broadway. Amendments are also under consideration to accommodate the uses considered appropriate in the Barge Port project area.

F. PROBLEMS INFLUENCING DEVELOPMENT

As a City which is largely built-up, most of the current problems confronting City Officials affecting future development are concerned with economic development to provide additional jobs and increase the tax base, with maintenance and renewal of its housing stock, and with providing adequate public safety and other community services. Progress in meeting these problems are closely related to the funding which is made available from State and Federal sources, particularly those relating to housing rehabilitation, street, curb and sidewalk replacement, maintenance and modernization of public safety equipment, and sewer and water facilities. Salem City is participating in a joint-municipality study to explore alternative means of providing secondary sewage treatment for four municipalities. Planning efforts to maintain the economic vitality of the City, while preserving the architectural history, will continue. Modernization of commercial and office structures, provision of additional off-street parking, and emphasis on community appearance will require the continued cooperation and efforts of City and County Officials, the business and financial community, and citizens of Salem.

G. SUMMARY

In summary, this Reexamination indicates that, except as noted, the City of Salem has kept its Master Plan current and its Development Regulations and Procedures amended to reflect changes in the Municipal Land Use Law. This is due in large measure to an active on-going program by the Planning Board, coordination with related advisory Boards and Commissions, continuing support from the Mayor and Common Council, City Treasurer, and other City Officials, the County Planning Board and the interest and participation by citizens in matters affecting City development.

Distribution: Salem County Planning Board
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