

SALEM COMPREHENSIVE PLAN - 1974

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SECTION I

SPECIFIC PLANNING OBJECTIVES AND DEVELOPMENT POLICIES

Planning must have purpose leading to the realization and achievement of agreed upon ends or objectives. Broadly stated, Salem's planning objectives could probably be simply expressed as making Salem a good place in which to live, to work, and to raise a family by providing the best possible physical, social, and economic environment. In very general terms, this means preserving the good qualities of Salem, correcting existing deficiencies and problems, and preparing for changes which will affect City development. Planning has the function of providing a guide to private development efforts as well as to provide a basis for public policy and actions. It is through the combined actions of the private and public sectors that the objectives which follow can be realized.

1. Encourage types of development and uses which, while consistent with other policies and goals, will increase the financial capability of the City to provide required community services and facilities.

Perhaps the objective which is basic to all development policy in the City relates to fiscal capability. Declining residential ratables and increasing costs, coupled with demands for expanded municipal services, has caused continuing increases in both taxes and City debt, with no relief in sight. It is imperative as a matter of survival, therefore, that development proposals and land use decisions be considered with a view to encouraging those which will help restore the City to a more financially viable position.

2. Preserve and strengthen the four basic roles of Salem: a residential community, a County seat, a Regional commercial center, and a source of industrial employment. As a development policy, this implements policy #1 by stabilizing and increasing property values and employment opportunity, but will also require implementation of policies 3 through 10.

3. Prevent the spread of haphazard and incompatible mixtures of residential, commercial and industrial development. This will require detailed review of zoning districts and use regulations, and perhaps the development of transition provisions between districts.

4. Provide for adequate and diversified housing supply in attractive, healthful and safe environments. Both vacant developable land in private ownership and land assembled through renewal efforts must be considered as available resources in meeting the housing needs and preferences of a City with such a wide range of economic means and tastes. This will require review and supplementation of zoning requirements pertaining to apartment construction, including condominium type development. Particular attention must be focused on density standards, open space requirements, economic considerations, design and other amenities to assure quality development which is compatible with surrounding areas and which does not represent a financial burden to the City. The addition of a "Planned Apartment District" to the zoning ordinance should be considered as an appropriate way to achieve this objective.

5. Continue the City program to eliminate substandard housing. All available means should be utilized, including conservation, rehabilitation, clearance and strict code enforcement. Implementation of this policy requires rigid controls to prevent re-occupancy of substandard dwellings as they become vacant, but before they have been brought up to minimum standards or demolished.

6. Maintain an active and viable central business area. The competitive position of the central business area can be strengthened by identifying major problems which have curtailed desired expansion, and developing action programs to resolve those problems over which the City government can exercise some control or influence. These may include traffic control and parking measures, incentives for building modernization, zoning changes to accommodate office facilities, and closer liaison between public officials and the business community on matters of common interest.

7. Encourage the location of additional industries in appropriate areas, and the continued expansion of existing industries. Inventories of available sites and buildings should be available to prospective users at all times. It is assumed that City officials will continue to maintain close liaison with local industrial leaders, to keep "tuned in" to both problems and opportunities.

8. Provide for adequate community facilities, including programs to meet social, cultural, and recreational needs. A complete planning program will be concerned with the adequacy of such basic community facilities as water supply, sewage disposal, refuse disposal, public safety, education, street maintenance, recreation, and the like. Attention must also be given to reserving appropriate sites to meet community needs in the future. In addition to community facilities, shelter and employment, non-material requirements are also important in meeting the full range of human needs. While the importance of education and recreation have become well-established and accepted, the need to provide cultural opportunities in the community is being increasingly recognized. The visual aspects of our environment, long overlooked by most American communities, needs considerably more attention than they have received in the past. Salem has a large number of buildings which are of architectural and historic interest. These represent an unusual community asset which can be quickly dissipated through neglect and indifference or strengthened through concern and protection. A policy of "concern and protection" is strongly recommended. Traditionally, responsibility for the cultural facets of community life such as the arts, theater, museums, music, etc., have not been a primary responsibility of local government. In today's society, however, local government and educational agencies must join with private and semi-public groups to make such facilities available.

9. Provide for safe and convenient circulation within the City and to points beyond. Salem is heavily dependent upon highway facilities and rail freight facilities. The local capacity to attract industry, jobs, and patrons to the central business area is directly related to achieving accessibility and reducing the problems of congestion. While meeting the needs of industrial and commercial uses, however, it is essential to protect the quality of residential areas by reducing or eliminating through traffic on residential streets.

10. Protect to the maximum extent possible and promote the best use of the remaining open spaces within the City. The City park lands, the streams, and bodies of water within and adjoining the City represent unique and irreplaceable natural features and assets. While much progress has been made in creating usable recreation areas and scenic park drives in the low areas of the City, particularly along Mud Digger Ditch, much potential remains to further increase open space recreational opportunities for City residents. All such development, however, must be in accord with sound environmental and ecological principles.

SECTION II

EXISTING LAND USE CITY OF SALEM

A basic element in any Comprehensive Plan is a survey and analysis of land use. Up-to-date data with respect to the City's existing pattern of development has implications for all elements of the Comprehensive Plan: (1) it provides an insight into the relationships among differing types of land use - residential, commercial, industrial, public and semi-public; and (2) it is essential in making decisions with respect to future land use requirements and development, in analyzing the City's streets and circulation needs, and in evaluating governmental, recreational, utility and other community facility requirements. This section of the report includes an Existing Land Use Map and a summary and analysis of pertinent data and factors relating to Salem's pattern of land use.

The Existing Land Use Map shows the types and location of land uses in Salem as of March, 1973. The Land Use Map included in the 1962 Comprehensive Plan, was completed in 1961. The Map and the information relating to the City's development pattern was revised on the basis of field surveys, air photographs and tax maps. Also helpful was information relating to land use made available by the Salem County Planning Commission. The Comprehensive Plan for Salem County contains a generalized map on existing land use and maps and analyses relating to the capabilities of the City's and County's land for urbanization and other uses.¹

Salem has a diverse and balanced land use pattern.

As would be expected in a City which serves as a County Seat and as the center of a sizable but still predominantly rural area, the City has a varied range of housing, a central business district which serves also the needs of the surrounding area, and a large area devoted to industry. Salem's historical heritage, dating back to 1640, is evident in the number of old buildings which still are located in the central area. Among the City's important planning considerations, therefore, is the preservation of these historic buildings.

While the City lies in the path of the southward expansion of the intensively developing Wilmington urbanized area to the north, it and the immediately surrounding area has not yet experienced major, direct development pressures. Salem, in a recent report prepared by the State which contains profiles of New Jersey's municipalities, is classified as a "rural center", that is, as a high density core area with surrounding rural municipalities.² On the map which accompanies the report, the City is shown

¹Salem County Planning Board, "A Plan for Comprehensive Development", November 1970.

²New Jersey Department of Community Affairs, "New Jersey Municipal Profiles, Intensity of Urbanization", 1972.

adjoining an area to the west and north termed "suburban-rural", or as rapidly developing with large tracts of land still available for development.

Examination of the Existing Land Use Map shows that Salem's development, with few exceptions, is still located generally north of the new Grieves Parkway and Mud Digger Ditch. As can be seen by Table I which follows, much of the City's area is still shown as vacant or developable (about 20 percent). The lands shown in this category are developable areas in private ownership and do not include the large open areas acquired by the City. The open land in both public and private ownership constitutes over 50 percent of the City's total area. Most of Salem's area south of the Parkway has not developed to-date because of the absence of major regional growth pressures, the impact of Mud Digger Ditch and adjacent marsh areas which have tended to act as a barrier, and the lack of utilities. While the influence of Mud Digger Ditch has been greatly reduced by the recent reclamation of land through the Town Bank project and the construction of the Parkway, the demand for new housing to-date, other than for that necessary to relocate City residents, has continued to be rather limited and could thus be met in the northern part of the City already served by essential utilities.

Table I contains a summary of the amounts and proportions of the City's areas which are devoted to differing classes of land use. The acreage figures are approximations and are not intended to be precise amounts.

Changes in the past decade include new housing and a new school.

While there has been no major modification in the overall shape of the City's pattern of land use since the 1962 Comprehensive Plan, significant changes which have occurred include the following:

1. Several formerly substandard residential areas have been cleared in accordance with the proposals of the Comprehensive Plan relating to Urban Renewal and are no longer in residential use. These include a sizable section north of Broadway between Front and Fourth Streets, the area between Fifth and Market Streets, and other scattered smaller locations. The dwelling units demolished constituted a substantial part of Salem's substandard housing. Over 1,300 were reported substandard in the 1960 Census; over 400 are estimated as remaining substandard according to the City's 1972 Workable Program.
2. Additions to Salem's housing stock included two public housing developments (totally 204 new dwelling units), a 54 unit high rise apartment project for the elderly, and a small number of additional private homes.
3. There was a net loss of over 400 dwelling units between 1960 and 1970 according to the recent Census. In terms of the land area devoted to residential use, however, the decrease was in part offset by new areas developed residentially.

TABLE I
EXISTING LAND USE
CITY OF SALEM

<u>Class of Land Use</u>	<u>Approximate Acreage</u>	<u>Percent of Total</u>
Residential	450	24.7
Commercial	55	3.1
Industrial	90	4.9
Public	360	19.7
Semi-Public	60	3.3
Streets	145	7.9
Creek and Marsh ¹	315	17.2
Vacant or Developable	350	19.2
	<hr/>	<hr/>
TOTAL	1,825	100.0

¹Marsh relates to submarginal land not in municipal ownership.

4. There were several important changes in the commercial land use pattern, including in the Central Business District, the construction of a shopping center in the interior of the block bounded by Market Street, Fifth Street, Broadway and Griffith Streets, the extension of business along the west side of Fifth Street north of Broadway, and the addition of a motel on the south side of Broadway, east of Walnut Street. A number of former small business uses were demolished. Most of these commercial changes were effected in conjunction with the City's Urban Renewal program referred to above.
5. The large area predominantly occupied by substandard residential uses north of Broadway and east of Front Street, cleared through Urban Renewal, was made available for industrial expansion and is now used for that purpose.
6. Significant additions to the City's street and circulation pattern, with important implications for land use, were the construction of the Grieves Parkway south of the major developed portion of the City, the extensions of Front, Third and Elm Streets to intersect with this new facility, and new and improved off-street parking facilities. A sizable parking area was constructed in conjunction with the new shopping center north of Broadway and east of Fifth Street, and a new parking lot was established adjacent to the municipal building which displaced a former lumber yard.
7. Also, a number of improvements were made with respect to Salem's complement of community facilities including: construction of a new \$2,745,000 high school, the new apartment facility for the elderly referred to above, a new fire house, a new YMCA, a marina, and the sizable expansion of the City's park and recreational facilities, largely on lands reclaimed by the Town Bank project and including a public swimming pool. In addition, a new public works office, a street department garage, and water treatment plant were constructed.

Nearly all of Salem's homes are concentrated in the northern portion of the City.

Residential land use comprises approximately 25 percent of Salem's total area, and over 50 percent of the developed portions of the City. There are about 2,600 housing units. In the County as a whole, approximately eight percent of the County's total land area is developed, and 57 percent of the developed land is devoted to residential use. Most of the County's total land area is farmland.¹

The City's pattern of residential development is characterized by a compact concentration of diversified housing, surrounding the Central Business District except for the area to the northwest which is predominantly industrial, and lying north of the Parkway and Mud Digger Ditch. The only residential developments south of the Parkway to-date

¹ County Planning Board, County Plan, ibid.

are two single family developments along Chestnut Street (totalling approximately 150 homes), a small development west of Yorke Street, and the Yorke Manor and new Chestnut Arms apartment projects. Except for the Chestnut Arms apartments and several additional single family homes, all of this development existed in 1961. Other recent residential construction includes the West Broadway public housing development located south of Broadway and east of South Front Street, the Keasbey Street public housing development north of Broadway, and a small residential area at Kent Street north of the Parkway.

There are several distinct patterns of residential use.

Salem's residential development pattern can be classified into three general types:

- (1) Those areas which are characterized by varied housing types and small lot sizes, and which include single family detached homes, semi-detached homes, attached or row homes, and small traditional or converted multiple dwellings or apartments;
- (2) Several predominantly single-family sections, including the newer all single-family developments south of the Parkway; and
- (3) The more recent apartment or townhouse-type developments. These include the two public housing projects and Chestnut Arms, and serve to offset the City's net loss in total housing units through Urban Renewal referred to above.

There also are some apartment units built over stores in the Central Business District.

Most of the development in the established northern portion of the City falls into the first classification. These generally are the areas classified R-2 Residence in the Zoning Ordinance, which provide for a wide variety of housing types. The street pattern in this highly developed portion of the City is the traditional gridiron pattern with most streets either perpendicular or parallel to Broadway, the major east-west axis. The lots here are characterized by widely varying and generally small size. Most are sub-standard by today's standards. Lot widths range from 16 feet in the case of semi-detached and attached structures to 30 feet or more for detached homes in sections such as the Hedge, Carpenter and Thompson Street area. Lot depths also vary widely and many of the detached homes are on lots as small as 3,000 or 4,000 square feet in area.

There are several predominantly single-family detached home sections north of the Parkway. These include a sizable area north of Broadway and generally east of Ninth Street and an area south of the Central Business District north of the Fenwick School. The lot widths and depths for these areas also vary greatly and typical lot widths are 40 and 50 feet with some larger. Lot sizes range from about 4,600 square feet to 7,500 square feet and up in the Johnson Street area. These single family residential areas generally are those which are now zoned R-1. In the single family sections south of the Parkway the street patterns, for the most part, are curvilinear and the lot widths are 60 or 65 feet with most lot sizes 7,500 square feet and up. Most of the remaining undeveloped area north of the Parkway is zoned R-2 which is consistent with the proposed

planning objective of providing for a diversified housing supply. Large areas south of the Parkway are zoned R-1. There is at present no zoning district specially designed for apartment development. It should be noted also that development in these areas and on other lands classified in the plan as marsh or open space is subject to the State's regulations governing wetlands.

Salem's Commercial Uses generally are located in the Central Area.

Commercial development occupies about three percent of the City's total land area. Most of this is concentrated in the Central Business District, extending generally along Broadway from Fourth Street to Eakin Street and along several side streets for about one block. These include Fifth, Market, New Market, and Walnut Streets. There are a number of other uses located along East Broadway and in other locations, but the City's residential areas are relatively free of commercial use. This, of course, reflects the impact of the Zoning Ordinance. The present zoning contains three commercial classifications: a C-1 Retail Commercial District, applied generally to the Central Business District; a C-2 General Commercial District, applied to the easterly segment of East Broadway and in several other small locations; and a RLC Residence-Limited Commercial classification, applied in several transitional locations, for example, on Market Street north of Broadway.

The retail and personal service establishments which are located in the Central Business District include, in addition to the food store and the several retail stores which comprise the new shopping center, the following:

- 3 General Merchandising Stores
- 9 Restaurants and Other Eating or Drinking Establishments
- 12 Apparel Stores
 - 1 Beauty Shop
 - 3 Barber Shops
 - 3 Drug Stores
 - 3 Food Stores
 - 3 Jewelry Stores
 - 2 Service Stations
 - 2 Automotive Sales or Service Establishments
 - 4 Furniture Stores
 - 2 Hardware Stores
 - 3 Banks and Savings and Loan Establishments
 - 1 Bakery
- Approximately 30 Other Retail Stores, Business Offices, Agencies or Establishments

There are in addition, many professional offices in this area consistent with Salem's role as the County Seat and business and financial center of the area, and a newspaper publishing establishment, hotel, motel, and bowling alley.

Outside the Central Business District there is a concentration of highway related and other uses on East Broadway east of Linden Street, a small concentration in the vicinity of Front Street and Broadway, and small groupings at Ninth and Grant Streets and at Chestnut and Oak Streets. Most of the uses outside the central area are automobile-oriented uses such as service stations or sales establishments; contractors and wholesale uses. There also is a cafe, a playhouse and a number of commercial activities accessory to dwellings. The commercial complex at Front Street includes a large supermarket and a group of service stations.

There has been a reduction in the number of business uses since 1960. This decline, resulting in part from the City's Urban Renewal Program, is reflected in the U. S. Census of Business reports, the details of which will be included in the Economic Analysis section of the planning study. While there was a net drop in the number of commercial uses, it should be noted that the Central Business District was enhanced by several significant recent additions, including the shopping center, the new uses along Fifth Street and the motel. Major problems which still exist relate to the general obsolescence of a number of businesses and traffic congestion. Strides, however, have been made with respect to the latter with the construction of the parking lot adjacent to the Municipal Building and the provision of additional parking facilities in other locations, including the shopping center.

Salem's Industry is located in the northwest along the River.

The major concentration of industrial use lies generally west of Fifth Street, North of Broadway, and west of South Front Street along the Salem River and Fenwick Creek. Located in this industrial district are all of the City's largest industrial firms. These include Anchor-Hocking Glass, Gayner Glass and Heinz Canning. See Table II.

TABLE II
MAJOR INDUSTRIES AND EMPLOYMENT - 1960-1970
SALEM AREA

COMPANY	1960 EMPLOYMENT	1970 EMPLOYMENT	% CHANGE
Anchor-Hocking	1,868	1,357	27.4
Gayner	275	280	1.8
Mannington Mills	524	622	18.7
H. J. Heinz	180	235	30.6
TOTAL	2,847	2,494	- 12.4

Source: Housing Market Analysis for Salem, Edward A. Mitnick, 1971.

Several small textile factories, storage establishments, auto parks and other quasi-industrial uses are located in other locations. Most of the large industrial complex is zoned M-2, General Manufacturing and this district extends along the Fenwick Creek from the Salem River to Hubbell Street. The portion of the major concentration south of Griffith Street and a small area south of Pledger Avenue are zoned M-1, Light Manufacturing. There also is a sizable area south of the Parkway and generally west of Second Oak Ditch which is zoned for future industrial use.

Approximately five percent of the City's area, roughly 90 acres, is now devoted to industrial use. This is larger than the amount devoted to this use in 1960 due to the acquisition for industrial reuse of the large area south of Griffith Street east of Front Street, referred to above, through Urban Renewal.

While the newly acquired areas have permitted the much needed industrial expansion of existing industry, the problem of providing extensive additional tracts elsewhere suitable for the demands of modern industry still remains. As was indicated above, a large area south of the Parkway is now zoned for industrial use, but much of this area east of Tilbury Road has been acquired by the City and is designated City Park. Also, most of this entire industrial area is shown on the Composite Suitability Map of the County, prepared as part of the County Plan, as being best suited for open space.¹

Salem's public and semi-public uses include several major additions.

The City's complement of public facilities includes the City and County office buildings, a new high school, an elementary and middle school, the municipal and county parking lots, the new parking lot replacing the lumber yard, the new public swimming pool, several recently erected playgrounds, basketball courts, softball fields, a large City Park area, the Street Department garage, a new public works office, and the City's sewage, water treatment and refuse facilities, including a new overhead water storage tank. The area of the City devoted to public use represents over 350 acres and close to 20 percent of Salem's total area. By far the largest portion of this area is undeveloped and is comprised of the submarginal land purchased by the City and designated City Park. Most of this land along Mud Digger Ditch and Second Oak was marshland in need of drainage when acquired. Considerable progress has been made in reclaiming this land and in improving the City's recreational facilities. As Salem's population increases undoubtedly additional land will be needed for certain types of public purposes. The need for a new municipal building, for example, has been long recognized. These needs will be discussed in more detail in the subsequent report on Community Facilities.

¹County Planning Board, *ibid.*

Approximately three percent of Salem's land is devoted to semi-public use. These uses include private schools, churches, public utility buildings, cemeteries, clubs, the Little League park, the marina, and other non-public tax-exempt or privately owned community facilities. The City's semi-public facilities provide important and much needed services for the community as a whole.

Large areas of the City remain vacant or in privately owned marsh land.

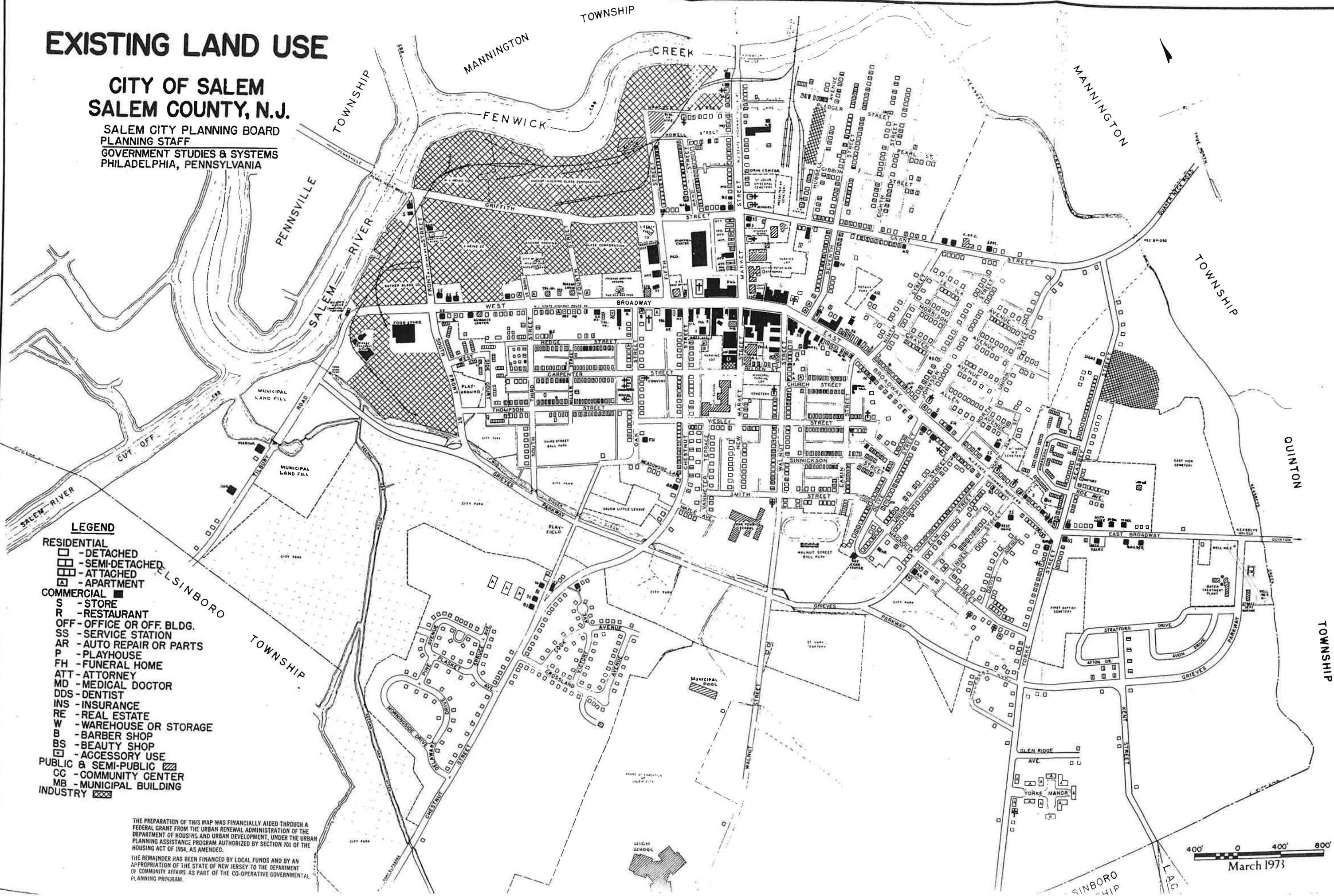
Close to 20 percent, or 350 acres, of Salem's land is shown as vacant or suitable for future development. Creek, marsh and submarginal land not in municipal ownership constitutes 17 percent of the total area. As indicated above, large areas of Salem's open land, including much of the marshland, was acquired by the City. Nonetheless, the proportion of the City's area in private ownership and available for development is sizable, although not nearly as large as in 1961. The largest portion of vacant land lies south of the Parkway east of Walnut Street. Most of the areas shown vacant are shown as suitable for urbanization or agriculture on the County's Composite Suitability Map.¹ Since much of the land within the City is still tidal-marsh land and some areas shown vacant and developable may include wetlands, it is extremely important that these considerations be taken into account with respect to future development. This is particularly so in view of the low elevation of most of the City's land. While generally only land which exceeds five feet in elevation is appropriate for development, even in areas above this elevation the water table is too high for the satisfactory use of septic tanks. Regarding the importance of natural features, the County Plan report notes that the "awareness of the capabilities of the physical environment adds an important new set of values to the decision making process". "The expanding citizen concern over the use and misuse of our natural landscape is a plea that we must no longer allow economics to control every decision alone", continues the report. In general, the large areas of remaining developable land in Salem accents the need for keeping up-to-date the Comprehensive Plan to serve as a realistic guide in determining the best future use of these locations.

¹County Planning Board, County Plan, *ibid.*

EXISTING LAND USE

CITY OF SALEM SALEM COUNTY, N.J.

SALEM CITY PLANNING BOARD
PLANNING STAFF
GOVERNMENT STUDIES & SYSTEMS
PHILADELPHIA, PENNSYLVANIA



LEGEND

- RESIDENTIAL**
□ - DETACHED
▨ - SEMI-DETACHED
▤ - ATTACHED
▩ - APARTMENT
- COMMERCIAL**
S - STORE
R - RESTAURANT
OFF - OFFICE OR OFF. BLDG.
SS - SERVICE STATION
AR - AUTO REPAIR OR PARTS
P - PLAYHOUSE
FH - FUNERAL HOME
ATT - ATTORNEY
MD - MEDICAL DOCTOR
DDS - DENTIST
INS - INSURANCE
RE - REAL ESTATE
W - WAREHOUSE OR STORAGE
B - BARBER SHOP
BS - BEAUTY SHOP
□ - ACCESSORY USE
- PUBLIC & SEMI-PUBLIC**
CC - COMMUNITY CENTER
MB - MUNICIPAL BUILDING
- INDUSTRY** ▩

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

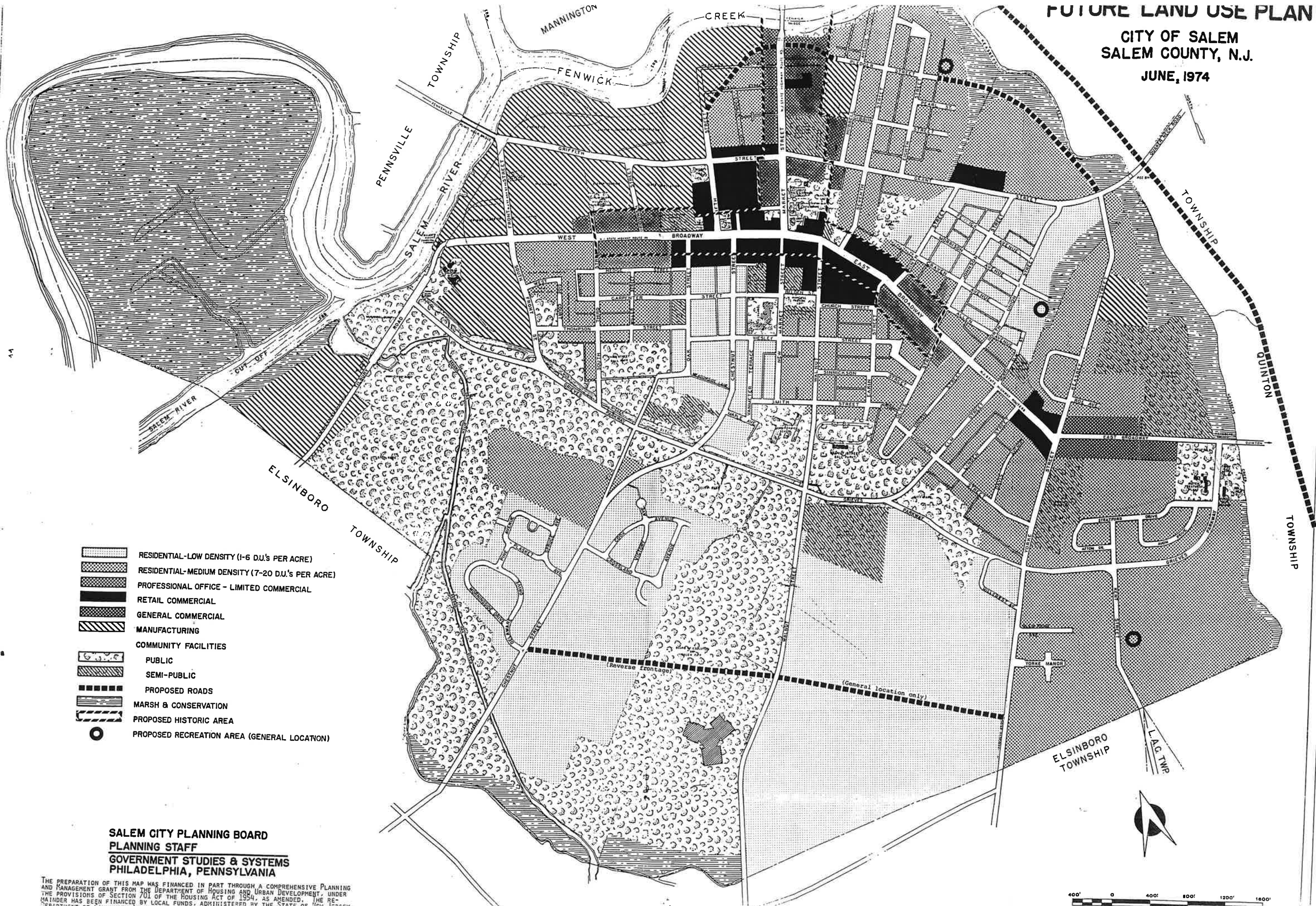
THE REMAINDER HAS BEEN FINANCED BY LOCAL FUNDS AND BY AN APPROPRIATION OF THE STATE OF NEW JERSEY TO THE DEPARTMENT OF COMMUNITY AFFAIRS AS PART OF THE CO-OPERATIVE GOVERNMENTAL PLANNING PROGRAM.

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March 1973

FUTURE LAND USE PLAN

CITY OF SALEM
SALEM COUNTY, N.J.

JUNE, 1974



SALEM CITY PLANNING BOARD
PLANNING STAFF
GOVERNMENT STUDIES & SYSTEMS
PHILADELPHIA, PENNSYLVANIA

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED. THE REMAINDER HAS BEEN FINANCED BY LOCAL FUNDS, ADMINISTERED BY THE STATE OF NEW JERSEY, DEPARTMENT OF COMMUNITY AFFAIRS AS PART OF THE HOUSING ACT OF 1954.

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SECTION III

POPULATION ANALYSIS AND PROJECTION

A. INTRODUCTION AND SUMMARY

Population studies, together with studies of land use, economic base, community facilities, and transportation are essential elements of comprehensive community planning. To be of maximum usefulness in determining future land use requirements and community service and facility needs, such studies must involve analysis of current population characteristics of City residents, past growth patterns in the City, and trends in the surrounding area. These analyses serve as the bases for projecting the number and characteristics of future population. It is desirable in making estimates of future development to admit that the estimates are uncertain and to design the estimates to be somewhat on the high side. The 1970 census came at a time in Salem's development to emphasize the negative aspects of urban renewal. Much land had been cleared but had not been fully redeveloped. Thus, with the loss of four hundred housing units, there was a sharp drop in City population from 8,941 to 7,648. However, the urban renewal process has strengthened the City's economic base potential and improved its patterns of land use. At present, there are two major housing developments underway, though authorizations for new construction have been temporarily halted by the State Department of Environmental Protection, pending sewer plant improvements. The winds from Washington are also blowing colder on established patterns of housing and urban development undertakings by public agencies. An additional uncertainty exists in the difficulty of comparing the 1960 and 1970 census returns. The 1960 census was taken by trained enumerators while in 1970 a mail-back procedure was used.

Regionally, the City is in the path of suburban expansion from Wilmington, the fringes of which reached Pennsville Township during the 1960s. This expansion is an underlying factor in the City's expected pattern of growth. With feasibility studies and financial resources being explored for improvement of the sewer plant, the City will soon have working plans for extension of the sewer service to accommodate further new development.

The City is estimated to have a capacity for about 5,340 housing units which would indicate a possible population of about 15,000 within its present boundaries, at the present average of 2.92 persons per housing unit. The City's population could double but such growth is not thought likely within the next fifteen to

twenty years. A summary table is provided on the following page showing overall expected growth to 1990 assuming about ten acres a year go into residential development after 1975.

Chart I shows the expected long term trend 1940-1990 for the City of Salem and the historic series 1940-1970 for Salem County in total and outside Salem City. The graph is drawn on graph paper on which changes in the slope of the line indicate changes in the percentage rate of growth.

Summary Table

Upper Range Population Projection 1960 - 1990

Salem City, New Jersey

A. General Trends

	1960	1970	1980	1990
Total population	8,941 ⁽¹⁾	7,648 ⁽¹⁾	9,197	10,823
Housing supply	3,027 ⁽¹⁾	2,619 ⁽¹⁾	3,320	4,160
Households	2,785 ⁽¹⁾	2,524 ⁽¹⁾	3,200	4,000
Population per household	3.21	3.02	2.87	2.71
Community school enrollment ⁽²⁾ Grades 1 - 12	1,872	1,807	2,003	2,367
% of population	20%	24%	22%	22%

B. Summary Age Distributions

Age Group	1960	Gain (%)	1970 ⁽³⁾	Gain (%)	1980	Gain (%)	1990
0 - 19	3,345	-7%	3,124	+11%	3,478	+14%	3,984
20 - 64	4,717	-15%	4,003	+21%	4,838	+21%	5,868
65 On	295	-7%	840	+5%	881	+10%	971
TOTAL	8,357	-11%	7,967	+16%	9,197	+18%	10,823

C. Racial Distribution

Population	1950	1960	1970 ⁽³⁾	1980	1990
Total	9,050	8,941	7,967	9,197	10,823
White	7,199	6,254	4,889	5,300	6,038
Black	1,851	2,687	3,066 ⁽³⁾	3,897	4,785

D. Total School Enrollment (Public and nonpublic, City residents only)

Year ⁽⁴⁾	Total Enrollments (1-12)			Occupied		Enrollments per dwelling			
	1-6	7-9	10-12	1-12	Dwellings	1-6	7-9	10-12	1-12
1950	940	345	230	1,515	2,767	.340	.125	.083	.548
1960	1,020	460	315	1,795	2,785	.367	.165	.113	.645
1970	995	466	357	1,818	2,524	.394	.184	.141	.719
Est. 1980	1,128	480	395	2,003	3,200	.352	.150	.123	.625

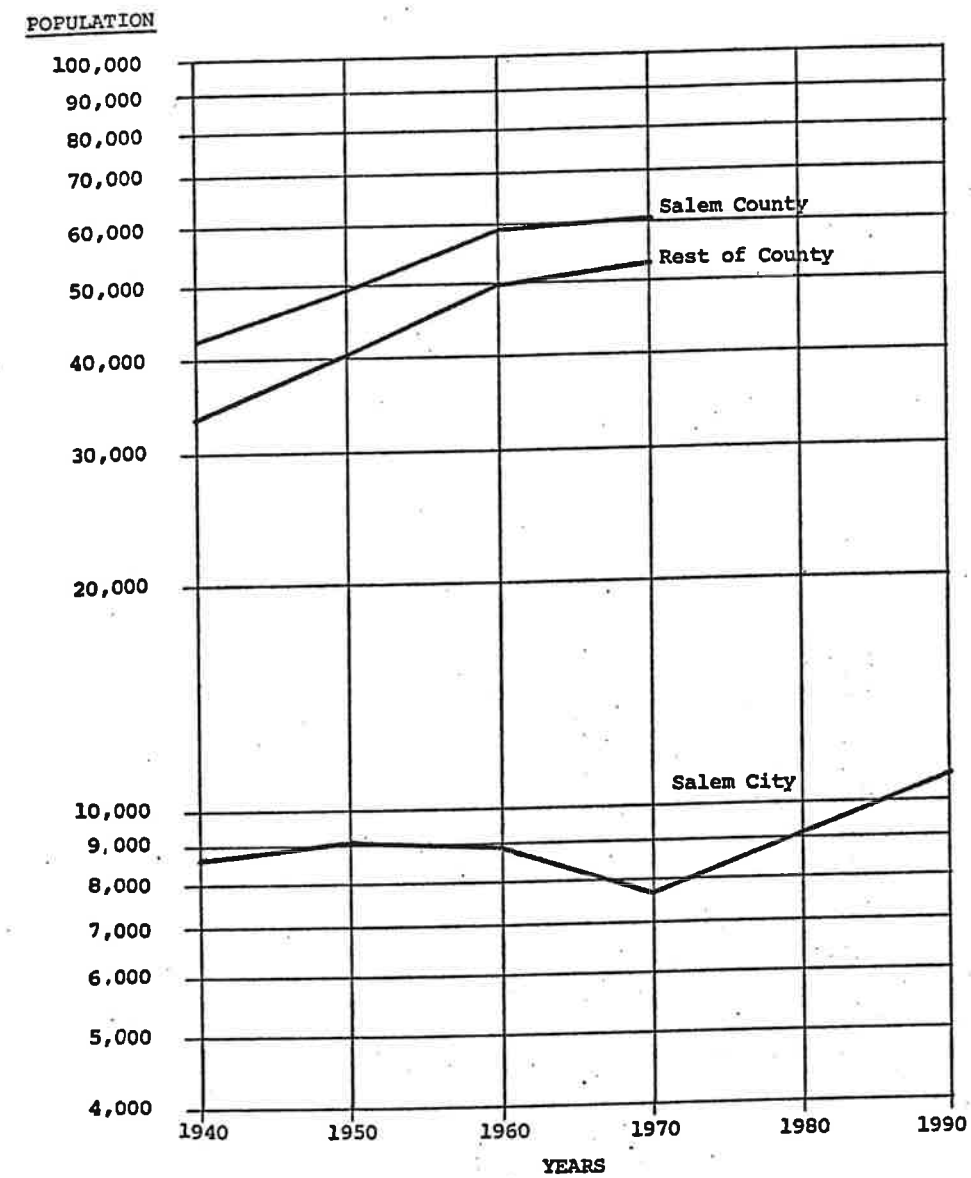
(1) Source: U. S. Censuses of Housing and Population

(2) Includes residents attending nonpublic school and excludes tuition students attending Salem City High School

(3) Including adjustments of census report. The 1970 census figures are 2,949, 3,871, 828, and 7,648 in total. The black population was reported to number 2,759 in total.

(4) Nominally for April 1 each year.

Chart I
 LONG TERM POPULATION TRENDS
 SALEM CITY AND SALEM COUNTY
 1940-1990



Source: U.S. Census 1940-1970. GSS estimates 1980, 1990.

B. REGIONAL DEVELOPMENT

Within Salem County, except for Pennsville Township, the decade of the 1960s was one of stable population totals. The County itself gained only 1,600 people, including the gain of 1,900 in Pennsville which was partly off-set by losses elsewhere.

Within this atmosphere of stability, different influences impacted in different areas. Within Salem City, urban renewal took a toll of about 400 housing units and the City accordingly registered a loss of population which amounted to about 1,300 people. Ordinarily, the loss of such a number of households would imply a loss of about 1,500 people in a City the size of Salem. The City thus has weathered this change in housing supply in good form. In addition, most of the lost housing units were substandard in high degree and their removal has permitted an important strengthening of the City's economic base. About 200 public housing units were built in the City during the decade but, if the census is correct, this construction was off-set by other housing losses.

Growth of the black population was also greatly moderated during the 1960s. The County's black population increased by about 300 to remain near 9,000 in total, while the gain in white population amounted to about 1,300 raising its total to about 51,100 from 49,800 people. Most of the gains in black population occurred in Quinton Township (180), Penns Grove (160), and Salem City (up by 100). These gains and losses are itemized in Table 1. Pennsville and Pittsgrove Townships showed the largest gains. Salem City, Penns Grove Borough, Oldmans and Upper Penn's Neck Township showed the greatest losses. Changes elsewhere were small. In Salem City's vicinity, small gains were registered in Lower Alloway's Creek Township and Quinton Township.

A stable growth rate of population amounts to about 1% a year with some variation. This amount of growth is about what one would expect from surplus of births over deaths (natural increase) and it compounds to a 10 or 11% ten-year increase. Thus it is apparent that Salem County, with a growth of 2.7 percent between 1960 and 1970, was an exporter of population to other areas. People on the move tend to be young adults so that net-out emigration impacts chiefly on the working age groups from 20 to 64 years of age. Table 2 has been drawn up to emphasize the changes in population after crude allowance is made for the passage of time. Data are shown for both the City and County but without formal calculation of birth and death estimates. The large numbers for migratory loss among those 65 and over are partly due to the fact that this age group covers an interval of 20 - 30 years while the other numbers refer to 5 or 10 year age groups.

Table 2
Changes in Age Distribution
Relating to Migration
Salem City and Salem County, 1960-1970

<u>Salem City</u>				
Ages	Population	Population	Ages	Net Out-Migration*
<u>1960</u>	<u>1960</u>	<u>1970</u>	<u>1970</u>	<u>1960-70</u>
0-4	1,004	778	10-14	226
5-14	1,353	1,236	15-24	117
15-24	1,149	770	25-34	379
25-34	1,038	765	35-44	273
35-44	1,281	989	45-54	292
45-54	1,082	809	55-64	273
55 on	1,685	828	65 on	430*
(65 on 895)				1,990

<u>Salem County</u>				
Ages	Population	Population	Ages	Net Out-Migration*
<u>1960</u>	<u>1960</u>	<u>1970</u>	<u>1970</u>	<u>1960-70</u>
0-4	6,581	6,378	10-14	203
5-14	11,773	9,416	15-24	2,357
15-24	8,175	6,932	25-34	1,243
25-34	7,348	7,020	35-44	328
35-44	8,338	7,779	45-54	559
45-54	6,938	6,032	55-64	906
55 on	9,558	5,607	65 on	2,000*
(65 on 4,908)				7,799

*The only allowance made for deaths is to attribute about 50% of the loss in the oldest cohort to this cause.

C. CAPACITY DEVELOPMENT

About 350 acres generally south of Grant Street are vacant or developable in the City at the present time, with 323 acres considered suitable for residential use. About 57 are partly under construction in apartment and single family design in the Chestnut Arms and Salem Square Developments with 478 units eventually to be provided. In the aggregate these two developments will achieve a density of 8.4 units per gross acre. If it is assumed that the remaining 266 acres of vacant and developable land are eventually developed to the same average density, allowance should be made for an additional 2,240 units.

This allowance is somewhat larger than that made ten years ago when apartment construction was less common than in the past few years. The former estimate of capacity totaled 4,919 units as compared to the estimate of 5,340 derived in Table 3 which itemizes a long run estimate of dwelling unit capacity based on current information and proposals.

Table 3
Estimate of Long Run Capacity Development
Salem City

	<u>Housing Units</u>
Housing supply 1970	2,619
Building permit authorization 1970-72	6
Large scale developments underway	
Chestnut Arms	224
Salem Square	254
Open Land - 266 acres at 8.4 units/acre	<u>2,237</u>
Housing Unit Capacity	5,340
Population per housing unit (1970)	2.92
Population	15,600

The above estimate of capacity development is probably a maximum. The current trend in population has been downward so that it is unlikely that capacity development would be reached in the foreseeable future. Over the very long run, it is likely that industrial and commercial expansion will continue so that there may be some net loss from the present standing stock of housing.

D. DYNAMICS OF CITY DEVELOPMENT

The growth or decline of a community's population relates closely with changes in its housing supply. For a population approximately to hold even, some gain in housing supply is usually required. It would take about 150 new or displacement households a year to maintain the County's population at a level of 60,000. The County's net gain in household heads, 1960-70, was from 17,064 to 18,681, about 1,600, or about the same as the net population increase. Ordinarily, it would be expected that about 1,900 additional households would be required for a gain of 1,600 on a population of about 60,000. From this, it is inferred that perhaps 500-600 housing units were vacated by older singles and couples and re-occupied by younger couples and their children. This process would introduce no change in the number of households but would add to the population.

In Salem City, the processes of population growth reach an additional level of complexity in that the white population has been declining while the black population has been growing. The 1970 census unfortunately does not routinely provide a data base to match this additional complexity in places of less than 10,000 population. What is needed are racial distributions of housing occupancy by housing type (apartment, single, family) and of the population by age. (The available printed age distributions are by sex, and the available printed housing distributions are by tenure (owner-renter)). Thus, it is necessary to calculate estimates not inconsistent with what has been reported.

Reports on population data come both from the census and from the City Board of Education. As of 1970, these reports were reasonably consistent. At the current time, however, enrollments particularly of black pupils at the primary level have not declined in a way that would confirm the census report of a sharply reduced pre-school population. It is believed that the census under-reported the pre-school population as of 1970 by about 150.

There is another complexity which is involved in comparing the 1960 and 1970 census returns. In 1960, the two main components of population were classified as white and non-white. As of 1970, population figures for small areas are reported as "Total" and "Negro". In this report, the term "White" will be used to refer to 1960's statistics on white population and to 1970's statistics on non-black population; and the term "Black" will be used to refer to 1960's statistics on non-white population and 1970's statistics on negro population. The detailed distributions for both years are shown in Table 4 which follows.

Table 4
Racial Distribution of Population
Salem City, 1960-1970

	<u>1960</u>	<u>1970</u>
White	6,254	4,862
Negro	2,661	2,759
Other	26	27
TOTAL	8,941	7,648

Source: U. S. Censuses of Population, 1960, 1970

The estimated age distributions of the main racial components of the City's population for 1960 and 1970 are shown in Table 5. In 1960, the figures are as reported. In 1970, the age distribution of the City's negro population was reported only for three of the City's four census tracts. The reported figures were summed up and percentages taken to give a relative age distribution. These percentages were then applied to the reported total, with additional adjustment made to conform to school enrollment data as of 1973.

Table 5
Estimated Age Distributions by Race, 1960, 1970
Salem City

<u>Age</u>	<u>White</u>		<u>Black</u>	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
0-4	594	406	410	270 ⁽¹⁾
5-9	550	378	303	419
10-14	597	399	252	379
15-19	449	449	174	249
20-24	372	411	154	127 ⁽²⁾
25-34	671	519	367	251 ⁽³⁾
35-44	908	510	373	255
45-54	799	660	283	329
55-64	594	582	196	227
65 on	720	575	175	253
TOTAL	6,254	4,889	2,687	2,759 ⁽⁴⁾

GSS adjusted estimates: (1) 445; (2) 220; (3) 290; (4) 3,066

GSS employs a population forecasting model which it has developed over the past few years to meet planning needs of the communities it serves. Information on a community's 1960 population is entered along with data on changes in its housing supply. The model is then run as many times as necessary, or calibrated, to create a reasonably close estimate of the community's 1970 population by adjusting the statistical averages of population development.

The population forecasting model has been calibrated to take Salem's age distributions for 1960 and to arrive at the adjusted 1970 age distributions on the basis of average population changes over time as modified by growth of Salem City's housing supply. The November 1969 issue of the Journal of the American Institute of Planners includes an article by the writer which describes this techniques in greater detail.¹ As already indicated, it has been necessary to estimate the racial distribution of population by type of housing occupied (single family, apartment; or 3+ bedroom, other); the data are hard to work with, but the upshot is an estimate that during the 1960s, the white population vacated about 185 single family homes and 125 apartments while the black population vacated, possibly 100 apartments and newly occupied about 150 single family units.

The reported distributions by race and tenure are given in Table 6. In interpreting these data, it should be remembered that about half the rental units are single family units. There were no condominiums (owned apartments) reported as of 1970.

Table 6
Households by Race and Tenure, 1960, 1970
Salem City

	1960				1970		
	<u>White</u>	<u>Black</u>	<u>Total</u>		<u>White</u>	<u>Black</u>	<u>Total</u>
Owner occupied	959	223	1,182		899	245	1,144
Renter occupied	1,068	535	1,603		817	563	1,380
Total	2,027	758	2,785		1,716	808	2,524
Vacant	---	---	252		---	---	95
Total housing units (Yr. round)			3,037				2,619

Source: U. S. Censuses, 1960, 1970

¹Arnold R. Post, Mobility Analysis, A Research Report.

It has been assumed that new private housing will be more apt to be within the means of white population so that the increased rate of new construction is expected to reverse the decline in white households which was reported by the 1970 census. An allowance of 4% for vacancies has been made. It is anticipated that the proportion of black households will continue to increase but at a reduced rate of 3% per decade.

Table 7
Estimated Housing Trends, Salem City, 1970-90

A. Growth of the Housing Supply

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
Total Units	2,619	2,900	3,320	3,740	4,160
Single Family	1,800	1,857	2,050	2,240	2,430
Apartment	819	1,043	1,270	1,500	1,730

B. Racial Distribution of Households

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
Total Households	2,524	2,800	3,200	3,600	4,000
White	1,716	1,870	2,090	2,310	2,530
Black	808	930	1,110	1,290	1,470
% Black	32%		35%		38%

The anticipated distribution of households by housing type and race is shown in Table 8.

Table 8
Estimate of Households by Race and Housing Type, 1970-90

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
White Households	1,716	1,870	2,090	2,310	2,530
Single Family	1,109	1,120	1,220	1,320	1,420
Apartment	607	750	870	990	1,110
Black Households	808	930	1,110	1,290	1,470
Single Family	612	680	780	880	980
Apartment	196	250	330	410	490

As noted previously, the City's households declined during the 1960s. Black households nonetheless showed an increase of about fifty, raising the percentage of black households from 26 to 32 percent. It is anticipated this process will continue mainly within the standing stock of housing. Growth in the number of

white households will depend more on the rate of new construction.

Table 9 itemizes expectations in the development of the City's population. This table, while quite detailed, represents a feasible pattern of population development within the context of Salem City's present situation and regional position. The data given for 1970 include adjustments made to reconcile the census and school reports. The data refer nominally to April of each year, the census month.

In November, 1972, an estimate of prospective school enrollment was prepared in anticipation of the possible completion and occupancy of Chestnut Arms, Salem Square, and a 39-unit public housing proposal by September 1974. These projects were planned to provide 517 additional housing units. A base estimate was also prepared assuming no change in housing supply. Without housing supply increase, it was estimated that local enrollment (in any school) would decline by about 125 pupils between 1970 and 1975 to about 1,824. With the gain of 517 units, it was estimated that this enrollment would rise to 2,030 pupils.

Since November, new development has been curtailed both by the stipulations of the Department of Environmental Resources and by the changing policy emphasis and categorical housing programs of the Federal Government. The estimate of housing gains, 1970-74, has therefore been reduced and, with it, the estimate of community enrollment so that the previously published figures are not now anticipated before 1976. Table 9C itemizes prospective community enrollments. These enrollment estimates are derived on the basis of statistical relationships derived from census material. For purposes of comparison, the reports of the Board of Education are also shown for 1969-70 (April) and 1972-73 (September).

A. Total Population Age Distribution

Ages	Reported 1960	Adjusted 1970	1973	1975	1980	1985	1990
0-4	1,004	851	882	906	946	973	997
5-9	853	797	826	847	979	1,010	1,036
10-14	849	778	762	766	833	985	1,013
15-19	623	698	691	687	720	806	938
20-24	526	631	644	649	705	701	774
25-34	1,038	809	988	1,078	1,364	1,569	1,615
35-44	1,281	765	774	816	997	1,269	1,533
45-54	1,082	989	929	896	883	937	1,104
55-64	794	809	841	840	889	864	842
65 on	895	840	837	854	881	942	971
Total	8,941	7,967	8,174	8,339	9,197	10,056	10,823

Households

Total	2,785	2,524	2,686	2,800	3,200	3,600	4,000
Single Family	1,755	1,721	1,767	1,800	2,000	2,200	2,400
Apartment	1,030	803	919	1,000	1,200	1,400	1,600

B. Population Characteristics

	1960	1970	1973	1975	1980	1985	1990
Population per household	3.21	3.15	3.03	2.98	2.87	2.93	2.71
Effective birth rate (1)	22.6	21.4	21.5	21.8	20.6	19.4	18.5

C. Community School Enrollment (2)

Grades	1960	1970	1973	1975	1980	1985	1990
Kindergarten	147	134	136	142	164	169	173
1-8	1,374	1,275	1,277	4,303	1,457	1,616	1,663
9-12	498	533	527	509	546	617	708
Total K-12	2,119	1,942 (3)	1,940 (3)	1,954	2,167	2,402	2,544

(1) 20% of population under 5 per 1,000 total population.

(2) Includes about 80 to 100 residents enrolled in nonpublic school and excludes about 484 tuition students in high school (Sept. 1972). Calculated on basis of state average distribution of students by age and grade, 1970.

(3) Public school resident enrollment September 1972, including non-graded pupils:

	April 1970	September 1972
Kindergarten	153	137
1-8	1,270	1,274
9-12	434	449
	1,857	1,860

SECTION IV

HOUSING

In the Salem Comprehensive Plan of 1962, the City Planning Board identified substandard housing conditions as the biggest and most important planning problem confronting the City. The Plan emphasized that bad housing not only had detrimental effects on the health and safety of occupants, but also was detrimental to all residents of the City in terms of increasing costs for municipal services, decreasing rates, and a decline in the image and prestige of the City. An action program to eliminate substandard housing was among the strongest recommendations of the Plan, including appointment of a renewal agency, participation in federal housing renewal programs, and establishment of a strict code enforcement program. In 1973, some eleven years later, Salem can point with satisfaction to many accomplishments in the housing field. As recommended in the 1962 Plan, a Housing Authority was established, and under its direction, three of the five areas identified in the Plan as having "extensive substandard housing conditions" have been cleared. This clearance has made possible new residential construction, new commercial development, and industrial expansion. Following Plan recommendations, the State Housing Code was adopted and a full-time Housing Officer appointed to administer its provisions. Revisions were made to the building, electrical, and plumbing codes to strengthen requirements to assure safe and sanitary living conditions. It is the purpose of this Section of the City Plan to indicate, as objectively as possible, the progress which has resulted from these actions since 1962, and to identify by Census of Housing Data, City Housing Records, and field observations the dimensions of the task remaining to eliminate substandard housing conditions in Salem.

Public Housing and Code Enforcement Responsible for Improved Housing

An analysis and comparison of 1960 and 1970 Census of Housing data indicates clearly that there has been a great improvement in the quality of housing in Salem City since 1960. Salient changes in the quality of the housing supply are itemized in Table 1. The number of units lacking basic facilities has been reduced by several hundred; and a substantial number of new units have been added to the housing supply, principally as the result of public housing programs and construction. Urban renewal procedures have resulted in the removal of about four hundred substandard units, making way for a strengthening of the City's economic base through the expansion and modernization of industrial and commercial locations. In addition,

Table 1

Indicators of Housing Quality, 1960-70

	<u>1960</u>	<u>1970</u>	<u>Change</u> <u>1960-70</u>
<u>Total Housing Units</u>	3,037	2,619	-418
<u>Plumbing Facilities</u>			
units lacking some facilities	660	94	-566
units without private bathroom	845	119	-726
units without flush toilet	279	15	-264
units without tub or shower	714	71	-643
units without piped water supply	48	3	- 45
<u>Kitchen Facilities</u>			
units without full facilities	n.a.	26	--
<u>Central or Built-in Heating</u>			
units without same	1,015	493	-522
<u>Age of Structure</u>			
less than 10 years	129	331	+202
10 to 19 years	310	195	-115
20 years or more	2,598	2,093	-505
% less than 20 years old	14.5%	20.1%	
<u>Households</u>			
<u>Crowded Units</u>	204	162	- 42
<u>Households in Poverty</u>	--	427	--
<u>Public Housing Units</u>	--	204	--
<u>Population in Poverty</u>	--	1,190	--
related children under 18	--	439	--

NOTES:

Plumbing Facilities include hot and cold piped water supply with indoor flush toilet and bath or shower for exclusive use of occupants of unit. Complete Kitchen Facilities include the following for exclusive use of occupants of unit: (1) an installed sink with piped water; (2) a range or cookstove; (3) a mechanical refrigerator. Units are Crowded if occupied by more than one person per room. Poverty Level Incomes depend on family size, sex and age of family head, number of children, and farm or non-farm residence. The data relate to 1969 income and for an urban family of four would amount to about \$3,743.

some two hundred to three hundred units have been provided with adequate plumbing or built-in heating facilities, indicating the role played by code enforcement, rehabilitation, and perhaps the generally improved level of economic activity during most of the decade. However, even with these efforts, the City still has serious housing problems. Some four hundred units are still in substandard condition, according to inspections and reports of the City Housing Officer.

Until the recent moratorium on federal aid to housing, the Salem Housing Authority had plans to provide three-hundred-eighty-two (382) new units of public housing over the course of three years, either in projects, scattered house rehabilitation, or by federal programs in cooperation with private developers. Federal housing policy and funding, with the advent of revenue-sharing, has undergone sudden changes. New policies and funding have not been defined so that, for the moment, the best that can be said of present public housing plans is that they are lying fallow.

The present housing program has three active elements. The major element is in the private sector, involving completion of Chestnut Terrace Apartments which will eventually add two-hundred-forty-four (244) units to the housing supply. However, until sewage treatment improvements are made to conform with requirements of the State Department of Environmental Protection, activity will be restricted to completion of about half the proposed units. The development of Salem Square is similarly constrained. At Salem Square, several sample units have been built, though not yet connected to water and sewer services. Further construction activity on the site is, at the moment, in a state of abeyance. Construction of some one-hundred-fourteen (114) units has been authorized. When authorization is received from the Department of Environmental Protection, plans for an additional one-hundred-forty (140) apartment units may go forward.

Another element of the program to improve housing quality in the City is the housing rehabilitation program administered by the Salem County Community Development Program, financed by the State Department of Community Affairs. Salem City is the designated "target area" for this program. Under this program, funds are made available for housing repairs to persons of low income living in housing which fails to meet City Housing Code requirements. Homeowners and tenants are eligible for grants up to \$500 under this program, either on a matching basis, or an outright grant basis, depending on income. Since this program did not begin until June, 1973, it is not possible to evaluate its impact. The housing code enforcement program is the other major component of the City efforts to improve housing quality.

Several Neighborhoods Require Combination of Clearance and Rehabilitation

Map 1 represents an updating of the Neighborhood Analysis Map¹ prepared in 1967 for the Salem City Housing Authority, the designated Local Planning Agency for urban renewal programs in Salem. The principal changes since 1967 reflect the fact that the Industrial Park and Fifth Street Renewal Projects are no longer shown as project areas since both are virtually completed as regards clearance. Rehabilitation efforts in these areas continue. The North Market Street Renewal Area as shown on the Map has been defined in an application for funds in 1972², and was in the final stages of review and approval at the time of the funding moratorium. Within this area, there are blocks meriting clearance as well as others where rehabilitation will receive the major emphasis.

Two other areas are shown where clearance operations might appear appropriate. They are in the vicinity of Hedge Street west of Oak, and in the vicinity of Olive Street. Adjacent to these areas, rehabilitation with spot clearance of individual dwellings is appropriate. In addition, there are problem areas along the north end of Keasbey Street, Roe Avenue, and the east end of Magnolia Street. Housing Code enforcement, as an exercise of police power, must apply throughout the City; special code enforcement areas are not indicated.

The Census report of housing conditions by neighborhood and for the City as a whole, as reported by the 1970 housing census, are summarized in Table 2.

Dwelling Unit Size and Household Size Have Been Stable

Table 3 indicates the changes that have occurred in the housing supply with regard to units by number of rooms and households by number of people. In these respects, housing and household characteristics have been remarkably stable. In many communities, smaller units and smaller households have become much more common. In Salem, in 1970, as in 1960, about half the units had at least five rooms and contained no more than three people.

Table 3 also shows that half the household population lived in households containing four or more people. In some older communities, the "household size of the middle person" dropped sharply during the 1960s. This statistic about householders is not usually presented, but it serves a valuable purpose. Salem's median family size of

¹ Gerhsen Associates, City of Salem Neighborhood Analysis, June, 1967.

² Salem Housing Authority, North Market Street Urban Renewal Area, December, 1971.

CITY OF SALEM SALEM COUNTY, N.J.

SALEM CITY PLANNING BOARD
PLANNING STAFF
GOVERNMENT STUDIES & SYSTEMS
PHILADELPHIA, PENNSYLVANIA

HOUSING TREATMENT AREAS

	NUMBER OF HOUSING UNITS	
NORTH MARKET RENEWAL AREA	150	
EXTENSIVE CLEARANCE AREAS		
HEDGE STREET AREA	61	
OLIVE STREET AREA	84	
SPOT CLEARANCE AREAS		
①	8	
②	11	
③	7	
④	11	
TOTAL IN CLEARANCE AREAS	182	
INTENSIVE REHABILITATION		
CARPENTER STREET AREA	124	
CHURCH STREET AREA	65	
ELM STREET AREA	36	
TOTAL IN REHABILITATION AREAS	225	
TOTAL IN HOUSING TREATMENT AREAS	557	

NOTE: EXTENSIVE CLEARANCE DOES NOT EXCLUDE REHABILITATION.
BOUNDARIES OF AREAS ARE APPROXIMATE.

LAND USE LEGEND

- RESIDENTIAL**
- - DETACHED
 - ▤ - SEMI-DETACHED
 - ▥ - ATTACHED
 - ▧ - APARTMENT
- COMMERCIAL**
- S - STORE
 - R - RESTAURANT
 - OFF - OFFICE OR OFF. BLDG.
 - SS - SERVICE STATION
 - AR - AUTO REPAIR OR PARTS
 - P - PLAYHOUSE
 - FH - FUNERAL HOME
 - ATT - ATTORNEY
 - MD - MEDICAL DOCTOR
 - DDS - DENTIST
 - INS - INSURANCE
 - RE - REAL ESTATE
 - W - WAREHOUSE OR STORAGE
 - B - BARBER SHOP
 - BS - BEAUTY SHOP
 - - ACCESSORY USE
- PUBLIC & SEMI-PUBLIC**
- CC - COMMUNITY CENTER
 - MB - MUNICIPAL BUILDING
- INDUSTRY**
- ▨

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 201 OF THE HOUSING ACT OF 1954, AS AMENDED.

THE REMAINDER HAS BEEN FINANCED BY LOCAL FUNDS AND BY AN APPROPRIATION OF THE STATE OF NEW JERSEY TO THE DEPARTMENT OF COMMUNITY AFFAIRS AS PART OF THE CO-OPERATIVE GOVERNMENTAL PLANNING PROGRAM.

400' 0 400' 800'

March 1973

BASE MAP ADAPTED FROM ORIGINAL BY
SKINNER AND COMPTON, ENGINEERS AND
LAND SURVEYORS, SALEM, N.J.

CITY OF SALEM

Table 2

Housing Data by Neighborhoods - 1970

	<u>City Totals</u>	<u>Northwest Neighborhood Data</u>	<u>Northeast Neighborhood Data</u>	<u>Southwest Neighborhood Data</u>	<u>Southeast Neighborhood Data</u>
1. Total Housing Units	2,619	137	889	751	842
2. Vacant Units	95 (4%)	5 (4%)	29 (3%)	22 (3%)	39 (5%)
3. Owner Occupied	1,144 (45%)	49 (37%)	398 (46%)	350 (48%)	347 (43%)
4. Median Value	\$11,300	\$8,900	\$12,100	\$13,000	\$8,100
5. Renter Occupied	1,380 (55%)	83 (63%)	462 (54%)	379 (52%)	456 (57%)
6. Median Gross Rent (monthly)	\$86.00	\$59.00	\$63.00	\$64.00	\$65.00
7. Units Heated by Fireplaces, or Room Heaters	493 (19%)	56 (41%)	81 (9%)	123 (16%)	233 (28%)
8. Units 30+ Years Old	1,806 (69%)	108 (79%)	686 (77%)	465 (62%)	547 (65%)
9. Households in Poverty	427 (17%)	24 (18%)	192 (22%)	90 (12%)	121 (15%)
10. Median Family Income	\$9,668.	\$5,969.	\$8,944.	\$10,541.	\$8,365.

NOTE: Neighborhood data does not necessarily add to City totals due to sampling variability.

Neighborhood Boundaries:

Northeast: East of Market, North of Broadway

Northwest: West of Market, North of Broadway

Southeast: East of Market, New Market, Walnut, and South of Broadway

Southwest: West of Market, New Market, Walnut, and South of Broadway

2.7 persons, for example, may be interpreted to mean most people live in quite small households, which is not true. Most people in Salem City live in a household with four or more persons.

CITY OF SALEM

Table 3

Housing Units and Households

	1960	1970	Change 1960-70
Rooms per housing unit:	<u>Housing units</u>	<u>Housing units</u>	
1 room	77	18	- 59
2 rooms	83	72	- 11
3 rooms	284	260	- 24
4 rooms	463	467	+ 4
5 rooms	652	551	-101
6 rooms	681	631	- 50
7 rooms	414	327	- 87
8+ rooms	383	293	- 90
Total Housing Units	3,037	2,619	-418
Median Rooms per Unit	5.4	5.4	
Persons per Household:	<u>Households</u> <u>Persons</u>	<u>Households</u> <u>Persons</u>	<u>Households</u> <u>Persons</u>
1 person	479 479	582 582	+ 3 + 3
2 persons	811 1,622	731 1,462	- 80 -160
3 persons	523 1,569	393 1,179	-130 -390
4 persons	395 1,580	321 1,284	- 74 -296
5 persons	268 1,340	214 1,070	- 54 -270
6 persons	138 828	132 792	- 6 - 36
7+ persons	171 1,381	151 1,173	- 20 -208
Total	2,785 8,799	2,524 7,542	-261 -1,257
Median persons per household	2.7 ---	2.4 ---	
Household size of middle person	--- 4	--- 4	

Housing Costs Have Been Comparatively Low; Expected to Rise

Table 4 shows changes in the median value of owner-occupied units and median gross annual rent for renter-occupied units. The consumer price index is also tabulated, and it reflects national average changes in price level.

Table 4

Families by Income and Housing Rents and Values

<u>Income Classes</u>	<u>1960</u>	<u>1970</u>	
Less than \$1,000	106	42	
\$1,000 to \$1,900	139	53	
\$2,000	207	112	
\$3,000	235	103	
\$4,000	297	99	
\$5,000	303	167	
\$6,000	215	88	
\$7,000	155	133	
\$8,000	151	121	
\$9,000	90	186	
\$10,000	235	290	
\$12,000		209	
\$15,000	79	287	
\$25,000	12 ⁽¹⁾	37	
\$50,000 or more	---	---	
Total Families ⁽²⁾	2,224	1,927	
Estimated Aggregate Family Income ⁽³⁾	\$14.3 Million	\$18.6 Million	<u>Percent Change</u>
Mean Income	\$ 6,416	\$ 9,668	30.1%
Median Income	\$ 5,580	\$ 9,245	50.7%
			65.7%
Median Value Owner Units	\$ 9,700	\$11,326	16.8%
Median Gross Rent (Annual)	\$ 756	\$ 1,032	36.5%
Consumer Price Index			
All items	88.7	1.163	31.1%
Housing General	90.2	1.189	31.8
Rent	91.7	1.101	20.1
Ownership Costs	86.3	1.285	48.9

(1) Assumed average \$37,500 used to determine aggregate, mean, and status incomes.

(2) In 1960, the top income class was \$25,000 or more and mean income was not reported.

(3) From samples of families reporting income.

Since the gain in aggregate family income was no more than the change in price level would account for, this source of buying power remained about the same in terms of the volume of goods and services it could buy. Since the number of families declined, however, the averages of family income all showed "real" gains in terms of buying power.

Gross rentals took a smaller share of aggregate income, largely because of the decline in private rental housing which resulted from urban renewal operations. Average rentals increased substantially, partly because clearance operations removed so many low-rental, marginal or substandard units from the market. Average rentals, however, did not rise nearly as fast as average family income, perhaps reflecting the net out-migratory trend of population from the City.

The average value of owner units was very stable. This component of the housing supply was not as much affected by clearance operations, and only forty-five new single family units were added to the housing supply during the decade through new construction. The Federal Government's housing ownership cost index increased by forty-nine percent during the decade as compared to a seventeen percent gain in Salem's owner-occupied median value. This cost index includes purchase price, mortgage interest, taxes, insurance, maintenance and operation. The interpretation of local values in terms of the index possibly indicates that the price of owner units in Salem has not kept up with replacement costs, suggesting the existence of substantial housing bargains within the City. The fact that only nine units were reported as vacant for sale in 1970 strengthens this impression. The supply of owner-occupied units totaled nearly 1,150.

The persistent spread of population outward from Wilmington will eventually lead to a resumption of new residential development in the City. If deterioration can be stopped, the charm of the City's older areas will prove very attractive and market prices of existing owner units should tend more closely to approximate their replacement value, resulting in an upward trend in the price of owner-occupied units.

Future Prospects for Housing Improvements

The pace of continued improvement of housing conditions in Salem will depend upon the availability of federal housing aid programs, code enforcement, privately financed housing construction, and greater citizen participation in preserving sound neighborhoods. Planning implications of each of these components follows:

1. Federally Assisted Housing Programs. The moratorium on categorical aid programs was a severe setback to Housing Authority plans for additional low and middle income housing units, and senior citizen housing. The resumption of categorical aid, or its replacement with Special Revenue-Sharing, will largely determine the pace of housing improvement in Salem. Under the "hold harmless" provision of the proposed Special Revenue-Sharing legislation, it is anticipated that sufficient funds would flow to enable Salem to proceed with its North Market Street Renewal Project and, hopefully, to undertake some of the smaller areas requiring clearance as indicated in Map #1, Housing Treatment Areas. It is highly significant to note that administratively Salem is ready whenever federal funding is resumed. The Housing Authority is still in full operation, the Work Program for Community Improvement has been re-certified through January, 1975, and liaison has been maintained by the Housing Authority staff with the State and Federal officials who are responsible for administering housing programs.
2. Code Enforcement. Since adoption of the Housing Code in 1963, more than 5,000 individual housing inspections have been made, and the current rate continues between 500 and 600 each year. Approximately 3,700 Certificates of Occupancy have been issued since 1963. A brief review of procedures and records indicates that housing code enforcement measures move swiftly through the inspection and notification of deficiency stages. In most cases, corrections are made within the allotted time, premises are re-inspected, and Certificates of Occupancy issued. In cases involving dwelling units unfit or unsafe for human habitation, however, progress has been much slower. Legal requirements involving citation, hearings, notification, etc. must be complied with. While housing code administration deserves much more detailed study, it appears from interviews and field surveys that more aggressive legal action should be taken against uninhabitable properties which represent a clear danger to health and safety. This will require a greater allocation of legal resources to make certain that such properties are quickly demolished, or improved to minimum standards. Either the threat or the

initiation of legal actions in many cases will be sufficient to gain compliance with City requirements. It is also desirable that the City explore the HUD recommendation that the City inspection functions relating to housing, building code, plumbing and electrical code be consolidated under a single department of licenses and inspection.

3. Private Housing Construction. During the past two years, several developers have made presentations at Planning Board meetings with plans for the construction of several hundred apartment and townhouse units. One such proposal was supported by a Housing Market Analysis⁽¹⁾, indicating that there is a demand for privately constructed apartment units and that non-subsidized rental units were financially feasible. As discussed in Section V, Community Services and Facilities, the moratorium on new residential construction imposed by the State Department of Environmental Protection prohibits authorization of any of these projects until required sewerage treatment improvements have been made. In addition to lack of adequate sewer capacity, zoning changes are required to accommodate any of proposed projects, either as special exceptions by the Board of Adjustment or as zoning amendments. The Planning Board currently is studying the creation of a "Planned Apartment District" for addition to the City Zoning Ordinance. Construction of additional privately financed apartment units should strengthen the City tax base and also provide a greater number and variety of living accommodations. These additional units should help ease the pressure for use of sub-standard dwelling units within the City and facilitate housing code administration.
4. Citizen Participation in Neighborhood Improvement. Salem's housing problems can be solved only partly through restoration or replacement of worn out real estate, provision of community facilities, and elimination of adverse environmental factors. The accomplishment of housing goals also requires a higher degree of citizen interest and participation in achieving and maintaining sound neighborhoods. The Mayor's Task Force on Housing, the Market Street Improvement Association, and other citizen organizations have recognized this need. In response thereto, the Salem County Community Development Council has developed recommendations and proposals for staffing and funding a citizen participation project and a recreation leadership project. Salem City would be the target area

(1) Mitnick, Edward A., Housing Market Analysis for Salem, December 1971.

for both programs. There is early evidence in Salem of problems that have reached massive proportions in larger cities. These include boarded-up housing and housing abuse, and vandalism which frustrate efforts to bring such dwellings up to code standards. Tenant or neighborhood abuse of property can quickly eliminate profits in rental housing and will discourage construction of new rental units. One way to head off these evidences of deterioration is to develop a staff whose main task would be to assist in the formation of neighborhood civic groups. Such groups have proved to be successful in establishing a spirit of neighborhood pride and identification through special clean-up projects, recreation facilities, community meetings, liaison with housing officials and the like.

One basic factor which contributes to and perpetuates poor housing conditions which cannot be ignored is poverty. Families living in poverty have to eke out a living in whatever way possible, and living in obsolete and substandard housing is one way of economizing on living costs. Census data indicates that housing costs for such families may amount to 35% or more of family income. The social conditions in poverty neighborhoods do not allow much in the way of dignity or security so that anyone who can afford it is likely to move to a better house in a better neighborhood. The actions which City officials can take to increase family income are limited to encouraging the expansion of employment opportunities within the City. Salem has been successful in doing this among City industries. In the foreseeable future, however, an increase in income which is massive enough to permit all families to vacate substandard housing is highly unlikely. Efforts should be continued, therefore, to couple fiscal improvements with programs to improve the conditions and quality of life within the area of substandard and deteriorating housing.

SECTION V

COMMUNITY SERVICES AND FACILITIES

This section of the Comprehensive Plan summarizes the governmental structure of the City and the basic community services and facilities which the City of Salem has provided for its citizens. As population increases and changes in age group composition occur, the land and building needs of some of the services and facilities will change. Emphasis in this report, therefore, is in terms of the scope of services provided and the probable land and building needs for the future. Recommendations pertaining to operations or personnel are not within the scope of this study.

Governmental Structure

Salem is governed by an eight-member Common Council, elected on a ward basis for four-year overlapping terms and by a Mayor elected at-large for a three-year term. The major functions of City government for which Council and the Mayor are responsible measured in terms of annual expenditures are police, sewer and water, street maintenance, street lighting, and building inspection and development control. In addition to these departmental functions, the Mayor and Council appoint the following agencies which are involved in the planning process: Planning and Zoning Board; Board of Adjustment; Planning Advisory Board, Shade Tree Commission; Citizens Recreation Committee; Free Public Library Board; and the Board of Health. Other municipal agencies and offices vital to future City development and renewal include the Board of Education, the City Housing Authority, the City Engineer, Treasurer, Building Inspector, Zoning Administrative Officer, and the Housing Officer-Electrical Inspector.

The Salem City Hall on New Market Street houses most of the administrative offices of the City. City Hall, which was built as a bank in 1889, is grossly inadequate to serve today's governmental needs. As a matter of public safety, Council must conduct its public meetings in the Chambers of the County Freeholders. Municipal Court hearings likewise must be held in County facilities. The City Police Department for many years has been housed in County buildings. City Hall nonetheless continues to house the following offices: Housing Officer, City Treasurer, Tax Office, Municipal Judge, Welfare Director, Assessor, Building Inspector, Water and Sewer Department Business Office, Civil Defense, and City Recorder. The inadequacies of the Municipal Building are so extensive that no rearrangement or conversion would provide a satisfactory solution to space needs. This problem has been recognized by the Mayor and Council and is now under study by the Mayor's

Special Committee on Space Requirements. Recommendations with respect to location, size of building, and area requirements for such things as off-street parking will be included in the Future Land Use Plan component of the City Plan.

Municipal and Educational Services

Specific services provided by the City government and educational facilities made available by the Board of Education include the following:

a. Police and Civil Defense

The Salem City Police Department consists of a Chief, four sergeants, and nine patrolmen in the uniformed services, plus a special officer, four radio dispatchers and a parking violations officer. The Police Department is located in the County Building on Market Street. The Police communications system is part of the Tri-State Delaware Valley Search Plan and also serves as the communications system for fire, ambulance and civil defense calls. Closely coordinated with Police Department activities is the Salem City Civil Defense and Disaster Control organization. This organization includes services in the areas of fire control, welfare, engineering, police, communications, medical services, shelter, and public relations.

b. Fire and Ambulance

Salem is served by four volunteer fire companies with approximately one hundred active volunteer members. The North Bend Company on Front Street serves the industrial and residential areas in the north part of the City. The Washington Company on East Broadway serves the southern part of the City. The Liberty and Union Companies serve the central area. The equipment of these four companies include three pumpers, a 100-foot aerial ladder truck, an emergency wagon, and a new high pressure fog fire fighter. As the result of this new equipment, and the installation of a million gallon storage tank which increased water pressure, Salem's fire rating was increased from "E" to "D" classification in 1971. In addition to the fire and rescue services of the four volunteer fire companies, the City is a member of Fenwick Community Ambulance, Inc. which provides ambulance service throughout the City. The ambulance is physically located in the County Garage in the central part of the City.

c. Sewer, Water, and Refuse Disposal

Salem provides both sewer and water services throughout the City, under the direction of a Sewer and Water Superintendent. Staff for these services are located in the new water treatment plant on Grieves Parkway in the eastern end of the City. While sewer services have generally been satisfactory, recent water pollution control standards require that the City upgrade its disposal facilities. In February 1973, the State Department of Environmental Protection included the City of Salem in the list of municipalities in which no further sewer connections or extensions could be made without improvement in sewage treatment facilities or without approval by the Department. As a follow-up to this moratorium, the members of Council authorized the preparation of an Engineering Feasibility Report for enlarging, updating, and possibly forming a subregional system with adjoining municipalities. This study is now in progress. In addition to domestic sewage, the City system accommodates industrial waste from City industries, and has agreed to take sewage from Salem County Hospital when secondary treatment is available. Sewer rates are now a flat \$30.00 per year for domestic connections, plus \$10.00 for a garbage disposal. Improvement of the system to include secondary treatment will increase both domestic and industrial costs. The Salem Sewage Treatment Plant, located on Tilbury Road, provides primary treatment. Effluent is discharged into the Salem River. Sewage flows at the treatment plant for the last four years are as follows:

<u>Total for Year</u>	<u>Monthly Average</u>
1969 - 405,501,000	33,791,000
1970 - 238,941,000	19,911,000
1971 - 447,421,000	37,285,000
1972 - 420,511,000	35,042,000
1973 - 438,207,000	36,510,000

The decrease in 1970 was occasioned by the introduction of a water-saving recirculation system by Anchor Hocking. The increase in 1971 resulted from the Heinz Company use of the City sewerage system since it was no longer permitted to discharge directly into the Salem River.

The City Water System now depends on a surface water supply which reportedly is inadequate during the dry season. Water is pumped from Laurel Lake -- 2.8 miles from the City. The pond is pumped into the lake which in turn is pumped to the City treatment plant. The two wells previously used by the City have been discontinued because of salt water intrusion but could be used as an auxiliary supply, which would require changes in equipment to accommodate differences in pressure.

One possible plan under consideration is the development of a hundred acre reservoir and lake along Alloway Creek as a multi-purpose facility, or the acquisition of water rights in lieu of outright purchase. The area is now sparsely developed and is about four miles away from the City. Part is in Quinton and part in Alloway Township. The U. S. Soil Conservation Service has made a preliminary study of this project, and the U. S. Environmental Agency reportedly is interested as a multi-purpose facility. Water consumption increased from 1969 to 1972 from a monthly average in 1969 of 56 million gallons to 62 million gallons in 1972. The yearly total increased from 678 million gallons in 1969 to 743 million gallons in 1972. Annual and monthly figures decreased in 1973, however, due primarily to a decrease in operations at the Heinz plant. Yearly totals and monthly averages are as follows:

<u>Yearly Totals</u>	<u>Monthly Average</u>
1969 - 678,388,000	56,532,000
1970 - 753,814,000	62,817,000
1971 - 747,205,000	62,267,000
1972 - 742,903,000	61,908,000
1973 - 624,433,000	53,036,000

Refuse collection is performed by private collectors who are licensed by the City. Individual arrangements are made between the collector and private households. Disposal is at the City Landfill in Tilbury Road, which probably has enough capacity for another four to six years. The City landfill is supervised by municipal employees to assure that sanitary landfill methods are followed and to prohibit unauthorized dumping.

d. Building Inspection Services and Welfare

An important part of the City's efforts to eliminate substandard housing conditions and to assure quality construction of new buildings are its building inspection services. These include the building inspector - zoning administrative officer which assures that all new construction complies with zoning ordinance and building code requirements. The Housing Officer - Electrical Inspector administers the housing code and the electrical code. The Plumbing Inspector enforces the plumbing code. These three officials work closely together, particularly where multiple inadequacies in existing dwellings are involved. The City also has a Director of Local Assistance who is responsible for administration of the local Emergency Relief Program. Long-term public assistance is largely a County responsibility. Local welfare costs over the last four years have averaged about \$3,000 per year, serving an average of ninety families per year.

e. Library Services

The Salem Free Public Library located on West Broadway has expanded the types of available services and more than doubled its book collection during the past ten years. The Library now has a total collection of more than 26,000 volumes - 20,000 in the adult collection and the balance in the juvenile collection. Film strips, disc recordings, cassette recordings, periodicals and newspapers are also available. Of particular note is a station wagon bookmobile, specially funded, which provides library services to day care centers, housing projects and other institutions in the area. Special childrens programs have also been initiated. Of approximately 6,000 borrowers, 2,600 City residents have borrower's cards, 2,200 cards are held by other residents of the County, and from 1,000 to 2,000 persons use the station wagon services.

The Library Program is operated by a staff of twelve full time and part time employees - equivalent to a full time staff of seven and two-thirds. The City of Salem appropriated \$35,000 to the Library in 1973 and \$39,000 in 1974. This represented about one-half of the cost of maintaining the current program. Federal and State Grants, plus citizen contributions, supplement City funds. There are no assurances, however, that Federal Grants will continue.*

Although the Library building has a strategic central location, the building itself is overcrowded, which imposes severe limitations on the special programs which can be conducted and the number of volumes which can be displayed for public use and browsing. The Library reportedly has 4,184 square feet. For libraries in small municipalities, standards of the American Library Association recommend minimum floor space of 7,000 square feet, plus .7 square feet for each person over 10,000 population. On the assumption that the Salem Library serves a population of 15,000, a floor area of 10,500 square feet would be required. This is more than double the existing area. The number of volumes, however, is very close to the 30,000 books recommended by the American Library Association for a 15,000 population. It should be noted, however, that Salem makes maximum use of its collection through the bookmobile service and through cooperative arrangements with the Salem City School Library System and the Cumberland County Library.

*As of August, 1973, annual grants from the Federal Library Services and Construction Act were discontinued, making it necessary to suspend free service to non-City residents, and to decrease staff.

f. Hospital Service

Although not a municipal facility, the Salem County Memorial Hospital is an important community facility located on Route 45 about a mile from the City. This 168-bed facility provides both general hospital services and a variety of clinical services to residents of the area. Special clinics include venereal disease, pre-natal, orthopedic, and speech therapy. The hospital is supported by Salem County, the municipalities in the area, and by private contributions. In 1973, the Salem City contribution amounted to \$2,000. Other hospital facilities in the area used by Salem residents include those in Wilmington, Philadelphia, and Elmer.

g. Public Education

Public education in Salem is the responsibility of the five-member Board of Education, appointed by the Mayor for five-year terms on an overlapping basis. Administratively, the school system is under the direction of the Superintendent of Schools. Dramatic changes have taken place in public school facilities during the past ten years. Use of the two antiquated elementary schools, the Grant and Grammar, has been discontinued.* The original high school has been converted to a middle school and a new \$2,745,000 high school was completed and occupied in 1971. Salem schools were fully accredited in 1972 by the Middle States Association of Secondary Schools. Salem continues to be a receiving district from the Townships of Mannington, Quinton, Lower Alloway Creek, and Elsinboro for grades nine through twelve. Pupils from these sending districts have increased from 411 in 1970 to 492 in 1973. The enrollment, capacities, facilities, and land area for each of the three schools in Salem is indicated in Table 1.

The Vocational Arts Training Program in the middle school and high school is supplemented by the Salem County Vocational Technical School. Approximately 150 of the 600 students which attend the County Vocational School are from the City of Salem.

*Both buildings demolished, April 1974.

TABLE 1

<u>Salem Schools</u>	<u>Area</u>
* <u>John Fenwick</u> -- Grades K-3	9.5 Acres
24 Classrooms (+ 8 in Planned Addition)	
1 Library	
1 AVA and TB Studio	
1 All Purpose Room	
<u>Middle School</u> -- Grades 4-8	2.8 Acres
1 Gymnasium	
1 Auditorium	
1 Cafeteria	
2 Home Economics	
2 Shops	
1 Art Room	
1 Music Room	
3 Special Purpose Rooms	
1 Library	
40 Classrooms	
<u>High School</u> -- Grades 9-12	94 Acres
5 Science Labs	
20 Academic Classrooms	
1 Language Lab	
2 Music Rooms	
2 Special Education Rooms	
1 Health & Driver Education Room	
5 Home Economics and Related Rooms	
7 Business Education Rooms	
1 Drafting Room	
1 Shop (+ 1 Under Construction)	
1 Art Room	
1 Learning Resource Center	
1 Auditorium	
1 Gymnasium	
1 Cafeteria	

	<u>Architect's Design Capacities</u>	<u>March 1973 Enrollment</u>
John Fenwick	675	581
Middle School	870	816
High School	1,028	900

*An eight classroom addition to the Fenwick School has recently been authorized.

Source: Superintendent of Schools

h. Public Recreation

Closely related to the educational functions are the recreation services and facilities provided by the City. Salem's outdoor recreation areas are for the most part clustered in the Grieves Parkway-Mud Digger Ditch area. Facilities include the new municipal swimming pool on Walnut Street adjoining the new high school, the high school athletic fields, the Walnut Street ballpark, the Little League ball field, the John Fenwick School playground, and the City playground and park area on South Front Street which serves the West Side Court development. In addition to these areas which have been developed and improved for active recreation use, the City has a reserve of from 150-175 acres of marshland along Mud Digger Ditch and Second Oak Ditch. The only public recreation area north of Broadway is the Rotary Park playground between 7th and 9th Street. Recreation responsibility is shared by the Board of Education and the City. A six-member Citizens Recreation Committee which is appointed by City Council provides guidance for recreation functions. This Committee has representation from City Council, school faculty, and citizens-at-large. As a general division of responsibility, the City is responsible for the operation of the municipal swimming pool, while the Board of Education operates the summer playground programs.

Based on existing patterns of development and anticipated development trends, areas in need of additional facilities are the Keasbey Street area north of East Broadway, the residential area north of Grant Street, and developing areas east of Yorke Street south of East Broadway. Recommendations on locations for additional recreation areas in relation to existing and future residential neighborhoods will be included in the Future Land Use Plan component of this study.

Planning Implications of Community Facility Analysis

This review of community facilities identifies several major areas which must be given consideration in preparing the Land Use Plan and Capital Improvement Programs. Most of the community facilities needs listed below have long been recognized by City officials and in some instances, corrective actions have been initiated. Recognition of these items in the Land Use Plan and the Capital Improvement Program will give perspective to both their magnitude and priorities and enhance the possibilities of accomplishment. Community facility needs include the following:

1. A new City Hall on a larger site. Preliminary calculations indicate approximately 8,500 -- 10,000 square feet of floor area will be required for a new municipal services complex, including police and court facilities. Depending on location, there may also be an opportunity to include one or more of the fire companies in such a complex.

2. Expansion of Library facilities.

3. New Sewage Treatment facilities. A study is in progress.

4. Additional Water Sources.

5. Additional Neighborhood Playground areas, particularly in the northeast and southeast section of the City.

6. The need to develop a "protective" plan to insure the best use of the City land reserve area, giving adequate consideration to long term environmental and ecological factors as well as immediate land needs for community facilities. While a final recommendation on location for a new municipal building complex has not been made, consideration of potential sites and buildings, both within and outside of the central area, suggests that a new building located on City land in the Grieves Parkway--Mud Digger Ditch area would be the most appropriate course for the City to follow. Based on a minimum office space area of 7,000 square feet, a one hundred seat Council Chamber, a 60-75 car parking lot, and appropriate landscaped area, a site of approximately two acres would be required. The addition of other uses such as a firehouse and municipal library would require additional area.

SECTION VI

STREETS AND TRANSPORTATION PLAN

A plan for a community's streets and transportation, properly related to the overall highway and mass transportation pattern of the County and region, is essential to a sound pattern of community development as well as to the effective movement of people and goods. Not only are streets, highways and mass transit routes important in their own right as transportation ways, but they also are vital determinants of the pattern and pace of a community's growth. As indicated in the County's Plan for Comprehensive Development,..."An important key to the growth and development of Salem County will be its transportation network. ...By the careful design of new road patterns, and the strategic renewal of existing roads we can guide development, not restricting the choice of location of those who would urbanize, but merely making it more practical for urbanization to occur where it will be most advantageous for all."^{1/}

This component of the Comprehensive Plan for the City of Salem updates and supplements the information, analyses and recommendations relating to the City's major streets and transportation facilities contained in the 1962 Comprehensive Plan and presents a revised plan or program for Salem's streets and transportation requirements. The key objectives of the Plan are (1) to provide for safe and convenient circulation within the City and to points beyond, (2) to achieve the best possible overall relationship between the major streets and highways of the City, County and region, (3) to obtain a sound relationship between streets and existing and proposed land use, and (4) to encourage desired improvements in the major regional highway network and in mass transit. As indicated in the statement of the overall planning objectives and development policies for the City which was contained in the Foreword, safe and convenient circulation, improved accessibility and a reduction in congestion are particularly important goals in view of Salem's heavy dependence upon highway and rail freight facilities and their significance in attracting industry, jobs, and patrons to the central business area. Also important is the need to encourage sound and convenient residential development and to protect residential areas to the maximum extent possible from through traffic.

^{1/} Salem County Planning Board Staff, "A Plan for Comprehensive Development," November, 1970.

A. THE REGIONAL TRANSPORTATION NETWORK

Two State highways provide Salem's major regional ties.

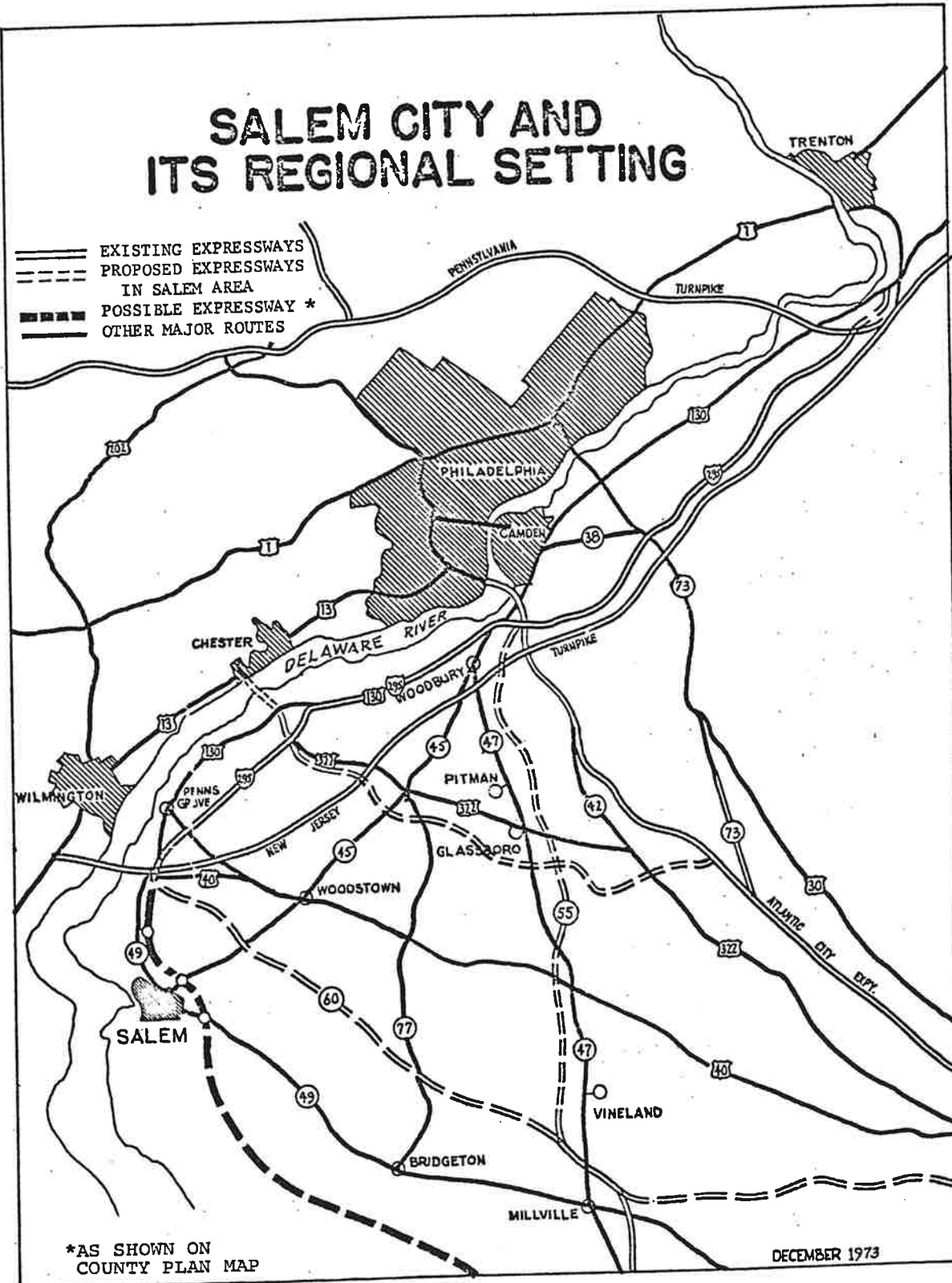
Salem lies approximately twenty miles southeast of Wilmington and ten miles southeast of the Delaware Memorial Bridge, the New Jersey Turnpike and Interstate 295. This confluence of major regional expressways and highways leads to Wilmington and the south, and to Philadelphia, Camden and the north. The City is in the path of the probable southward expansion of the intensively developing New Jersey portion of the greater Wilmington urbanized area.

Salem City is located at the intersection of two State Routes, 49 and 45. Route 49 is the most important in terms of both traffic and as a multi-purpose, regional highway. It is the principal connection between the Wilmington-Pennsville area and the bridge to the north, and Bridgeton, Millville, Wildwood and Cape May to the south. In addition to serving as a through highway for shore traffic, it is a daily commuter road from the nearby residential areas to the industrial concentrations at Deepwater, Bridgeton, Vineland, Millville and Nuclear Island. Route 45 provides Salem's connection with Woodstown and the Woodbury area to the north. Although less important as a regional highway, it is the second heaviest travelled street in the Salem area and the most important north-south route passing through the center of the County. Another major route a few miles north of the City is U. S. Route 40. While Route 49 serves as the most direct connection between the Delaware Memorial Bridge and the South Jersey resorts of Cape May County, U. S. Route 40, generally parallel and to the north, is the major route between the bridge and Atlantic City and the shore resorts. Salem and its relationship to the major highway system are shown on the map which follows, Salem City and Its Regional Setting. Complementing this system and connecting Salem City with various areas in the County and region and the major routes with each other is a network of County Roads discussed below.

In planning for streets and land use, the vital role of mass transit should not be minimized. From the standpoint of mass transit, Salem relies solely on one bus and bus-train route connecting the City with the Philadelphia-Camden area, and a recently inaugurated intra-County bus line serving communities in the nearby County area to the north and west. A railroad line provides freight service to the City, but rail passenger service is no longer available. A separate section which follows discusses mass transit in Salem in more detail.

SALEM CITY AND ITS REGIONAL SETTING

- EXISTING EXPRESSWAYS
- PROPOSED EXPRESSWAYS
- IN SALEM AREA
- POSSIBLE EXPRESSWAY *
- OTHER MAJOR ROUTES



Several proposed region-wide highway plans have implications for Salem.

The reports and plans of the State Department of Transportation and of the County Planning Board contain a number of proposed improvements to the major highway and transportation system in the general area. The major changes or additions proposed are shown also on the Regional Setting map. Proposals contained in the State's 1972 Master Plan for Transportation which are of particular significance to Salem are: (1) the proposed dualization of State Routes 49 and 45, and (2) a proposed freeway (Route 60), connecting the Delaware Memorial Bridge to the southern coastal area near Ocean City and extending across the State generally between U. S. 40 and State 49.^{1/} The major proposal of direct significance to Salem contained in the County Plan, is a southern east-west expressway or freeway which connects the Delaware Memorial Bridge with the Garden State Parkway in Cape May County and bypasses Salem. The County Plan calls initially for determination of the feasibility of such a route.^{2/}

Other proposals contained in the 1972 Transportation Master Plan map of the State which are not as directly important to Salem include completion of the new Chester-Bridgeport bridge, the dualization of State Route 77, and the completion of the Route 55 north-south freeway. The 1972 Master Plan represents the best judgment of the New Jersey Department of Transportation at the time as to the magnitude and kinds of facilities necessary to serve the State for the next twenty years.

Over the years various proposals of State, County or regional agencies have contained or referred to a southerly cross-State expressway which would bypass Salem. These included: (1) a proposed parkway in the 1947 Tentative Development Plan for New Jersey extending from the Delaware Memorial Bridge to Cape May, (2) the expressway and bypass of Salem proposed by the State which was referred to in the 1962 Plan and which extended from Deepwater to Quinton Road just east of the City, and (3) a proposed toll road extending to the Cape May County shore resort area which was shown on a map in the recent County traffic study.^{3/} The map reflected the regional arterial proposals of the State Highway Department and Delaware Valley Council. The proposal of the County Planning Board included in the County Plan and discussed in the County Transportation Study contains some significant modifications in the alignment of the preliminary route of a tri-county expressway which had been mapped out in the

^{1/}New Jersey Department of Transportation in cooperation with U. S. Department of Transportation, Federal Highway Administration; "A Master Plan for Transportation," 1972.

^{2/}Salem County Plan report, *ibid.*

^{3/}Salem County Planning Board Staff report, Phase II, "Traffic and Transportation."

initial feasibility study and considered by Salem, Cumberland and Cape May Counties. The proposed route would extend on the west, rather than on the east side of the Mannington Meadows and provide an effective bypass of Salem City.

As indicated in the 1970 County Plan, construction of a southern east-west expressway not only would speed traffic from southeastern Pennsylvania, Wilmington and the South to the Cape May shore areas, but also would alleviate traffic congestion in local areas such as Salem City and provide rapid transportation between the urbanized western section of the County and the tri-city area of Bridgetown, Millville and Vineland. The Plan report indicates that if the construction of such an expressway is not feasible, study of another expressway right-of-way would be necessary, and that the major existing arterial highways should be widened and improved, including a Salem City bypass.^{1/}

The 1972 State Transportation Plan calls for dualization of State Routes 49 and 45 and contains the Route 60 Freeway, but no southerly expressway or Salem bypass. As of now there apparently are no definite plans regarding the timing and specific nature of the improvements to Routes 49 and 45 that can be expected in the immediate area, and it is understood that the freeway contained in the State Plan has a low priority. Regarding the proposed expressway or bypass contained in the County Plan, there would appear to be no strong reason for assuming the early construction of such a route.

B. THE CITY'S STREET PATTERN

Broadway is the major axis of Salem's street system.

Salem's framework of streets is made up of one major east-west arterial or major traffic street (Broadway), a major north-south street extending north from Broadway in center city (Market Street), and a supplemental or secondary network of east-west and north-south streets which connect the various areas of the City and join Salem with a number of points or other centers within the County and surrounding region. One other street, North Front Street, also constitutes a link in the arterial or major street system. Broadway and North Front Street are segments of State Route 49 and Market Street is State Route 45. Except for the Grieves Parkway, which is still in the process of completion, and South Front Street, all the other key secondary or through streets are under County jurisdiction. See Table I. They include: Chestnut Street (a segment of County Road 25 leading to Fort Elfsborg) and Walnut Street (County Road 65 leading to Elsinboro) - the two most important north-south

^{1/}Salem County Plan report, *ibid.*

TABLE I
STREET WIDTHS AND JURISDICTION
ARTERIAL AND MAJOR CONNECTOR STREETS

	<u>Right-of-Way</u>		<u>Jurisdiction</u>
	Existing*	Desired	
Broadway, east of Front	99' - 66'	(1)	State
Broadway, west of Front	80'		County
North Front Street	66'	(1)	State
Market Street	80'	(1)	State
Chestnut Street, north of expressway	55'	66'	County
Chestnut Street, south of expressway	60'	86' (2)	County
Yorke-Keasbey Streets	50' - 60'	66' - 86' (3)	County
Griffith-Grant Street	60' - 50'	66' - 86' (3)	County
Grieves Parkway	-- (4)	66'	City
South Front Street	66'	66'	City
Tilbury Road	50' - 80'	66'	County
Walnut Street	50'	66'	County
Kent Street	41'	66'	County

(1) to be determined by State; minimum of at least 80' in City desired.

(2) portion of highway shown as future four-lane County Arterial on County Plan map.

(3) Yorke Street and County Road 57 (Grant Street extended, east of Keasbey Street), shown as future four-lane County Arterial on County Plan map.

(4) on City property.

*Are approximate widths obtained from tax maps, and do not reflect all minor variations.

streets in the central part of the City south of Broadway; Griffith-Grant Streets (County Road 57, the Salem-Alloway Road which is the major east-west street north of Broadway); and Keasbey-Yorke Streets (County Road 58 leading to Hancocks Bridge, Maskells Mill and the Salem Nuclear generating station). In addition, Tilbury Road and Kent Streets are segments of County Roads 4 (the Amwellbury-Tilbury Road) and 59 (the Salem-New Bridge-Canton Roads).

Broadway has a varying roadway width, ranging from a paved width of about fifty-seven feet in the more central areas of the City, to a width, including two traffic lanes and shoulders, of thirty-four feet east of Yorke Street. While segments of this street in the more central part of the City could be considered to have a width of four minimum traffic lanes and two parking lanes, the moving lanes would be extremely tight and would not be suited to the demands of moving traffic for any distance. Except for areas at intersections where turn lanes are provided, the entire roadway, therefore, can be considered as only two lanes in width, and in no location does Broadway meet desired standards for an arterial street. Market Street, the City's second widest street, has a roadway north of Broadway in excess of forty feet, and north Front Street and recently improved Griffith Street are forty feet in width. These streets also are suited only for two moving lanes and necessary turn and parking lanes. Except for the Parkway, with a design or goal width of forty feet including two traffic lanes, shoulders and parking lanes where required, the City's other key streets generally are relatively narrow streets with a maximum width of two traffic and two parking lanes. Some, such as Grant Street and Walnut Street north of the Parkway, are only two traffic and one parking lane in width at the best. South of the Parkway, the key streets are two lane rural roads, except in the several small developed locations.

There are approximately twenty-two miles of streets in the City, of which about 2.3 miles are State routes, 5.8 are County roads, and the remaining fourteen miles belong to the City.

The City's major streets were not designed for present and future demands.

For the most part Salem's streets provide a good overall framework for the City's circulation and development requirements, and a number of improvements were made since the 1962 Plan. The most important of these were the addition of the Grieves Parkway and the extension of Front Street - major proposals of the 1962 Plan. Traffic congestion resulting primarily from the two State routes passing through the center of the City is still the most serious problem. As elsewhere, such major streets were

built for the more limited demands of yesterday. These major streets, and other key streets, were not constructed for the present multi-functional demands of providing for through traffic, intra-city circulation and local access to abutting commercial and other properties. To date, however, this has not occasioned much of a problem on the key secondary streets other than Griffith-Grant Street, since the traffic on these streets has been relatively light.

A factor always useful in evaluating the need for street improvement is an examination of a community's accident statistics. As Table II indicates, there were a total of 359 reported accidents in 1972, thirty-four more accidents than in 1971. There was an increase of ten in the number involving personal injury as between 1971 and 1972, and there were no fatalities in either 1971 or 1972 and one in 1973 to date. Salem's accidents reportedly are widely scattered. However, eighty-three percent of those involving personal injury or death in 1970 occurred on the City's streets which are under State or County jurisdiction.^{1/} Roughly sixty-three percent occurred at intersections. As would be expected, a County-wide analysis of the 1965 accident data disclosed that the largest number of accidents occurred in the urbanized centers of the County.^{2/} With respect to Salem, however, the report pointed out that the numbers of persons injured remained relatively low. This was attributed to the low-speed traffic caused by the high degree of development and traffic congestion.

TABLE II
ACCIDENT DATA FOR CITY OF SALEM - 1971 - 1973

	Total Accidents	Personal Injury	Deaths	% Injuries or Deaths
1971	325	60	0	18.5%
1972	359	70	0	19.5%
1973 (to 11-1)	308	52	1	16.9%

Source: Police Department, City of Salem.

The Grieves Parkway, which is still in the process of completion and improvement, and the extension of Front Street south provide a much needed east-west connection across the City south of Broadway. While, as indicated in the City's 1962 Plan, this improvement would constitute a relief route for Broadway, its primary purpose is to serve as a scenic parkway and facilitate traffic movement within the City. Other changes in the City's system of streets in the past ten years included: vacating the

^{1/}State Summary of Motor Vehicle Accidents.

^{2/}County Traffic Study, *ibid.*

street pattern east of Front Street and north of Broadway and the widening and improvement of Griffith Street in conjunction with Urban Renewal, the extension of Thompson Street west to South Front Street, the extension of Elm Street south to the Parkway, the connection of Hedge and Carpenter Streets west of South Third Street, and the connection of Olive and Union Streets south of Magnolia Street. One significant programmed change is the proposed 1965 addition to the Major Streets Plan, the Fifth Street-Pledger Street to Keasbey Street loop. See Streets Plan map.

Most of the City's street problems occur at key intersections.

The principal current problems are delays, excessive traffic volumes and periodic traffic congestion in several locations, particularly along Broadway, North Front, Market and Griffith Streets where there are traffic lights and extensive turn movements. The most congested of these are the Broadway and Market Street and Market and Griffith Street intersections. The problem at Broadway and Market Street is heightened by the through traffic utilizing Routes 45 and 49 which converge at this point, and is particularly severe during the seasonal peaks occasioned by shore traffic. At Griffith and Market Streets, traffic backs up on Griffith Street, especially from 4:30 to 5:30 p.m. This is due largely to industry-oriented traffic and the construction worker traffic from the nuclear generating station. Much of the traffic from the nuclear plant coming north on Yorke Street reportedly continues to Grant Street, rather than going west on Broadway. The Griffith and Market problem is aggravated by the offset of Grant and Griffith Streets in this location.

Problem intersections or traffic bottlenecks in the 1962 City Plan also included: (1) Front and Griffith Streets where problems are occasioned by the positioning of the Penns Neck Bridge and by inadequate sight distance resulting from the height of the structure, (2) Broadway, Keasbey and Yorke Streets where the intersection alignment is extremely poor, and (3) Front Street and Broadway. The bridge has only one relatively narrow lane in each direction and the City Police Department recommended placing a yield sign on Griffith Street at Front Street to replace the stop sign and facilitate traffic flow at the intersection. To the extent the recently constructed South Front Street now carries traffic across Broadway to the Parkway at the Front and Broadway intersection, the turning movements which caused much of the problem at this point and which were referred to in the former Plan are minimized.

Other current street problem areas or deficiencies in the City's streets pattern include:

1. The narrow width of Broadway east of Yorke Street.
2. The sharp and hazardous angle of intersection at Chestnut and Oak Streets.

3. The absence of an east-west connector street south of the Parkway between Chestnut and Yorke Streets; or at the minimum, a pedestrian way between the Chestnut Terrace development east of Chestnut Street and the High School on Walnut Street.
4. The jog of Belden and Carpenter Streets.
5. The narrow width of the northern end of New Market Street at Broadway.
6. A blind curve on Chestnut Street just north of Maple Avenue.
7. The relatively sharp curve on Tilbury Road between the Gayner plant and the municipal land fill.
8. The need to discourage fast, through traffic on the Parkway.

It is noted also that a request has been made that a portion of Broadway west of Front Street be vacated to provide an improved, more unified industrial use pattern. If this segment of Broadway is vacated, an improved connection between South Front Street at the Parkway and Tilbury Road will be required.

Traffic volumes in Salem have been continually increasing.

In the 1962 Plan report it was indicated that traffic volumes on the East Broadway portion of Route 49 had increased by fourteen percent during the five year period from 1955 to 1960 (from 11,600 vehicles per day to 13,180). During the same period, traffic volumes on North Market Street (Route 45) increased by twenty-four percent to 9,690. In 1964, the maximum average annual daily traffic volume for Route 49 in the center of Salem was 14,900 (an increase of thirteen percent from 1960), and for Route 45, 10,800 vehicles (an increase of four-and-one-half percent in the four year period).

While the most recent 1972 traffic count information available from the State did not include counts for any locations in central Salem, a comparison of the increases for points on these roads, mostly outside the City, report an increase of from fifteen to thirty-three percent for Route 49, and a somewhat smaller percentage increase for Route 45. Increases of this magnitude in the traffic on Broadway in the central area of the City would suggest that the maximum daily traffic volumes in this location may be somewhere between 17,000 and 20,000. Recent traffic volume data was available for only one other street in Salem, Griffith Street just east of Front Street, where in 1972 the daily traffic volume was 4,900. Based on an examination of 1967 data, the volumes on all other City streets were low.^{1/}

Regarding the capacity of the City's streets to accommodate traffic, the County study reports that over five years ago several sections of Route 49, including those within the urbanized area of Salem, and Route 45 within the City already were above

^{1/} Source of traffic volume information, 1972 and earlier Traffic Volume maps of New Jersey Department of Transportation, available data on special counts, and County Traffic Study. All volumes are average annual daily traffic volumes.

the satisfactory one-way volume capacity standard applied by the County. None of the County roads were reported as having reached one-way volumes which exceed satisfactory capacity, and none in the vicinity of Salem were expected to be overloaded by 1980.^{1/}

Looking to the future, a consideration of factors and indicators relating to probable traffic growth demonstrates that traffic volumes in the area in general can be expected to continue to increase. The rate of increase may be somewhat reduced if the gasoline shortages and current concerns with regard to air pollution and the environment become more critical. Referring to growth trends, the County study indicated that, on the basis of periodic counts, State Highway Engineers have estimated that the average annual increase in traffic volume for the County amounts to about four percent annually.^{1/} Factors tending to point to continuing increases in traffic include the anticipated growth in residential and industrial development, the probable increases in population, increases in motor vehicle registration, the absence in Salem and the surrounding area of a good alternative to automobile transportation, and projected sizable increases in automobile trips, car ownership and other factors contained in major studies for the Philadelphia-Camden Metropolitan area.^{2/} According to the 1970 Census, approximately seventy-eight percent of Salem City's workers depend on the private automobile to reach their places of employment. An additional eighteen percent walked to work or worked at home. Very few used mass transit facilities.

Salem is fortunate that its traffic problems are not as yet severe when contrasted with many communities in the more urbanized areas. While traffic on most streets is still relatively light, the potential for increasing traffic problems is clearly evident. There is the current need for measures to reduce the present congestion on Broadway and Market Streets and at the Market-Griffith Street intersection, and for a number of intersection improvements if the City's streets are to meet desired standards. Also, in the longer run, as development occurs in the southern part of the City, there probably will be a need to widen Tilbury Road and those parts of Walnut, Chestnut and Yorke Streets south of the parkway which are now two-lane roads. Proposals regarding the City's streets and transportation requirements follow.

^{1/}County traffic study, *ibid.*

^{2/}Reports of Penn Jersey Study and Delaware Valley Regional Planning Commission.

C. THE PLAN OR PROGRAM FOR STREETS AND TRANSPORTATION

This section of the report contains the Planning Board's recommendations and proposals with respect to Salem's street and transportation needs. Since the most important City streets are under State or County jurisdiction (See Table I), many proposals relate to highways or streets for which the State Department of Transportation or County is primarily responsible. With respect to those items under State or County jurisdiction, the report suggests improvements included on State or County plans which should be supported, or those improvements which should be sought after or encouraged.

Each street is classified according to its functional role.

A sound circulation pattern is based upon the classification of every street in the City according to the function each is to perform. Differing kinds of traffic movement demand differing kinds of streets. Each classification requires a distinct set of design standards and traffic control measures. The classification system outlined below revises the classification contained in the 1962 Plan and defines each of the various classes of streets within Salem.

An important consideration in developing the revised classification was to logically relate the classification to the County's classification. Where the term "cartway" is used, this refers to the paved portion of the street or roadway used by motor vehicles. The classification as it has been applied to Salem is shown on the Streets Plan map. The standards in the proposed classification obviously cannot be met in the case of many existing streets in built-up areas. However, they do provide a guide and a rational basis for future street improvement and extension in areas to be developed or renewed. In other locations they should be met insofar as reasonable, and the County and City subdivision ordinances provide for modification or waiver of the standards where the existing pattern of development make such requirements impractical.

THE PROPOSED CLASSIFICATION

I - ARTERIAL OR MAJOR CONNECTOR STREETS - Major streets or highways serving large volumes of traffic and constituting a part of the primary inter-regional and major regional highway systems. These routes are intended primarily for inter-community and inter-area traffic at high speeds. Included in this classification for Salem are the older major arterial highways under State jurisdiction, the newer limited access or expressway-type facility, and the County or secondary arterial routes which supplement the State and major regional systems.

Design Standards - Standards set by the State Department of Transportation, or by the County for routes under County jurisdiction. Desired minimum right-of-way of 86 to 100 feet with 80 feet acceptable in built-up City locations. Desired minimum number of traffic lanes, four - 12 feet in width, separated where practicable by a median strip or barrier, plus any necessary parking lanes.

Streets Included - Broadway from Front Street to the east City boundary, North Front Street, Market Street, and the proposed east-west expressway or bypass. While classified as major collector streets on the basis of their present functions, Chestnut and Yorke Streets south of the Parkway (County Roads 25 and 58) and Grant Street east of Keasbey Street (County Road 57) are shown in the long-run as future County Arterial routes taking into account the County Plan. If an expressway or bypass is constructed in the immediate area, Routes 45 and 49 within the City probably would revert to major collector street status.

II - COLLECTOR STREETS

MAJOR COLLECTOR. Streets or highways which collect and feed traffic to the arterial street and highway systems and provide supplementary connections among areas of the County and surrounding region, and to districts within the City. They are designed to carry moderate volumes of traffic at moderate rates of speed and include, for the most part, the County collector roads.

Design Standards - Desired minimum right-of-way of 66 feet with two 12 foot traffic lanes and adequate parking lanes in built-up areas where required.

Streets Included - Griffith-Grant Streets, Chestnut Street, Walnut Street, Yorke Street, Tilbury Road, Kent Street, South Front Street, Keasbey Street and Grieves Parkway. As indicated above, portions of Chestnut, Yorke and Grant Streets are shown as future County arterial routes.

MINOR COLLECTOR. Other streets designated to carry traffic from minor streets and feed it to major collector and arterial streets, or to facilitate traffic circulation. These are streets under City jurisdiction which also provide access to residential, commercial and industrial locations and are intended to carry low volumes of traffic at low speeds.

Design Standards - Minimum right-of-way of at least 60 feet, with two 10 foot traffic lanes and adequate parking lanes. Desired minimum cartway, 36 feet, preferably 40 feet. Where two traffic lanes cannot otherwise be provided, parking should be prohibited on one side.

STREETS AND TRANSPORTATION PLAN CITY OF SALEM SALEM COUNTY, N.J.

- ===== ARTERIAL
- ===== PROPOSED EXPRESSWAY
OR BYPASS*
- ===== MAJOR COLLECTOR**
- ===== MINOR COLLECTOR
- ===== PROPOSED MINOR COLLECTOR
- ===== LOCAL SERVICE
- ===== PROPOSED STREETS TO BE
VACATED
- ===== PROPOSED WALKWAY
- COUNTY INTERCOMMUNITY
BUS ROUTE
- TNJ BUS ROUTE TO CAMDEN-
PHILADELPHIA

*SHOWN ON COUNTY PLAN FOR
COMPREHENSIVE DEVELOPMENT

**SHOWN AS FUTURE COUNTY ARTERIAL
ON BASIS OF COUNTY PLAN

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING
AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER
THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954. AS SUCH, THE RE-
MAINDER HAS BEEN FINANCED BY LOCAL FUNDS, ADMINISTERED BY THE STATE OF NEW JERSEY,
DEPARTMENT OF COMMUNITY AFFAIRS AS PART OF THE COOPERATIVE GOVERNMENTAL PLANNING
PROGRAM OF THE DIVISION OF LOCAL GOVERNMENT SERVICES.

OCTOBER 1973
REVISED-FEBRUARY 1974

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SALEM CITY PLANNING BOARD

PLANNING STAFF
GOVERNMENT STUDIES & SYSTEMS
PHILADELPHIA, PENNSYLVANIA

BASE MAP ADAPTED FROM — SKINNER & COOPER, CITY ENGINEERS, SALEM, N.J.

Streets Included - Proposed Fifth Street - Pledger Street to Keasbey Street loop, Elm Street, Oak Street, extension of Grieves Parkway west of Front Street, Fifth Street south of Griffith Street, Seventh Street and Johnson Street from Grant Street to Broadway, Third Street from Broadway to the Parkway, Carpenter Street from Third Street to New Market Street, Belden Street, Church Street, Eakin Street north of Church Street, New Market Street, and proposed cross street between Chestnut and Yorke Streets.

III - LOCAL SERVICE OR MINOR STREETS - City streets providing direct access to abutting residential or other properties and ideally carrying no through traffic whatsoever.

Design Standards - Minimum right-of-way of 50 feet with two 10 foot moving lanes and adequate parking lanes, or a paved cartway of 34-36 feet.

Streets Included - All of Salem streets not included in one of the preceding classifications are considered local service streets.

Plan proposals focus on improvements to existing streets.

Since much of Salem's basic pattern of streets is determined, it is, in most cases, a costly, difficult process to widen, relocate or extend existing streets. Except for the proposed bypass of the City, the plan therefore calls for accomplishing many of the desired improvements by relatively minor widenings, intersection improvements, parking controls and other measures or techniques to increase traffic capacity and flow, as well as for widening the basic widths of several streets as traffic increases require. Only three additions to the future major street pattern are shown on the Streets Plan map, including the bypass. It is assumed that minor additions to the City's residential or local street system, for example, in the large undeveloped areas south of the Parkway, will continue to be made as required by the application of sound subdivision and site plan review standards.

Measures which effectively can be used to increase traffic capacity, other than physical improvement, include, in addition to the controls over land use referred to above: improved channelization and lane marking, designation of one-way streets, upgrading traffic signal systems, improved signing, and adequate provision for pedestrian circulation.

Several important recommendations are made with respect to all streets.

Before presenting a list of recommendations for specific street improvements, the following general proposals are made:

1. Ordinarily, streets in the built-up portion of the City should be paved uniformly to their full cartway widths and buildings should be set back from any officially designated planned or future right-of-way lines. New streets should comply with the width standards proposed in the Plan; improvements to the existing streets should meet these requirements to the maximum extent practicable.

2. Where "on street" parking is permitted on major streets or turn lanes are provided, the traffic lanes should be clearly distinguished from the parking or turn lanes by painted lines, variations in paving, signs or other effective measures. Also, where parking is permitted on one side only, it is proposed that the center line be placed in the middle of the traffic portion of the roadway.
3. In conjunction with any plan for the major use of highway frontage, the City should require (a) information on probable increases in traffic volume sufficient to gauge the impact of the proposed use, and (b) adequate assurances that the street and traffic arrangements and measures proposed will result in a reasonable accommodation of traffic. In this connection, it is suggested that Salem consider requiring that a traffic engineering study be made prior to authorizing any major traffic generating use, with the cost of the study paid for by the applicant for the proposed use or development.
4. In implementing the specific proposals with respect to streets, short of major street widenings and additions, it is proposed that the City, preferably in conjunction with the County, make whatever arrangements are necessary to have these studies made under the Urban Systems Program, formerly the T.O.P.I.C.S. Program. This is a federal-state-local cost program which provides for assistance for problem areas in improving traffic flow through improvements such as intersection modifications, traffic signals, parking restrictions, one-way routing and signing.
5. An important consideration in any streets plan is the adequate provision for safe and convenient pedestrian circulation in locations along major streets. Also, in view of the current trend toward the increased use of the bicycle, consideration should be given to the special requirements of this mode of transportation. Specific proposals are that adequate cross-walks be provided at all major intersections, that sidewalks be constructed along all important street frontages utilized by large numbers of pedestrians and school children, and that consideration be given to determining the feasibility of designating special bikeways along the Parkway and in other City locations, such as the High School area.

The Plan proposes construction of a bypass, two additions to the streets pattern and a number of other improvements.

Listed below are the specific proposals made with respect to Salem's street and highway needs. The proposals are arranged generally in the order of priority. See Streets Plan map.

1. The proposed bypass of the City. As indicated above, the City's principal current problem from the standpoint of streets and transportation is the traffic congestion on major streets. In the opinion of the Planning Board, the objective of reducing this traffic can best be met (a) by the construction of an east-west expressway, such as is included in the County Plan for Comprehensive Development, which includes a bypass of the City, or (b) at the minimum, by a bypass around the north side of the City. See map, Salem City and Its Regional Setting and the Streets Plan map. It is proposed as a first priority that the City join in any efforts to determine the feasibility of such an expressway or bypass route and press for the early acquisition of the necessary right-of-way. Measures should be taken to insure that, in addition to interchanges with Routes 49 east of the City and Route 45 to the north, there also is an adequate connection with Route 49 north of Salem. The major need from the standpoint of the City is the diversion of through-traffic from Broadway, Market and Front Streets. Much of the length of these streets, which serve as segments of State routes within the City, is characterized by intensive commercial development, numerous cross streets, turn movements, mixed local and through traffic and on-street parking. While the new Parkway conceivably could serve as a bypass through the City, temporarily at least, this would diminish, if not destroy, the major goal of this facility as a parkway and would not provide either an adequate or permanent solution. As previously indicated, the most recent State Transportation Plan contains no expressway facility in the immediate area of the City, but proposes the dualization of Routes 49 and 45 to four lanes.
2. Broadway, Market and North Front Streets. Necessary improvements should be made to these key major arterial streets to facilitate traffic circulation and reduce congestion. The extent and nature of these improvements will depend largely upon the feasibility and probability of the early construction of a bypass.

- a. If it is determined that an expressway or bypass is not feasible or likely in the near future, the City should plan (a) for the widening of Broadway east of Yorke Street to four lanes, and (b) for intersection and other to increase the traffic carrying capacity of these streets and provide to the maximum extent practicable two moving lanes in each direction. Very probably, the improvements to Routes 45 and 49 proposed by the State will include widening of these streets where feasible. If traffic, however, increases substantially before these key streets are widened or improved by the State, measures such as prohibiting parking may be necessary. A traffic engineering study should be made to determine specific improvements necessary to accomplish this objective.
- b. In any event, all land use controls and other practicable measures should be taken to maximize the traffic carrying capacity of the City's major streets, to keep access points to a minimum, and to reduce traffic interference. The traffic lanes should be clearly defined and distinguished from parking lanes. Additional areas should not be zoned for scattered, spot commercial use, but should be subject to special zoning controls which encourage well planned, unified, development with ample setback, parking and restricted access. Approved plans for any residential development located along a major street should incorporate, where feasible, marginal streets, the common use of driveways, and other arrangements to eliminate the direct fronting of homes or other uses on the street.
3. Grieves Parkway. The Parkway should be completed to the design standards planned to provide a uniform roadway of two fully adequate traffic lanes for its full length. In addition, if portions of Broadway west of Front Street were to be vacated, a study should be made to determine the best way in which an improved connection between South Front Street at the Parkway and Tilbury Road can be achieved. This may involve improvement of the intersection or possibly the construction of a new connecting street joining Tilbury Road further south than the present connection. As has been indicated, the new Parkway could serve, temporarily at least, as a bypass and relief route for Broadway. It is recommended, however, that measures be taken to minimize any possible role for this street as a major bypass and maximize its use for its primary parkway purpose and for intra-city circulation. Therefore, it is proposed that fast, through traffic on the Parkway be discouraged and that its use by trucks and other commercial vehicles be limited to local deliveries. The stop signs now at key cross streets are a step in the right direction. No industrial trucking traffic should be permitted.

As proposed in the 1962 Plan, however, it is recommended that a right-of-way adequate for four lanes be reserved in the event that no bypass of the City or other alternative measures to reduce through regional traffic on Route 49 are possible or effective. Clearly, if four lanes were eventually necessary, it would tend to destroy the use of the Parkway for its central objective as a scenic drive through the City's park areas.

4. Chestnut and Oak Streets Intersection. Improve the intersection at Chestnut and Oak Streets to eliminate the sharp angle at this hazardous intersection and to facilitate safe traffic flow. It is understood that a design to modify this intersection is under consideration by the City Engineer. The entranceway to the Chestnut Arms Apartments in the immediate area is an additional complicating factor.
5. An improved cross-connection south of the Parkway. The Plan proposes that a study be made to determine the feasibility of constructing an additional cross-connector street between Chestnut, Walnut and Yorke Streets south of the Parkway as traffic volumes increase. The only east-west connection at present, south of the Parkway, is provided by segments of County Route 4, the Amwellbury-Tilbury Road south of the City. A need has developed for a connection between the residential developments on both sides of Chestnut Street and the High School on Walnut Street. As part of the short-range program, two walkway-bikeway routes also are proposed. The one would lead to the High School and the other to the Municipal Pool. As indicated on the Streets Plan map, which shows the possible general locations for such walkways extending to the School property, these can utilize Crossland and Cook Avenues for the segments immediately east of Chestnut Street. The new street would be a minor collector street and would serve to facilitate the traffic flow from future development in the general area. Any development abutting the street should have reverse frontage with service and access provided only by a minor street. The possible general location for such a street is shown on the Streets Plan map in order only to indicate at this stage the need for the advance acquisition of the right-of-way for such a street.
6. The Broadway, Yorke-Keasbey Street Intersection. Although traffic in this location is now channelized by an island, the alignment of the intersection is poor and traffic on Broadway must make sharp turns. Measures should be taken to straighten the curve on Broadway and otherwise improve the alignment of this intersection in conjunction with any plans for widening Broadway in this vicinity.

7. Curve, Chestnut Street, north of the Parkway. Eliminate the blind curve just north of Maple Avenue, near Meadowside Lane. This probably can be accomplished by curb parking restrictions.
8. The Fifth Street - Pledger Street to Keasbey Street Loop. The plan calls for completion of this important addition to the City's street system. The proposal was added in 1965 to the City's 1962 Plan and is now included in the North Market Street Urban Renewal project. If early action is not possible in conjunction with the Renewal project, this street should still be built. This proposed addition to the City's collector street system connects Fifth Street north of Griffith Street with Pledger Street, and Pledger Street with Keasbey Street at Grant Street. The Streets Plan map indicates the proposed general location of this route. The precise location will require detailed engineering study. This improvement will require the vacating of several minor streets, and is intended to accomplish the following:
 - a. Improve the flow of traffic between residential and industrial areas within the City, and between Route 45 and the eastern and southeastern parts of the City. The route will provide some relief for two of the City's busiest intersections - Broadway and Market Streets, and Market Street and Griffith-Grant Streets. In this respect, the urgency of completing this project is related to the probability of the construction of a bypass of the City.
 - b. Eliminate substandard intersections with Market Street and add one intersection which meets sound traffic design standards.
 - c. Reduce the number of public railroad grade crossings.
 - d. Achieve a more rational pattern of land uses in accordance with the Land Use Plan, by encouraging the full industrial development of the area between Fenwick Creek and the railroad, west of Market Street. A more efficient land use pattern will accomplish the multiple objectives of eliminating substandard housing, increasing employment opportunities, and expanding the City's industrial and commercial ratables.
 - e. Open the land in the northeastern portion of the City for residential and recreational use. Land fill will be required to reclaim much of this area.
9. Front and Griffith Streets Intersection. One of the major problems here is the inadequate sight distance from Front Street west across the bridge due to the placement and height of the bridge and the angle of intersection of Front Street with Griffith Street. As was indicated above, the Police Department has recommended placing a yield sign on Griffith Street. Detailed traffic

engineering studies will be required to determine the feasibility of additional improvements to this intersection.

10. Improvements to Belden and other feeder streets. It is proposed that the relocation of Belden Street at New Market Street be considered in order to eliminate the jog to Carpenter Street in this location. In addition, as part of the short-range street program, measures short of those involving widening or other physical improvements should be taken to facilitate traffic flow on the other streets in central Salem designated minor collector on the Streets Plan map. These include further restrictions in parking and possible changes in the "one-way" system. Since Carpenter Street passes through residential areas, it is recommended that truck traffic on this street be restricted. The proposed relocation of Belden Street would improve access to Walnut Street and the existing and proposed parking lots in the general area via Carpenter Street and would make Carpenter-Belden Streets between Third and Walnut Streets a direct connecting street south of Broadway. It would require the removal of several residential structures on the northern side of Belden Street, an area which is shown on the Land Use Plan map as a proposed additional parking lot. Ideally, the jog between Church and Belden Streets at Walnut Street also should be eliminated, but this is not recommended. As was pointed out in the 1962 Plan for the City, curving Belden Street south to intersect Walnut Street opposite Church Street would greatly reduce the capacity of the parking lots on either side of the new street.

11. Other current proposals regarding streets. According to engineering studies by the City, Kent and Keasbey Streets, both County roads, are in need of improvement, and several street improvements are needed with respect to the City's minor streets. These include the rebuilding of Eakin Street which is generally in poor condition and is not paved for its full width, and the curbing of portions of Union Street, north of Broadway to correct drainage. Also, consideration should be given to taking additional measures to warn motorists on Market Street that the total street width narrows at the Fenwick Bridge. Although, the traffic lanes continue at the same basic two lane width, the parking lanes end at the bridge. These measures are suggested pending any more basic changes that may be made in connection with planned State improvements. Consideration also should be given to modifying the curb radius at the northeast corner of Broadway and Front Street. Walnut Street is the narrowest of the key north-south streets passing through the developed portions of Salem. Since widening is not feasible due to the existing setbacks, the strict continuance of parking controls is essential.

12. New Market Street. In the long run, this street immediately south of Broadway should be widened. This segment of the street is one-way with a width which is inadequate for even two narrow traffic lanes. As indicated in the 1962 Plan, consideration was given to widening this street, and it was concluded that the traffic circulation benefits did not appear, at the time, to be commensurate with the costs of such a project. Nonetheless, this narrow corridor constitutes a marked deficiency in the City's present street pattern which hopefully could be eliminated at some future time. Pending the time such widening may be feasible, it is essential that the prohibition of curb parking or stopping in the "narrow throat" be strictly enforced.
13. Additional long-range street needs. Although traffic now is generally light on Tilbury Road and on those parts of Walnut, Chestnut and Yorke Streets south of the Parkway, it is proposed that these streets under County jurisdiction be widened and generally brought up to the standards for major collector streets as extensive development occurs in the southern portion of the City. In the meantime, adequate advance rights-of-way should be acquired in conjunction with development. Also, as part of the long-range streets program, construction of the proposed new cross-street south of the Parkway should be scheduled if the feasibility study recommended in item 5 above indicates the suitability of such a street. As indicated above, portions of three City Streets are segments of County Roads shown as County Arterial on the County Plan map. In view of this possible ultimate role, this factor also should be taken into account in reserving rights-of-way in compliance with County standards. In addition, further restriction on parking may be necessary on the portions of Chestnut, Walnut and Yorke Streets above the Parkway and on Keasbey Street, where it is difficult to widen, as traffic volumes increase. Other long-range proposals which should be considered as traffic requirements increase are: (a) the eventual widening of Grant Street, (b) the elimination of the Griffith-Grant Street offset at Market Street to improve the use of these streets as an important, through east-west throughfare, (c) the eventual improvement of Oak Street, and (d) if future traffic volumes require, the straightening of the curves on Keasbey Street south of Grant Street and on Grant Street east of Union Street.

D. PARKING FACILITIES AND REQUIREMENTS

Adequate parking is an essential element of a streets plan.

Adequate and well-placed off-street parking facilities are necessary to reduce the physical demands on urban streets and encourage patronage in the central business district. Also, uses such as churches, banks, stores and industry require adequate parking facilities regardless of their location. As emphasized in the City's 1962 Plan, one of the major steps which the central areas of Salem can take to maintain a competitive commercial position is to provide large, convenient off-street parking facilities which are open to the public.

New spaces have been added in the last ten years.

In conjunction with the 1962 Plan, a comprehensive study of parking was made which indicated a total demand at that time, of about 1,500 spaces in the central business area. Some 1,150 spaces were available, leaving a net need for some 350 spaces. Since that time, a number of new spaces have been added, including a large lot east of Fifth Street and south of Griffith Street and a sizable lot west of New Market Street and south of Broadway (the First National Bank lot).

Applying the standards used in 1962 in estimating parking requirements, and these very probably were on the high side, it would appear that the deficit has been appreciably reduced or eliminated. There would seem to be, therefore, no pressing immediate need for the acquisition of new lots to serve existing uses. The two recent lots provide an increase of over 350 spaces in the areas concerned. Although a good portion of these spaces undoubtedly are required by the new uses, it can be assumed that these demands, in part at least, are offset by decreases in other uses and demands through urban renewal or other causes.

The major current proposal regarding parking is to make some arrangement to insure that at least part of the parking lot west of New Market Street and behind City Hall is not sold off for new construction. Methods that can be considered are out-right purchase, lease, or obtaining first refusal rights from the owner. Also, it is important to think now in terms of possible long-run requirements. A long-range look at central Salem's parking requirements, in conjunction with an expected expansion in commercial facilities over a number of years, suggests that ultimately other lots may be required. One such future lot is shown on the north side of Belden Street on the Land Use Plan map. As indicated above, development of this lot would depend upon the recommendation regarding the relocation of Belden Street. It is estimated that the land north of relocated Belden Street and behind the American Legion and YMCA buildings would result in a net gain of forty-five spaces. The Plan also provides for substantial commercial expansion in the block bounded by East Broadway, Eakin, Church and Walnut Streets.

Although a specific site for a proposed parking lot in this area is not shown on the Plan, it is assumed that as the area is developed enlightened self-interest in conjunction with the parking requirements of the City Zoning Ordinance will result in additional off-street parking facilities. A parking lot, for example, in the interior of the block lying south of Broadway, between Walnut and Eakin Streets could be developed as a 230 car parking lot.

Meters are recommended for portions of all public lots.

Although Salem now has reasonably adequate public off-street parking facilities, they are not serving their maximum usefulness because all-day parkers are pre-empting the most convenient spaces. Spaces should be available for short-time customer and client parking. For this reason, it is recommended that meters be installed for short-term shopper parking on portions of the existing City lots as well as on the proposed new lot. Mount Holly, the County seat of Burlington County, has been successful in meeting the parking needs of both short-term shopper and all-day employees on this basis. Council should consider establishing a Parking Authority or a special committee of Council, the Planning Board and representatives of the business community to chart more specific measures for implementing the recommendations regarding parking.

E. MASS TRANSIT

Salem is served by two bus routes.

The requirements of mass transit are an essential element of any plan for streets and transportation. At present, Salem's mass transit ties to the Philadelphia-Camden metropolitan area and to points outside the immediate surrounding County area are minimal. Service to Philadelphia, Camden, Woodbury, and Woodstown is provided by a single bus and bus-train route of Transport of New Jersey (Route G-GG). Intra-county bus service is also available in the Pennsgrove, Pennsville, Mannington and Salem area, operated by the Garden State Coachways. This later service was initiated under the auspices of the County's Community Development Program in September, 1973 and is operated through a grant from the State Department of Transportation.

The G Route buses of Transport of New Jersey (TNJ) provide direct bus service to the Camden-Philadelphia areas on weekdays and Saturdays and the GG service buses terminate in Camden. All Philadelphia or Camden buses stop at the Camden PATCO (Port Authority Transit Company) station. A joint fare interchange privilege is available to persons transferring to the Lindenwold high-speed line. The bus-train service is provided under contract with the New Jersey Department of Transportation. On weekdays, there are four trips daily in each direction between Salem and Philadelphia-Camden, and two to and from Woodbury only. Three trips leave Salem in the early morning for Philadelphia and three return in the evening. Saturdays the service

is more limited and some trips operate between Salem and Camden only. Only two trips in each direction operate on Sunday to and from Camden. Round trip tickets between Salem and Philadelphia cost \$3.60 and a ten-trip commuter ticket can be purchased for \$15.00. The connecting rail fare between Camden and Philadelphia is thirty-five cents. In Salem, the buses enter and leave the City on Market Street (Route 45) and travel in Center City on a small loop on Broadway, Walnut, Belden and New Market Streets. A comparison with a 1969 schedule indicates that service has been decreasing in recent years. In 1969, there were as many as sixteen trips to and from Salem. It should be noted, however, that in view of the current energy crisis, an increase in the number of trips between Salem and the Camden-Philadelphia area may again be necessitated.

The new intra-county service provides hourly service from about 9 a.m. to about 5 p.m. and initially will operate only on weekdays. The routes are divided into zones with fares from forty to sixty cents depending on the number of zones. In Salem, the buses are routed on North Front Street, Broadway, and Johnson, Grant, and Market Streets. They run from the Salem Hospital to Penns Grove.

There is at present no bus service to Wilmington. A line of the Pennsylvania-Reading Seashore Lines serves the City's business and industry by providing rail freight service north to Woodbury, Camden and other locations. Passenger rail service is not longer provided anywhere in the County. A long-range possibility, however, particularly in view of the renewed interest in railway potential as a result of the energy crises, is the eventual extension of the proposed Woodbury branch of the high-speed line from Philadelphia and Camden south to Salem. There is no public airport in the County, but there is a small private airfield on Route 49 just east of the City. There is a definite need for improved mass transit.

The desirable overall goal in transportation is a reasonable balance between the needs of the private motor vehicle and mass transit. However, it must be recognized (1) that this goal will be difficult to achieve in view of our motor vehicle-oriented attitude, and (2) that any major efforts for improvement are likely to focus first upon the more urbanized and populated areas of the State and region. While major decisions regarding mass transit can properly be made only on a regional level, municipalities can and should play a role in this process by participating in various area-wide programs and studies, and making and supporting recommendations for improvement. The Planning Board endorses the need for improved service in the area. Major needs for Salem and the surrounding area in the more immediate future include bus service to the Wilmington area and improvements in the existing bus service to Camden and Philadelphia.

ECONOMIC ANALYSIS

Analysis of economic conditions and activities within a community and of the employment of its residents are prerequisites to a sound community plan. It is a continuing function of the Planning Board to keep its finger on the economic pulse of the area - to assemble and analyze data on employment, income, sales, kinds and numbers of establishments, and other indicators of economic activity. This section updates the more significant of these data which were last published by the Planning Board in its Comprehensive Plan Report of 1961, and points up some implications for the future economic well-being of Salem and its residents. In this report, more emphasis is placed on the City-County relationships than on City relationships within the larger region. This emphasis is warranted since the City is still beyond the fringe of suburban development centered on Wilmington, and with transport costs sharply rising, it is unlikely that the suburban fringe will continue to extend from Wilmington at recent, historically high rates. It should be noted also that trustworthy data at the County level is more readily available than regional data.

County has been characterized by slow growth.

Salem County has been going through a stage of slow physical and economic development during the past several years, though rates of gain in the County housing supply have been somewhat higher since 1970 than for the State, averaging about 6.2% per year as against 2.6% for the State. The County's major growth centers between 1960-70 were Pennsville, Pittsgrove, and Alloway Townships, all of which gained more than ten percent in population or enough to suggest net-immigratory movements of population to these areas. The County, as a whole, however, with a growth rate of only 2.1%, exported population; forty percent of its municipalities actually lost population, among them the City of Salem.

As indicated in Salem County Data Book (1973 edition) published by Salem County Planning Board, part of the population trend can be explained by the trend towards larger farms with accompanying mechanization and specialization. The number of farms in the County declined from 1,183 in 1958 to 702 in 1969. Vegetable and poultry farming accounted for \$4.3 million of a \$4.9 million, five-year gain in value of agricultural products, which in 1969 totaled \$20.9 million. This gain of \$4.9 million in agricultural products amounted to an increase of 31%, second only to the County's 38% gain in provision of services. Services, however, are a much smaller component of the County's economy and the 38% gain in value of services translates to a dollar gain of only \$1.6 million of receipts over a four-year period.

Retail trade is another large component of the County's economy, but it has been growing slowly. A 15% gain in sales dollar volume is reported from 1963-67, which compares with the State's gain of over 25% and is not enough to suggest increases in the tonnage or number of items sold. Penns Grove Borough and Salem City account for almost half of the County's dollar volume and grew faster than the County average. Penns Grove, assisted by the development of Pennsville Township, exhibited a much stronger growth trend, gaining in the number of establishments in contrast to the Salem City loss of thirty-two establishments. Retail sales in the City totaled about \$19 million in 1967.

The City, however, exhibited a strong trend in wholesaling, gaining in establishments and almost sixty percent (\$900,000) in sales volume, while the County registered a sharp loss of almost \$5 million at wholesale.

Manufacturing, tourism, and out-commuting to work (dormitory residents) usually include most of a community's or region's enduring economic strength. In Salem County, manufacturing and residents who live in the County and work outside are probably the major means by which income and wealth are brought into the County. The County trend in manufacturing has not been strong in the last few years. While value added by manufacture amounted to \$186 million in 1967, this reflected a 2% decline (\$4 million) from 1963 figures and a loss of six establishments. Capital expenditures and employment were also down, though factory payrolls were up by \$7 million (8.7%) to 1967's level of \$90.2 million.

The commuting trend may get stronger if housing gains at the rate of six percent per year are maintained. Employment in the County as of 1970 is estimated by the County Planning Board to have totaled about 22,000 while the population census of that year reported 23,200 employed persons in the labor force. There were thus more County residents working outside the County than County workers commuting to work from out of County residences. The difference is relatively small and the net import of payroll would depend on comparative salaries of the commuting residents and workers.

Business trend data are to be available in 1974.

Available business trend data for the City are now six years old. 1972 business census information is expected to be available by mid-1974, at which time the City's data series can be updated. A thumbnail sketch of more recent development, however, can be had from the U. S. Census Bureau's annual reports of County Business Patterns, which cover about 76% of the County employment picture. Data for the years 1967-72 are shown in terms of employment and number of establishments in Table 1.

Construction activity exhibited the greatest gain, almost all of it occurring in the last reported year, 1972. A major component of this growth concerns construction

of the nuclear generating plant on Artificial Island which, though it is a large undertaking, is not expected to provide permanent employment for more than about one-hundred-fifty people. The plant itself will be highly automated and is expected to transmit most of its energy to distant places. Except for manufacturing and transportation, communication and utilities, other sectors showed gradual trends of substantial growth. Overall, the low in reported employment occurred in 1968 when 15,760 jobs were provided by respondent establishments. Since then the trend has been upward to 1972's 18,936 jobs. This gain occurred in spite of a loss of almost 1,000 manufacturing jobs and a small decline in transportation, communication and utilities.

TABLE 1
SALEM COUNTY EMPLOYMENT 1967, 1972
BY TYPE OF ACTIVITY

	<u>Employment</u>		<u>Establishments</u>	
	<u>1967</u>	<u>1972</u>	<u>1967</u>	<u>1972</u>
Agricultural Services, Forestry, Fishing	12	40	6	9
Construction	373	2,765	85	81
Manufacturing	11,301	10,473	49	50
T. C. U.*	625	600	51	44
Wholesale Trade	272	364	34	33
Retail Trade	2,271	2,526	343	343
F. I. R.**	335	437	58	50
Services	1,205	1,672	212	228
Unclassified	13	59	9	12
Total Reported	16,407	18,936	847	850
Percent Completeness	68%	76%	--	--
Estimated Total	24,500	24,900		

*Transportation, communications and utilities

**Finance, insurance and real estate

SOURCE: County Business Patterns, U. S. Dept. of Commerce

A spot comparison of employment by major manufacturers between 1959 and 1972 also reflects a declining trend in employment though it may be noted that a substantial employment gain appears to be indicated for the nearby Mannington Mills. The data are shown in Table 2.

TABLE 2
MAJOR SOURCES OF MANUFACTURING EMPLOYMENT IN SALEM COUNTY
1959, 1972

<u>Company</u>	<u>1959</u>	<u>1972</u>
Anchor-Hocking Glass*	1,628	1,200
H. J. Heinz (food processing)*	110**	250**
Gayner Glass Works*	275	300
Mannington Mills (felt coverings)	372	800
DuPont (chemicals)***	8,288	7,900
Artificial Island	0	(2,500 construction) (150 permanent)
Total except Artificial Island	10,673	10,450

* Located in Salem City: total 2,013 (1959); 1,750 (1972).

** Year round. Peak seasonal employment is about 700, down from a peak of 1,037 reported as of September 1959.

*** Two plants.

NOTE: Data are approximate for both years and not strictly comparable with data in Table 1.

SOURCE: Salem City Planning Board, Comprehensive Plan Report, December, 1961, p. 27.
Salem County Planning Board files, by telephone.

Unemployment down, income up in City of Salem.

Social and economic data are closely related, and the long-term declines in manufacturing employment are to be associated with population as well as technological changes. While some 230 fewer City residents were employed in manufacturing, there was also a loss in population in the City between 1960 and 1970 so that the unemployment rate actually declined from 8% to nearly 6% and the number of unemployed job seekers dropped from 293 to 186. At the same time, average family income increased by about 71% or enough to show substantial gain in average standard of living. Summary data on labor force, employment and income are shown in Table 3.

TABLE 3
SUMMARY DATA
LABOR FORCE, EMPLOYMENT AND INCOME, 1950-1970
SALEM CITY

	City			County
	1950	1960	1970	1970
Civilian Labor Force	3,674	3,657	3,028	24,084
Employed	3,449	3,364	2,842	23,203
Unemployed	225	293	186	901
% Unemployed	6.1%	8.0%	6.1%	3.7%
Families	--	2,224	1,927	19,000
Median Family income (1)	--	\$5,442	\$9,310	\$10,221
Aggregate income (millions)	--	\$12.6 (2)	\$18.7	--
Adjusted for price level	--	\$16.1	\$18.7	--
Growth in real income	--	1.00	1.16	--

(1) Source: U. S. Census of Population 1960, 1970. The income figures refer to the previous calendar year.

(2) Estimate is somewhat high and growth understated since it was assumed that the ratio between mean and median family incomes was the same as between 1959 and 1969 whereas actually the mean and median were no doubt more nearly equal in the earlier year.

Charts I and II show the distribution of City families by income level for 1959 and 1969. In Chart I, it can be seen that the income distribution was more concentrated about one average value. In Chart II the distribution is jagged with several minor peaks. The minor peak at the lower income levels in 1969 probably represents a concentration of retirement, lower service level and welfare incomes. The major peak would correspond to a concentration of production worker income and the higher levels correspond to managerial, official and professional service level incomes.

Average income changes are usually compared in terms of median family income, which indicates the income received by the middle family, half the families getting less and half getting more. Another comparison is afforded by considering the income class of the middle dollar, with half the dollars going to families with less income and half the dollars going to families receiving more income. Median dollar income increased by only 63% over the last decade rising from \$7,260 to \$11,800. In 1959, 69% of the City's families received less than median dollar income; while ten years later, 71% of families received less than median dollar income. Average income of lower income families increased from \$4,085 to \$6,750 or by 65% during the decade. Average income of upper income families increased from \$9,224 to \$16,670 or by 81% in the same period. These trends are consistent with the somewhat less even distribution of income shown in Charts I and II.

Families
per \$1,000
income
bracket

CHART I
Income Distribution, 1959
City of Salem, N. J.

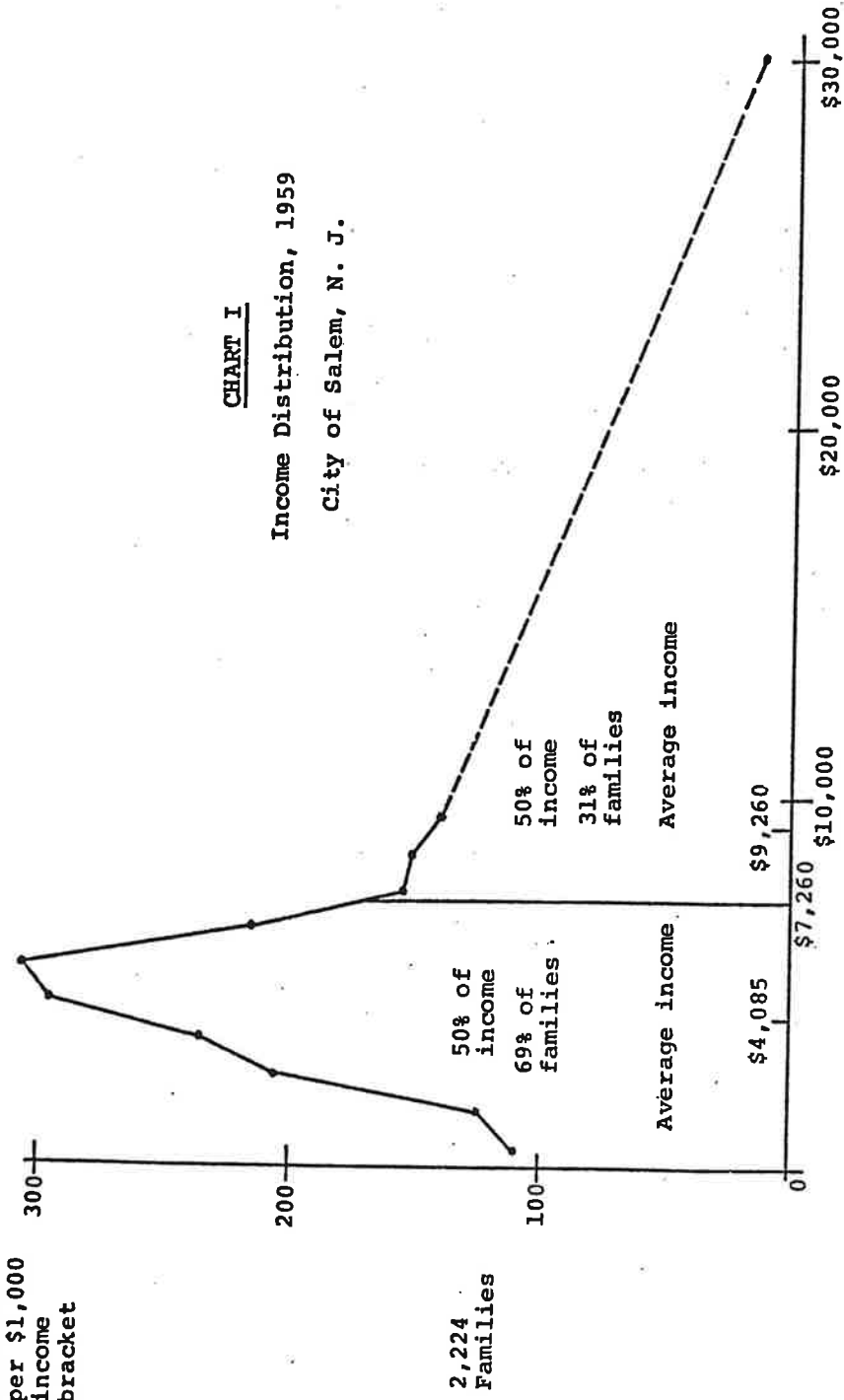
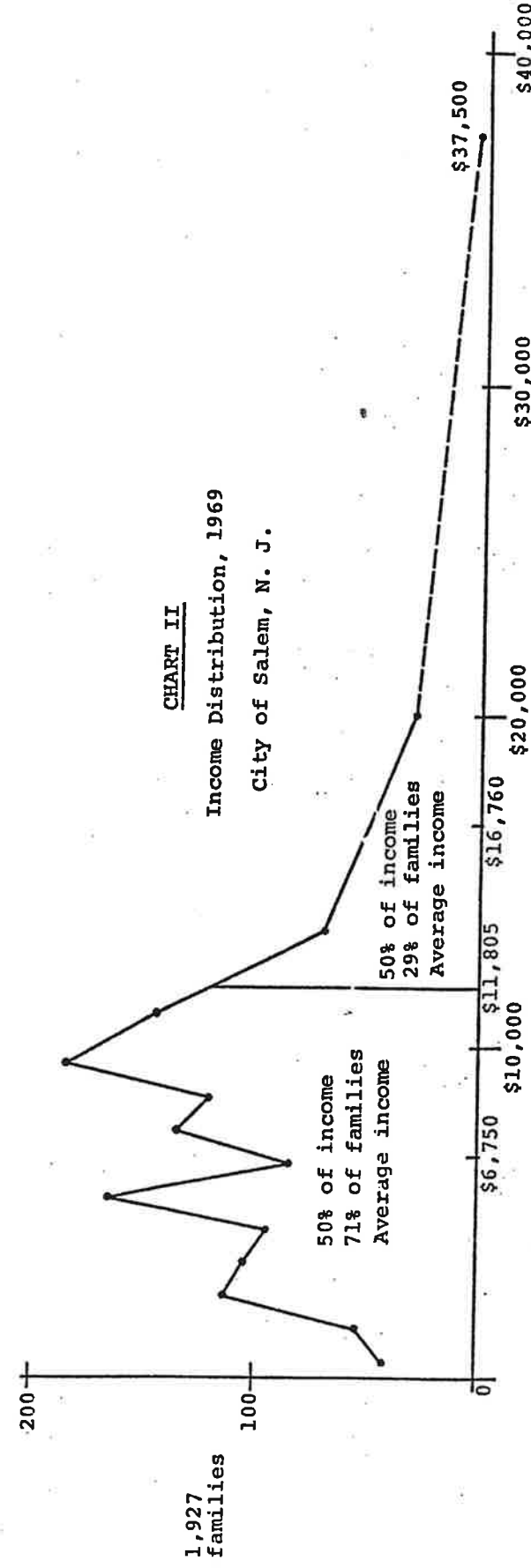


CHART II
Income Distribution, 1969
City of Salem, N. J.



The occupational distribution of the City's resident labor force bears out the commentary on income distribution. It may be noted in Table 4 that, relative to the County, the City's labor force shows marked and, in some cases, increasing concentration in the operative, service and laborer categories. It is somewhat surprising that with the City constituting a major retail center in the County, the slight concentration in the City of managers and proprietors is not more marked. Presumably, many of the people who work at retail in the City commute from other areas of residence.

TABLE 4
OCCUPATIONAL DISTRIBUTIONS, 1960, 1970
SALEM CITY AND COUNTY

Occupational Skills	City				County	
	1960		1970		1960	1970
	No.	Pct.	No.	Pct.	Pct.	Pct.
Professional, technical	352	10.5%	262	9.2%	11.4%	12.9%
Managers, proprietors	206	6.2%	140	5.0%	5.7%	4.8%
Clerical	439	13.0%	334	11.8%	14.3%	14.9%
Sales	206	6.1%	118	4.2%	5.5%	5.1%
Craftsman, foreman	413	12.3%	351	12.4%	19.0%	19.4%
Operatives	1,038	30.9%	912	32.1%	31.1%	27.2%
Service Workers (1)	449	13.4%	529	18.6%	8.0%	11.6%
Laborers	261	7.8%	196	6.9%	4.9%	4.1%
Total	3,364		2,842			

(1) The 1960 figure includes 101 persons who did not report occupation.

Source: U. S. Censuses of Population, 1960, 1970.

With its relative concentrations of labor force at skill levels for which less formal training is required and lower compensation is offered, it is not surprising that the median year of schooling completed by adults twenty-five or older is relatively low (10.6 years) in the City as compared to 11.3 years for the County and 12.1 years for the State of New Jersey.

As Table 5 indicates, the percentage of labor force who are women has increased. This gain is part of the national picture. As the children from the post-war baby boom have moved into school, mothers have moved into the labor force, with the result in most places that more people are employed per family than previously.

In Salem City, however, there has been a compensating loss of men in the labor force so that, while in 1960, there were 1.51 persons employed per family, in 1970 there

were only 1.47 employed persons per family. The number of men employed per 100 families dropped from 96 to 89 while the corresponding increase for women was from 55 to 58.

TABLE 5
Labor Force by Sex, and Families
Salem City, 1960, 1970

	1960				1970			
	Total	Employed	Unemployed (%)		Total	Employed	Unemployed (%)	
Total	3,657	3,364	293 (8.0)		3,028	2,842	186 (6.1)	
Men	2,287	2,141	146 (6.4)		1,803	1,719	84 (4.6)	
Women	1,370	1,223	147 (10.7)		1,225	1,223	102 (8.3)	
% Women	38.5%				40.5%			
Families	2,224				1,927			
Employed persons per family		1.51				1.47		
Men		.96				.89		
Women		.55				.58		

Source: U. S. Census of Population, 1960, 1970.

Although the incidence of poverty appears to have been much reduced in both City and County, its concentration in the City has become more marked. In 1960, 16% of County families had incomes of less than \$3,000 in comparison with 20% of City families. By 1970, only 5% of County families had poverty incomes or less, while more than twice this proportion (nearly 12%) of City families were in poverty. Poverty income levels were not reported explicitly in 1960, and the \$3,000 benchmark has been chosen as a reasonable equivalent.

TABLE 6
Relative Incidence of Poverty
Salem City and Salem County, 1959, 1969

	1959		1969	
	Salem City	County	Salem City	County
Families with less than poverty income	452 ⁽¹⁾	2,398 ⁽¹⁾	226	789
% of all families	20.3%	16.3%	11.7%	5.0%
Unrelated Individuals	n.a.*	n.a.	355	1,121
% of all unrelated individuals	n.a.	n.a.	43.3%	28.0%
Persons	n.a.	n.a.	1,190	4,412
% of all persons	n.a.	n.a.	15.7%	7.4%
Persons under 18 yrs. of age	n.a.	n.a.	439	1,687

(1) Families with less than \$3,000 income.

*n.a. - not available

SOURCE: U. S. Censuses of Population

The relative distributions of labor force by industry are exhibited for the City and County in Table 7; and in most sectors, trends within the two areas are in opposition. Only with regard to the extractive industries, agriculture, forestry, fisheries and mining (not separately listed) are declining trends dominant in both the City and the County (including the City), while construction was up in both areas. The City showed increasing concentration in manufacturing, public administration, and unclassified industry, while the County labor force was turning to the other listed pursuits.

TABLE 7
Labor Force by Industrial Activity, 1960, 1970
Salem City and Salem County

	1960			1970		
	City		County	City		County
	No.	Pct.	Pct.	No.	Pct.	Pct.
Agricultural Services, Forestry, Fisheries	47	1.4	8.1	25	0.9	4.1
Construction	133	4.0	5.0	146	5.1	5.9
Manufacturing	1,684	50.0	46.5	1,452	51.1	44.8
Transportation Communication, Utilities	176	5.2	5.1	95	3.3	5.9
Wholesale and Retail Trade	458	13.6	13.4	347	12.2	15.3
Finance, Insurance, Repair Services	124	3.7	3.4	85	3.0	4.8
Personal and Professional Services	518	15.4	13.7	406	14.3	16.5
Public Administration	133	4.0	3.0	130	4.6	2.5
Other Industries	91	2.7	2.7	156	5.5	.2
TOTAL	3,364			2,842		

SOURCE: U. S. Census of Population

City business activity has been growing slowly.

The background of the picture of general economic development has few bright spots as reflected in labor force, employment, and income data. In its review of County-wide conditions in the middle 1960's, the County Planning Board found the County economy to be weak in its growth indicators with the drop in manufacturing activity to be particularly disappointing. The sharp gain in wholesaling in the City (1963-67) may indicate a shifting regional specialization; but this gain for the City was not enough to counter declines elsewhere in the County, and the 1967 figures were still substantially below the 1958 figures.

The City's retail trade between 1963 and 1967 felt the impact of the general market sluggishness. With increased attention to the attractiveness of the central business district, the greater number of convenient parking spaces which are now available, plus more positive merchandising efforts, Salem should be in a position to take greater advantage of the growth of family income in the City. Between 1959 and 1969 aggregate family income in the City increased in purchasing power by 16% to \$18.7 million; yet commercial and service dollar volume declined in constant dollars. In 1958, \$20.2 million were reported spent in the City's trading and service establishments. With a 16.3% rise in prices by 1967, it would have taken about \$23.5 million to move the same goods. The business census of 1967, however, reported only \$22.5 million spent.

Table 9 presents overall data for commercial and service activity 1958-67. The Department of Commerce is currently preparing 1972 data for publication in mid-1974; and so it is not possible at this time to determine what the trends have been since 1967 in the City. Since Census definitions and procedures are subject to change, it is possible that at least part of the drop in total business volume (Table 8) between 1958 and 1963 may be attributable to a lack of strict comparability.

TABLE 8
Commercial Trends - City of Salem
1958 - 1963 - 1967

	<u>Establishments</u>	<u>Sales or Receipts (1,000's)</u>	<u>Employment</u> ⁽¹⁾
<u>1958</u>			
Retail	179	\$16,198	571
Service	58	842	135
Wholesale	<u>12</u>	<u>3,164</u>	<u>66</u>
	249	\$20,204	772
<u>1963</u>			
Retail	152	\$16,495	676
Service	64	762	131
Wholesale	<u>7</u>	<u>1,524</u>	<u>39</u>
	223	\$18,781	846
<u>1967</u>			
Retail	120	\$19,133	630
Service	64	926	103
Wholesale	<u>9</u>	<u>2,419</u>	<u>52</u>
	193	\$22,478	785

(1) Full-time paid employees and proprietors of unincorporated businesses.

Table 9 lists the different trends reported in dollar volume of retail trade by type of establishment.

TABLE 9
Retail Activity by Type of Business
Salem City 1958, 1963, 1967

	Sales (1,000's)			Establishments	
	1958	1963	1967	1963	1967
Food Stores	\$5,484	\$4,000	\$5,770	28	23
Eating and Drinking Places	1,232	1,131	1,121	22	14
General Merchandise	637	563	n.a.	5	3
Apparel	1,630	n.a.	1,452	15	16
Furniture and Appliances	1,528	1,355	1,735	16	10
Automotive Sales	2,283	3,613	3,168	10	6
Gasoline Service Stations	598	715	1,166	11	13
Building Material, Hardware	n.a.	379	443	5	5
Drugs	454	533	n.a.	3	3
Other	<u>n.a.</u>	<u>1,723</u>	<u>2,629</u>	<u>37</u>	<u>27</u>
Total	\$16,198	\$16,495	\$19,133	152	120

SOURCE: U. S. Censuses of Business

Overview

Salem City is clearly one of the County's regional shopping centers. With an aggregate family income of \$18.7 million, it is doubtful that more than half of this amount is spent at retail. In most cases, at least 20% goes for shelter and another 20% or more goes for taxes. An allowance of \$9.5 million spent at retail for the City's 1,927 families averages out to nearly \$5,000 per family. Using this average, the City's \$20 million in retail sales and service receipts would indicate a market equivalent of about 4,000 families, about the total living in the City plus Alloway, Lower Alloways Creek, and Quinton Townships. Since none of these families would spend all of their retail dollars in Salem City, the actual number of families in the market area is greater and the area larger than the Townships listed. The calculation, however, does give a realistic sense of minimum geographic scale of the City's retail service area. Because of the loss of 1,300 City residents between 1960-70, this market area showed a net decline in population. Because of growth in the outlying Townships amounting to more than 500 people, however, the net loss was only 735 in population.

Except for the years of the Great Depression, the introduction of the automobile has induced a great spreading out of population over the country-side. This trend has occasioned hardships for many older built-up communities. People in their prime

earning years have been able to move to more open areas, and the principles of local autonomy have served to insulate suburban populations from some of the major costs of social existence while concentrating social benefits in the outlying areas.

Since 1960, rising costs of living have made suburban living more expensive and have tended to encourage renewal and new construction in central, down-town areas. Historically, the first cost factor to operate in this way was the rise in land cost. Next came spiraling construction costs. These two changed the pattern of suburban growth by introducing apartment development. This trend was energetically resisted in many areas, but now is coming to dominate construction patterns, nonetheless. Then rising money costs curtailed the rate of development. Over the past year or so, sharp rises in food and utility costs have basically altered family budgets; and now the cost of energy may cap the climax with the likelihood of sharply rising transportation and commuting costs. At the same time, aggregate real income growth has been leveling off.

It is not unlikely that centralized location and ease of central access may, again, be more highly valued, forcing more efficient transport systems and increasing the land values of older areas at faster than average rates. Whether these trends will be strong enough to encourage municipal annexations and consolidation is questionable; but this alternative may gain in attractiveness over the next several years. A heightened degree of restiveness is possibly indicated by last Fall's voting in 70 New Jersey municipalities to change forms of government.

In addressing its own economic problems, the City should try to capitalize on its rail connection, seeking industry to provide employment and tax base, and on its ability to extend utilities and efficiently managed municipal services. It should continue programs to upgrade the skill levels of its labor force to meet new demands, and foster social development to soften the sharpness of economic stratification. Specific action programs to accomplish these objectives are included in the Comprehensive Plan Recommendations portion of this study.

MUNICIPAL FINANCES AND DEBT

To be of maximum value, the planning program and objectives of any community must be related realistically to the financial resources of that community. This section reviews the fiscal structure of Salem in terms of its ability to finance local governmental services and facilities now and in the future. Current expenditures are analyzed with a view to determining any trends or unmet service needs which may have an effect on future revenue requirements, and current sources of revenue are reviewed to determine their probable adequacy to meet future estimated expenditures. Attention is directed also to bonded indebtedness and debt incurring capacity. This analysis of fiscal structure will serve as background for the City's capital improvements program and budget. Advance scheduling of capital projects, giving full consideration to existing long-term indebtedness, will help maintain a reasonable level of annual expenditures for capital improvements and debt service, and will assist in keeping total debt within legal limits.

The period studied is generally the three year period 1971, 1972, and 1973, with budgeted figures for 1974 in some instances presented for comparative purposes. The major sources of information used in the preparation of this Section were the Annual Reports of the Division of Local Government Services, the Audit Reports and Budgets of the City of Salem, the Financial Statistics of New Jersey prepared by the New Jersey Taxpayers Association, and other financial reports and data obtained from the Salem City Treasurer. To provide a measure of comparison between Salem's governmental finances and other communities, financial data from three cities - Bridgeton, Millville and Woodbury - three boroughs - Glassboro, Penns Grove and Pitman - and Pennsville Township are included. These municipalities were selected because of their comparable population, functions and location.

Salem provides wide range of local services. The City Government of Salem, through its Common Council provides all the municipal services generally expected in an urban community. The City School System is administered by a Board of Education appointed by the Mayor. Table 1 lists expenditures for the several municipal functions financed through the general municipal budget for the years 1971, 1972, and 1973, and indicates appropriations for 1974. Also included are the County and School District taxes which the City is required to raise through the general property tax. In addition to the

TABLE 1

CITY OF SALEM

GENERAL MUNICIPAL EXPENDITURES - 1971 - 1973; BUDGET 1974

Purpose	1971	1972	1973	1973 Percent of Total for Municipal Purposes	1971- 1973 Percent Change	1974 (Budget)
General Government	\$ 87,239	\$ 92,225	\$102,075	12.1	17	\$127,683
Fire	15,901	18,452	21,512 (a)	2.2	35	22,500
Police, Courts, Civil Defense	241,353	247,305	242,724 (a)	28.7	1	247,789 (b)
Streets and Drainage	140,290	124,996	130,675	15.5	- 7	158,900
Landfill	19,956	19,599	21,327	2.5	7	23,500
Public Buildings and Grounds	9,542	10,926	9,995	1.2	5	12,200
Health and Welfare	11,489	11,766	12,538	1.5	9	14,100
Recreation and Conservation	3,422	17,524	18,722	2.2	447	21,000
Library	21,297	34,000	35,000	4.1	64	38,875
State & Local Assistance Act (Police and Fire)	---	---	18,686	2.2	--	60,639
Contingent	1,213	996	1,500	.2		1,500
Total Municipal Operations	551,702	577,789	614,754		11	728,686
Deferred Charges	43,171	22,565	25,111	3.0	-42	21,000
Pensions, FICA	33,727	41,368	25,466	3.0	-24	50,200
Capital Improvement Fund	100,000	150,000	180,000 (c)	21.0	80	150,000
General Expense Municipal Purposes	728,600	791,722	845,330	100.0	16	949,886
Debt Service-Type I School	188,588	306,251	310,465		65	310,610
Local School Emergency Auth.	7,000	7,000				
Reserve-uncollected taxes	161,445	187,501	210,323			165,621
Total General Appropriations	1,085,633	1,292,474	1,366,118		30	1,426,117
County Taxes	282,192	307,853	286,740		1	294,520
School District Taxes	814,357	941,924	989,768		21	772,386
GRAND TOTAL	\$2,182,182	\$2,542,251	\$2,642,626			\$2,493,023

(a) Does not include \$3,000 for Fire and \$15,686 for Police from State and Local Assistance Act.

(b) Does not include \$60,639 from State and Local Assistance Act.

(c) Includes \$30,000 from Revenue Sharing.

services which are listed, water and sewer services are provided by the City but are separately financed through service charges and are not included in the general budget.

As indicated in Table 1, general expenditures for municipal purposes increased from \$729,000 in 1971 to \$845,000 in 1973 - an increase of 16%. For the most part, this reflected increased costs provided the same level of service although substantial increases can be noted in fire protection, recreation and library services. The City's recreation program, in particular, was expanded appreciably during this period. The largest single function, police protection, increased by only 7%;¹ the second largest category, streets and drainage, actually decreased during the three-year period. Amounts made available for the Capital Improvement Fund were increased from \$100,000 in 1971 to \$180,000 in 1973 - an 80% increase.

School Debt Service for the City has increased some 65%. It should be noted that School District taxes were reduced by some \$120,000 between 1973 and 1974, which reflects increased State aid to public education. County taxes have remained fairly level with slight fluctuations from year to year. Of the \$2.5 million dollars which the City will be required to raise in 1974, which represents a total tax rate of \$5.47, approximately 23% is for municipal purposes, 2% for veteran and senior citizen deductions, 18% for County purposes, and 57% for School District taxes and Type 1 School Debt Service. (See Table 4.)

Salem's operating expenditures per capita are above County average, below State averages.

Table 2 shows a comparative analysis of municipal expenditures per capita in 1972, as computed by the New Jersey Department of Community Affairs. With the exception of neighboring Pennsville Township, Salem's average of \$152 is above all of the municipalities shown. Salem is higher than the Salem County average of \$35 which includes all the townships with their traditionally lower level of municipal services. Salem is considerably below the New Jersey State-wide average of \$180, however. The heavily urbanized communities in northern New Jersey boost the State average to this high figure. These larger, more urbanized communities must have a full-time, paid fire department with a budget comparable to that of the police department, for example, whereas Salem's annual municipal expenditures for fire protection, with its volunteer program, amounts to only about 2% of expenditures for municipal purposes.

¹ Includes \$15,686 from State and Local Assistance Act in 1973.

TABLE 2
MUNICIPAL OPERATING EXPENDITURES PER CAPITA - 1972

A COMPARATIVE ANALYSIS

<u>Municipality</u>	<u>County</u>	<u>Per Capita Municipal Expenditures</u>
Salem City	Salem	\$152.
Bridgeton City	Cumberland	\$140.
Glassboro Borough	Gloucester	\$123.
Millville City	Cumberland	\$140.
Pennsville Township	Salem	\$248.
Penns Grove Borough	Salem	\$ 88.
Pitman Borough	Gloucester	\$ 92.
Woodbury City	Gloucester	\$116.
Salem County Average	--	\$ 35.
State-wide Average	--	\$180.

SOURCE: 1972 Financial Condition of Counties and Municipalities, Division of Local Government Services, New Jersey Department of Community Affairs.

Property Taxes are the major source of revenue. Table 3 indicates that local taxes on real property account for most of the City's revenue requirements, amounting to 71% of the total in 1973 - 66% collected from current assessments and 5% from prior years.

TABLE 3
REVENUE SOURCES

CITY OF SALEM							
<u>REVENUES REALIZED</u>	<u>1971</u>	<u>Percent</u>	<u>1972</u>	<u>Percent</u>	<u>1973</u>	<u>Percent</u>	
Property Taxes Collected	\$1,434,347	64	\$1,728,043	65	\$1,713,170	66	
Delinquent Tax Collections	115,118	5	120,399	5	130,828	5	
Business Personalty Taxes	189,009	8	194,266	7	212,568	8	
Taxes from Public Utilities	104,591	5	104,948	4	156,786	6	
State Aid Revenues	166,634	7	129,557	5	142,083	5	
Other Revenues	133,254	6	66,038	3	47,200	2	
Revenue-Sharing	--	--	23,113	1	48,686	2	
Prior Years Surplus Appropriated	102,171	5	269,125	10	150,017	6	
REVENUES TOTAL	<u>\$2,245,123</u>	<u>100</u>	<u>\$2,635,490</u>	<u>100</u>	<u>\$2,601,388</u>	<u>100</u>	

SOURCE: Audit and Budget Reports, City of Salem.

Residential properties account for 52% of assessed valuations. The assessed valuations of real property in the City in 1974, including land and improvements, amounted to \$29,208,275. Commercial personal property assessed by the City amounted to an additional \$1,500,000. As noted in Table 3 above, property taxes account for about 66% of all revenue sources. Of the various kinds of real property which are subject to taxation to make up this amount, residential properties account for 52.4% of the total. Commercial valuations amount to an additional 25%. Distribution of assessed valuations is as follows:

1974 Valuations - Assessed

Real Property - Land and Improvements

	<u>No. Parcels</u>	<u>Amount</u>	<u>Percent of Total Real Property</u>
- Vacant Land	167	\$ 271,250	1.0
- Residential (Incl. Apts.)	1,646	15,322,775	52.4
- Farm	13	101,850	.3
- Commercial	152	7,232,400	24.8
- Industrial	15	6,280,000	21.5
Total Value, Real Property		\$29,208,275	100.0
Commercial Personal Property		1,514,553	
TOTAL ASSESSED VALUATION		\$30,722,828	

It is significant to note the changes in this distribution since the 1962 Comprehensive Plan was prepared. Data in that report indicated the following percentage distribution of assessed valuations as of 1960:

Vacant Land = 1%
 Residential = 61%
 Farm = 1%
 Commercial = 23%
 Industrial = 14%
 Total 100%

The biggest difference between these two sets of data is the reduction of residential valuations from 61% to 52% of the total, and an increase in industrial valuations from 14% to 21%. Probably the two most important factors which account for these changes are: (1) the City-wide reassessment, and (2) the City's Urban Renewal Program which resulted in the demolition of substandard residential uses and the expansion of industrial uses.

Total Tax Rate has declined since 1972. While total financial requirements for municipal, county, and school operations have increased in recent years, total property tax rates in the City have actually decreased since 1972. This is accounted for by increases in revenue from non-property tax sources including the various forms of state distributed taxes, state aid, and federal revenue-sharing. Total tax rates and apportionment for the years 1971 - 1974 are shown in Table 4.

TABLE 4
Tax Rates - 1971-1974
CITY OF SALEM

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	
Total Tax Rate.....	<u>\$5.28</u>	<u>\$6.29</u>	<u>\$6.20</u>	<u>\$5.47</u>	<u>%</u>
Apportionment of Tax Rate:					
Municipal.....	1.06	1.06	1.25	1.27	23.22
Deductions Allowed Veterans and Senior Citizens.....	.10	.10	.11	.10	1.83
County.....	.94	1.03	.94	.96	17.55
Local School.....	3.18	4.10	3.90	3.14	57.40

Total property taxes throughout the State are higher than considered desirable by the New Jersey Tax Policy Committee which was appointed by the Governor in 1970. Part of the tax reform program recommended by this Committee in 1972 includes a limitation on property tax rates per \$100 of equalized valuations as follows:

"County purposes -- \$.50 per hundred exclusive of debt service.

Municipal purposes -- \$1.50 per hundred exclusive of debt service and reserve for uncollected taxes.

School purposes -- as voted only, except for debt service and the tax rate equivalent required to finance per pupil amounts over the certified State standard.

In order to provide some flexibility, the stated limits for county and municipal purposes may be exceeded by vote of the people at a referendum, provided no annual increase exceed 10 per cent of the preceding year's effective tax rate."^{1/}

Tax rates for the municipalities listed in Table 2 for comparative tax purposes, as equalized by the State, are as follows:

Salem City	\$6.47	Pennsville Township	\$3.94
Bridgeton City	5.02	Penns Grove Borough	5.27
Glassboro Borough	4.05	Pitman Borough	4.12
Millville City	4.69	Woodbury City	4.06

^{1/} Summary Report of the New Jersey Tax Policy Committee; page 27; February, 1972.

Additional Bonded Indebtedness will require State approval. At the end of 1973, Salem had a total net indebtedness of \$1,548,446, as shown in the following extract from the 1973 ANNUAL DEBT STATEMENT:

	<u>Gross</u>	<u>Deduction</u>	<u>Net</u>
1. (a) Total Bonds and Notes for School Purposes	\$3,533,000.00		
(b) Less Applicable Deductions (School borrowing power)		\$2,033,478.76	
(c) Net Debt for School Purposes (Chargeable to Municipal borrowing power)			\$1,499,521.24
2. (a) Total Bonds and Notes for Self-Liquidating Purposes (Sewer and Water utility)	\$1,037,000.00		
(b) Less Applicable Deductions (Self-liquidating)		\$1,037,000.00	
(c) Net Debt for Self-Liquidating Purposes			None
3. (a) Total Other Bonds and Notes	\$48,924.98		
(b) Less Applicable Deductions		None	
(c) Net Debt for Other Purposes			\$48,924.98
Total Gross Debt--	\$4,618,924.98		
Total Deductions--		\$3,070,478.76	
4. TOTAL NET DEBT DECEMBER 31, 1973			\$1,548,446.22

The \$48,924 listed in 3(a) for Bonds and Notes represent municipal bonds which have been authorized but not issued for specific street construction projects, a public works building, and a fire house. Similarly, \$250,000 included in school debt represents notes which have been authorized but not issued.

In New Jersey, the limit on the amount of money a municipality can borrow without special authority is equal to 3-1/2 percent of the City's equalized valuation of real property averaged for the preceding three years. For the last three years, the equalized valuation of real property with improvements plus Class II railroad property was as follows:

1971 - \$29,977,185
1972 - \$27,991,247
1973 - \$30,267,475

The average of these three years is \$29,411,969. Salem's allowable debt would amount to 3.5% of this amount, or \$1,029,419. Salem's net debt of \$1,548,446, as computed above, amounts to 5.26% of average assessed valuation, exceeding prescribed debt limits by some \$500,000. These limits may be further exceeded by the City, however, upon approval of "extension of credit" by the Local Finance Board of the State if the Board is satisfied that statutory standards are being met and the debt will not harm the City's financial capacity.

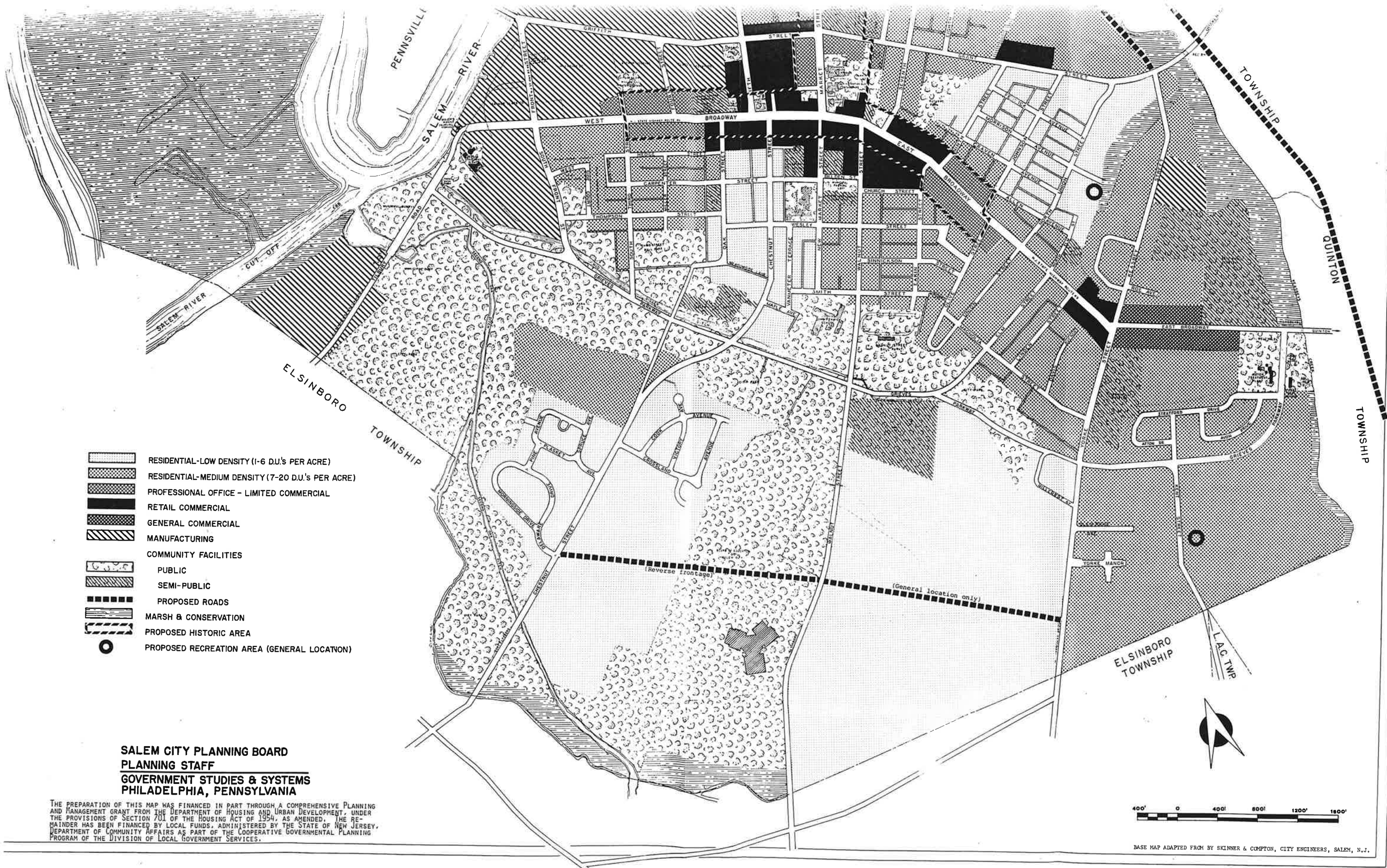
Capital Program and Budget with needed public improvements are essential. The severe limitations on incurring additional bonded indebtedness for municipal purposes makes it particularly difficult for Salem to "catch up" with needed public improvements. It appears essential that the City follow a fiscal "pay as you go" policy in so far as possible. Each year Council has appropriated to the Capital Improvement Fund moneys to either pay for or provide the down payment on required improvements. These appropriations amounted to \$150,000 in 1972, \$180,000 in 1973, and \$150,000 in 1974.












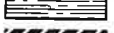
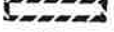
If extensive borrowing is to be avoided, however, it will be necessary to increase appropriations to the Capital Improvement Fund. City Council, in conjunction with the City Treasurer, Planning Board, Auditor and other officials are preparing a Capital Budget as required by State Law. This will take into account the capital projects included in the proposed revision of the Comprehensive Plan. Projects recommended for approval during the next five years have been tentatively identified and submitted for consideration. Final refinements of the projects to be included, details on methods of financing, and priorities and timing are scheduled for completion in the work program proposed by the Planning Board for the fiscal year 1974-1975. It is anticipated that by this time the Comprehensive Plan will have been completed and adopted by the Planning Board.

Financial position of City viewed with optimism. This review of municipal expenditures, receipts, debt and assessments indicates clearly that Salem has had a continuing struggle to finance municipal services at acceptable standards, without imposing an undue tax burden on any one segment of the community. Government costs for which citizens of Salem are responsible have increased faster than assessed valuations in the City. It is significant to emphasize, however, that during the past few years, there has been a decrease in both tax rates and the proportion of total tax burden which is borne by residential valuations. This shift, together with increasing amounts of State and Federal revenue-sharing, has strengthened the residential development potential of the City without diminishing its attractiveness for increased industrial and commercial expansion. While tax rates and per capita expenditures have been somewhat higher than nearby municipalities, Salem's per capita expenditures have been lower than most cities which render comparable service, and are lower than State average. A revision of State and local tax structure, such as the program recommended by the New Jersey Tax Policy Committee which was designed to reduce local property taxes by 40%, would be beneficial to Salem.

The future position of the City with respect to incurring additional bonded indebtedness is uncertain, since most of the municipal borrowing capacities have been pre-empted by school debt. Required sewer and water utilities improvements may also make further inroads into municipal borrowing capacity, if the debt incurred for these purposes exceeds the State formula for "self-liquidating" indebtedness. Changes in State Law or resumption of the various Federal aid programs for sewer, water and other municipal purposes may brighten the debt picture considerably. These potential developments must be reviewed each year before decisions can be made on undertaking capital projects which would increase the long term obligations of the City. In 1972, the financial rating of the City by Moody's Investor's Service was BAA which is considered average for municipalities in the State. The latest bond sales in Salem, which was for school expansion purposes in 1971 - 1972, were at interest rates of 5.85% for the State supported Series A Bonds and 6.2% for the Series B or City portion.

In summary, the future financial position of Salem is viewed with optimism. Continuation of the urban renewal and code enforcement programs to eliminate substandard structures, expansion of industrial and commercial activities, additional modern residential construction, and careful fiscal management, coupled with increased State and local revenue-sharing, will make it possible for Salem to maintain and improve its vitality as a good City in which to live, work, and raise a family.



-  RESIDENTIAL-LOW DENSITY (1-6 D.U.'s PER ACRE)
-  RESIDENTIAL-MEDIUM DENSITY (7-20 D.U.'s PER ACRE)
-  PROFESSIONAL OFFICE - LIMITED COMMERCIAL
-  RETAIL COMMERCIAL
-  GENERAL COMMERCIAL
-  MANUFACTURING
-  COMMUNITY FACILITIES
-  PUBLIC
-  SEMI-PUBLIC
-  PROPOSED ROADS
-  MARSH & CONSERVATION
-  PROPOSED HISTORIC AREA
-  PROPOSED RECREATION AREA (GENERAL LOCATON)

SALEM CITY PLANNING BOARD
PLANNING STAFF
GOVERNMENT STUDIES & SYSTEMS
PHILADELPHIA, PENNSYLVANIA

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED, THE REMAINDER HAS BEEN FINANCED BY LOCAL FUNDS, ADMINISTERED BY THE STATE OF NEW JERSEY, DEPARTMENT OF COMMUNITY AFFAIRS AS PART OF THE COOPERATIVE GOVERNMENTAL PLANNING PROGRAM OF THE DIVISION OF LOCAL GOVERNMENT SERVICES.



BASE MAP ADAPTED FROM BY SKINNER & COMPTON, CITY ENGINEERS, SALEM, N.J.

SECTION IX

FUTURE LAND USE PLAN

CITY OF SALEM, NEW JERSEY

The Future Land Use Plan for Salem presents the Planning Board's recommendations for a long range policy with respect to future land uses in the City and supporting community facilities. The land use and community facilities recommendations, together with the Streets and Transportation Plan included in Section VI and the Housing recommendations included in Section IV constitute the three basic components of a comprehensive Plan. The Land Use Plan is based on the background data, policies, trends, and analyses included in Sections I thru VIII of this Plan Report, and on community objectives and aspirations for the future.

The Plan anticipates the future land area needs of the various types of uses, and allocates the City's land area among those uses in a manner designed to achieve an efficient, harmonious, and convenient pattern of land development. The Plan establishes a general pattern of future development, and is an expression of fundamental policies and objectives to guide the character and directions for future community growth.

It should be noted in reviewing the Future Land Use Plan Map that no attempt has been made to be specific in terms of property lines, exact distances, boundaries, or other characteristics usually associated with zoning maps. The Future Land Use Plan Map is not a zoning map, but a framework or guide to which future policy actions and decisions can be related - including zoning actions and decisions. While the patterns developed for the major categories of land use, community facilities, streets, and their inter-relationships represent a plan for the future, it does not represent a plan for all time. This Plan is a modification and revision of the 1962 Future Land Use Plan, reflecting changes which have occurred during the last 11 years. As future development occurs in the City and County, it is essential that the Plan be reappraised and revised where necessary to take proper account of changing conditions, unanticipated external influences, and future probabilities.

Community Objectives and Policies Related to the Plan

Section I of this Comprehensive Plan Report expresses in detail the basic Planning Objectives and Development Policies used as guidelines by the Planning Board in up-dating the City Comprehensive Plan of 1962. To provide the basis for a more complete understanding of the Land Use Plan recommendations, these community objectives and policies are summarized as follows:

1. Encourage types of development and uses which, while consistent with other policies and goals, will increase the financial capability of the City to provide required community services and facilities.
2. Preserve and strengthen the four basic roles of Salem: a residential community, a County seat, a Regional commercial center, and a source of industrial employment.
3. Prevent the spread of haphazard and incompatible mixtures of residential, commercial and industrial development.
4. Provide for adequate and diversified housing supply in attractive, healthful and safe environments.
5. Continue the City program to eliminate substandard housing. All available means should be utilized, including conservation, rehabilitation, clearance and strict code enforcement.
6. Maintain an active and viable central business area.
7. Encourage the location of additional industries in appropriate areas, and the continued expansion of existing industries.
8. Provide for adequate community facilities, including programs to meet social, cultural, and recreational needs, and preservation of buildings of historic and architectural value and interest.
9. Provide for safe and convenient circulation within the City and to points beyond including adequate, accessible parking areas.
10. Protect to the maximum extent possible and promote the best use of the remaining open spaces within the City.

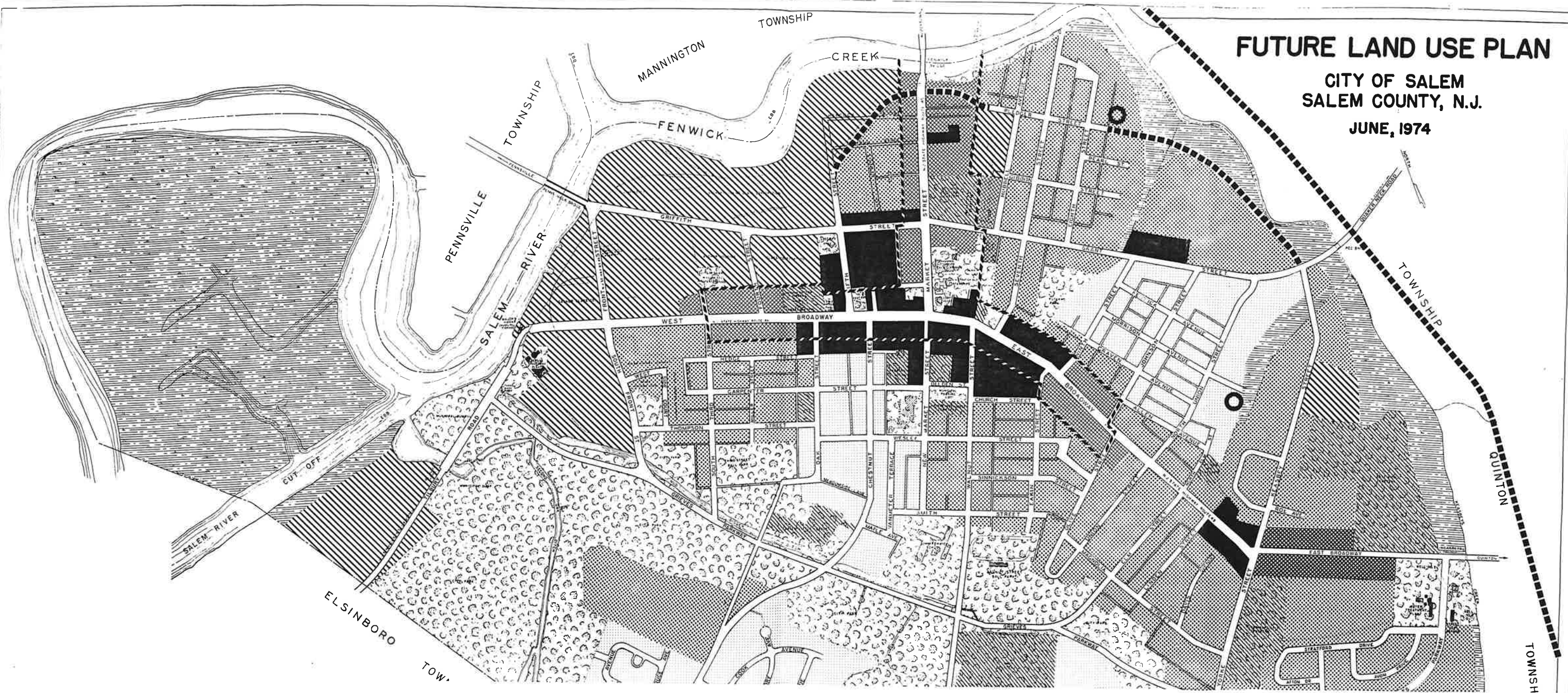
The Future Land Use Plan

The Future Land Use Plan Map which follows shows the proposed allocation of land within the City into residential, commercial, manufacturing, and community facility uses, and open land reservations. Parts of the City recommended for consideration as historic areas are also indicated. This Land Use Plan primarily represents adjustments and additions to the Land Use Plan of 1962, and not major revisions of concepts and policies. Significant considerations pertaining to each of the components of the Land Use Plan are as follows:

FUTURE LAND USE PLAN

CITY OF SALEM
SALEM COUNTY, N.J.

JUNE, 1974



1. RESIDENTIAL. Two categories of residential use are shown on the Plan map, differing largely on the basis of densities: Low density residential at a density of one to six dwelling units per acre, and medium density residential, at a density of 7 to 20 units per acre. The low density category of six or less dwelling units per acre includes two areas north of Grieves Parkway which have been developed at a density of 6 dwelling units or less per acre: the area in the north-east portion of the City generally bounded by Ninth Street, Grant Street, Union Street, and Allen Avenue, and a south-central area generally bounded by Oak Street, Carpenter Street, Vanmeter Terrace, and Maple Avenue. Most of the buildable area in private ownership south of Grieves Parkway and west of Yorke Street is also in the low density category. Areas in this classification generally conform with the R-1 Residence Districts, which is basically a single-family detached dwelling district, requiring a minimum lot area of 7,200 square feet per family, or approximately 6 families per acre. Chestnut Terrace typifies development under these standards. Cluster development is permitted in this district at a density of four per acre, and, under special exception provisions of current zoning, garden apartments may be permitted at a density of approximately 12 per acre. The Chestnut Arms apartment project was authorized under these provisions.

The second residential category, with densities of up to 20 dwelling units per acre, includes most of the area now zoned R-2 and R-3 Residence. These districts now require a minimum lot area of 2,500 and 1,600 square feet per family, respectively. The R-2 district permits both single family detached and semi-detached dwellings, as well as garden apartments on a special exception basis. The R-3 district also permits row, or attached houses and multiple family dwellings. This density applies to most of the developed residential areas in the northern half of the City and to the south-eastern corner of the City in the vicinity of Salem Manor. The City's three public housing projects are in this category as well as the Chestnut Arms apartments.

This fairly wide range of densities - 7 to 20 dwelling units per acre reflects existing high densities in the older portion of the City and the densities which were required in the projects of the Salem Housing Authority. It is recommended that densities for new residential construction in any undeveloped areas not exceed 12 families per acre, except under special circumstances such as senior citizen housing where the number of persons per family unit is below the average. Financial feasibility may also necessitate higher densities in future public housing projects to accommodate families displaced by either public or private renewal activities, or for families now occupying housing which does not meet minimum housing code standards.

All future residential development in the City, it should be noted, is contingent upon the availability of adequate sewerage facilities, and the modification or repeat of the housing moratorium imposed by State, referred to in Section III, Community Facilities.

The population projections included in Section III of this Plan report anticipate a population of approximately 9,200 by 1980, 11,000 by 1990, and an ultimate population of approximately 15,000 within present city boundaries, assuming no major increases in densities now permitted by the Zoning Ordinance. The 1,500 person increase by 1980 over the 1970 census figure of 7,648 persons is expected to take place largely in the authorized addition to the Chestnut Arms apartments, in authorized semi-detached and apartment units in the Salem Square project on Kent Street north of Grieves Parkway, and in the "Whispering Waters" apartment complex south of Grieves Parkway, east of Kent Street. Scattered individual dwellings are also expected, but no additional major developments within the next few years.

The approximate acreages of the areas designated on the Future Land Use Plan in the various categories are as follows:

PROPOSED FUTURE LAND USE ALLOCATION

	<u>Acres</u>	<u>Percent of Total</u>
RESIDENTIAL - LOW DENSITY (1-6 DU's per acre)	350	19.2
RESIDENTIAL - MEDIUM DENSITY (7-20 DU's per acre)	356	19.5
PROFESSIONAL OFFICE - LIMITED COMMERCIAL	30	1.6
RETAIL COMMERCIAL	37	2.0
GENERAL COMMERCIAL	8	.4
MANUFACTURING	126	6.9
COMMUNITY FACILITIES		
Public	347	19.0
Semi-public	57	3.1
Streets	164	9.1
	<u>350</u>	<u>19.2</u>
MARSH AND CONSERVATION		
	1,825	100.0
TOTAL		

2. COMMERCIAL. Three categories of commercial or business use are included in the Plan, differing primarily in terms of intensity of use. The "lightest" of these is the "Professional Office-Limited Commercial" category which reflects the objective of attracting modern offices in the area of the Court House, particularly on Broadway

and Market Streets. Such a category was recommended in the 1962 Plan, and was implemented by the Planning Board and Council through the establishment of the RLC Residence-Limited Commercial District in the City Zoning Ordinance. This District also serves the objective of encouraging the perservation of buildings of historic or architectural interest by making it possible to use these structures for professional offices and apartments without changing the outside appearance. Much of the area in this category is recommended for inclusion as "Historic District."

The Retail Commercial category reflects the extent of the existing central business area, plus limited expansion to accommodate new uses and additional parking facilities. The entire block bounded by East Broadway, Eakins, Church, and Walnut Streets, for example, is included in anticipation of private commercial renewal, including new commercial uses and expansion and modernization of existing uses, coupled with supporting off-street parking areas, loading areas, rear entrances to stores and offices, etc. In many respects the Plan represents a logical continuation of the private and governmental actions which have taken place in the central area during the past few years. The best example of governmental actions is the City urban renewal program which made an entire block available for a modern shopping complex and a large off-street parking area north of Broadway at Fifth. One of the private actions which benefits the entire central business district is the large parking area south of Broadway between Chestnut and New Market Streets which has been made available to the public by a local bank. As indicated in the Streets and Transportation Plan, it is imperative that these parking areas, or their equivalents, be permanently maintained for customer and client parking.

"General Commercial" is the third and most intensive category of business use, designed primarily for automotive, heavy retail, and wholesaling type activities. Both sides of East Broadway, east of Yorke and Keasbey Streets, and several smaller areas, are in this category. This classification corresponds with the C-2 Commercial classification of the City Zoning Ordinance.

3. MANUFACTURING. The Manufacturing areas are in the north west portion of the City - areas occupied largely by Anchor-Hocking, H.J. Heinz, and Gayner Glass. Since the 1962 Plan, land has been made available for expansion of existing industries in the area bounded by Griffith Street, West Broadway, Front Street, and Fifth Street, through the Salem Urban Renewal Program. Approximately 30

acres of vacant land on the west side of south Front Street, and on the west side of Tilbury Road has been designated as Manufacturing to accommodate new uses. Because of the limited area for new industrial uses and their general proximity to residential uses, Salem can afford to be selective about the industries which are permitted in these areas. Uses which will provide substantial employment to City residents, which will increase industrial ratables and which will not have characteristics which would be detrimental to adjoining areas, are the criteria to be applied in industrial selection. The undeveloped areas in the Manufacturing category South of Mud Digger Ditch, which is now zoned as M-2 General Manufacturing, would be more appropriately zoned in an M-1 Light Manufacturing classification.

4. COMMUNITY FACILITIES. Most of the community facilities recommendations included in the 1962 LAND USE PLAN, plus new facilities and additions to existing facilities which were not mentioned, have been accomplished by the City in the last 11 years. These include such major projects as the following: expansion of the City Land Bank area and installation of a water pumping and drainage system which made much of this area usable for active recreation and for the completion of Grieves Parkway; construction of the new high school; construction of the municipal swimming pool; expansion of the Fenwick elementary school; discontinuance of the Grant and Grammar schools; establishment of playgrounds and play areas in the Town Bank land; construction of a new fire house at Fifth and Griffith; construction of public housing facilities, including a senior citizen project, as noted in greater detail in Section IV, Housing. In addition, the County building complex on Market Street has expanded, including office space and parking areas for employees and citizens having business to transact with the County.

Community facility needs which remain to be accomplished, and which are recommended as part of this Future Land Use Plan, include the following:

1. Neighborhood playgrounds of approximately 3 acres in area in the following general locations:
 - Eighth and Pledger Street, either above or below the proposed extension of Pledger Street to connect with Keasbey at Grant.
 - Kent Street, south of Grieves Parkway.
 - Between North Union Street and Keasbey Street, in the vicinity of Fenwick Avenue.
2. Site for a new municipal complex. Sites suggested for consideration include 2 to 3 acres of Town Bank Land on Grieves Parkway near either Chestnut Street

or Walnut Street, or the site of the old Grant and Grammar schools at Market and Grant.

3. Expansion of the Salem Library on its present site, unless plans for a new library are included as part of the municipal complex.
4. Preparation of a detailed development plan for the ultimate use of the Town Bank area to accommodate the current need for such uses as a municipal office complex and to meet long-term recreation and environmental needs. Outdoor recreation uses such as tennis courts, picnic areas, archery ranges, and the like can be effectively combined with the scenic parkway, tree farm, wooded groves, and simple landscaped park areas to make this area one of the most attractive municipal recreational complex and land reserve areas in South Jersey. As it has done in the past, it is assumed that the City will take maximum advantage of Federal, State, County and private foundation funds which may become available for the planning and development of this great asset to the City. In addition to public areas, the Future Land Use Plan reflects continuation of existing semi-public facilities. The largest users of land in this category are cemeteries, which occupy some 45 acres. Churches, parochial schools, the Little League field, YMCA, American Legion, and several other clubs and organizations are included in this category.
5. MARSH OR CONSERVATION AREAS. Ecologists and environmentalists have made us all conscious of the importance to society of preserving marsh lands, tide water areas, and flood plains. The Future Land Use Plan recognizes the values of these areas and includes them in the Marsh and Conservation category. Implementation of this objective is accomplished through site plan and subdivision review by both the City and the County Planning Board, by the N.J. Wetlands legislation, and eventually through flood plain regulations which are part of the National Flood Insurance program. Any applications received by the Zoning administrative officer for building permits or developments which are in areas protected by any of these regulations are referred to the appropriate administrative authority for review.
6. PROPOSED HISTORIC DISTRICTS. In 1975, Salem will celebrate the 300th year of its founding - one year before the United States celebrates its 200th anniversary. While Salem citizens have always had a great interest in preservation of buildings of historic and architectural interest, the years have taken a toll

in terms of buildings demolished, buildings remodeled beyond original recognition, and the introduction of incompatible structures and uses adjoining or in close proximity to buildings and areas of historic value. As one means of preserving and enhancing the values in Salem which these historic buildings represent, three areas are identified on the Future Land Use Plan as Proposed Historic Districts - North Market Street, East Broadway, and West Broadway. Detailed work is being undertaken by a Historian on the staff of the Salem County Department of Community Development to identify and qualify these areas as Historic Sites with the New Jersey Historical Sites Office. Individual buildings or portions of these areas may qualify in the event that the entire areas outlined do not fully meet the historic area criteria of this State agency. Once these areas have been officially designated and individual buildings specifically identified, special planning and zoning procedures should be established to assure their preservation. Salem Council moved in this direction following completion of the 1962 Plan by establishing the "Residence-Limited Commercial" zoning classification in these areas. This zoning classification has been successful in preventing construction of uses which are completely out of harmony with historic structures in the areas proposed as Historic Districts, yet has permitted economic use of the properties involved. More complete architectural controls may require additional state enabling legislation, and, if necessary, this should be sought through Salem's legislative representatives. Support by local officials in preserving historic structures is also evidenced by the recent (April, 1974) action by the Common Council, Planning Board, and Housing Authority in holding the required public hearings and establishing a portion of North Market Street as a blighted area to enable the City to undertake an unassisted urban plan to restore residences of historic value, and to control new compatible residential uses in the area. The County Department of Community Development is collaborating closely with City officials in this project.

Plan Accomplishments

The value of the Future Land Use Plan for Salem City will depend on the extent that it is used to guide the development, both public and private, which is required to accomplish the desired features of the Plan. Although the Planning Board has the responsibility to prepare and adopt the Plan, it is the Common Council, the Board of Education, the City Housing Authority, the County Freeholders,

and other public bodies which have the means and authority to carry out those parts of the Plan which require governmental support or actions. Other parts of the Plan, particularly those concerned with revitalization of the central business area, industrial expansion, and residential community development, will require actions of individual entrepreneurs, private organizations and corporations, business, civic, and professional organizations, and individual citizens. Close working relationships between these official governmental agencies at the local, county, state, and federal level and with the industrial, commercial, and civic communities are essential if the concepts and objectives suggested by the Plan are to be achieved. The most important administrative and regulatory controls which are available to City officials to carry out the Plan include capital improvement programming; zoning and subdivision controls; housing code enforcement; urban renewal under public funding programs and on a private basis, and a continuing planning program. It is the intention of the Planning Board to give priority attention in the coming months to reviewing in detail each of these means of implementation. Recommendations resulting from these studies which may increase the effectiveness of these ordinance and controls will be submitted to the Common Council.

SECTION X

ENVIRONMENTAL ASSESSMENT OF PLAN PROPOSALS

A. Plans and Policies with Environmental Implications

Since Salem is largely a built-up community with only 330-350 acres of developable land remaining within its present boundaries, new development opportunities with environmental considerations are more limited than in municipalities which are largely undeveloped. Many of the proposals which are included in this Revised Plan, however, do have environmental implications, which for the most part are beneficial. Proposals with environmental implications are as follows:

1. With respect to housing, plan recommendations include elimination of substandard housing and accompanying detrimental environmental influences. This represents a continuation of the on-going housing program of Salem. The Plan contemplates reduction of population density in congested area. Recommended housing treatment includes complete renewal areas, extensive clearance areas, and spot clearance areas.

Provision is made in the Future Land Use Plan for new housing opportunity in accordance with sound subdivision, zoning, building code, and sanitary code standards. This will involve re-use of land in urban renewal areas, as well as use of land which is now vacant and developable. Maximum recommended densities are prescribed.

2. Community facility recommendations include the development of new and supplemental sources of water to assure an adequate supply of quality water in the future. A new sewage treatment plant providing secondary treatment is also contemplated, and studies are now in progress by sanitary engineers to accomplish this. Recommendations are also included for a three-acre site for a new municipal building complex on land now owned by the City, and for several neighborhood recreation areas.
3. Streets and transportation recommendations are minimum as far as new streets and highways are concerned because of the built-up nature of the City. The most significant proposal, however, is for a by-pass just outside the City limits to connect Route 49 just east of the City, with Route 45 north of the City. A modified by-pass within the City extending from North Market

Street along Pledger Street to connect with Keasbey Street at Grant Street is also proposed. Minimizing the amount of area devoted to streets and other forms of paving is a plan objective.

The amount of land area devoted to parking in the central business area is considered adequate, although more efficient utilization of some areas is suggested. It is also recommended that if any areas now used for parking are developed for other uses, equivalent replacement parking spaces be provided.

Continuation of the present mass transit facilities, and encouragement of additional facilities are urged by the Plan.

4. Other Future Land Use recommendations include encouragement of additional industry on land which is now vacant, and expansion of existing industries to provide greater employment opportunity. New commercial structures, particularly modern office buildings, are urged in the central business area to replace obsolete buildings.

Provision is made for preservation of historic areas and historic buildings, and for increased emphasis on visual aspects of new construction within the City.

5. Protection and preservation of the open spaces in the City are major objectives. The Land Use Plan includes 350 acres, which represents 19.2 percent of the City area, in a Marsh and Conservation category, as land to be retained in its natural state. An additional 300 acres is in the public land category, most of which is the City Park system, which is also to be retained as open space. With the exception of one small portion for the municipal building complex, the entire area is intended for open space uses.

Review and revision of codes and ordinances which control development is part of the planning program. This will take appropriate account of current requirements of Federal, State, and County regulations pertaining to Wetlands, flood plains, and other protected natural areas, and will become the main means of plan implementation.

B. Anticipated Beneficial Environmental Effects

The anticipated beneficial environmental impacts if the above plans and policies are carried out can be summarized as follows:

1. Housing and renewal program will assure a more healthful living environment by requiring adherence to sound housing and building code requirements, and density and open space requirements of the subdivision and zoning regulations. Zoning requirements also will prevent the introduction of incompatible uses in residential neighborhoods.
2. New sewage treatment plant will insure against soil and water pollution in the area. Development of new water sources will assure protection of the watersheds for these sources--both surface reservoirs or sub-surface sources. Additional neighborhood recreation areas will increase the livability and healthful aspects of the City.
3. The proposed by-pass will have the effect of reducing through traffic on both Broadway and North Market Streets, thus reducing exhaust pollution within the City. The by-pass will also reduce or eliminate through traffic in residential neighborhoods, thus increasing residential amenities. Mass Transit will also reduce the number of fossil fuel burning vehicles in the City, further reducing air pollution, as well as providing transportation opportunity to those who do not have private vehicles.
4. Preservation of historic areas within the City implies careful preservation of the trees and open spaces which are part of and which adjoin these historic areas and buildings. Similarly, areas designated on the Plan as conservation areas will perpetuate the advantages and amenities which accrue to an urban area from adjoining open areas.

C. Possible Adverse Environmental Effects

The possible adverse environmental effects if the proposed plans and policies are carried out are as follows:

1. The proposed by-pass connecting Route 45 with Route 49 outside the City limits will require use of marsh land in Mannington and Pennsville Townships. Precise ecological impact of such road construction is not known, but such effects would have to be determined before construction is authorized. It is assumed that such a project would be part of the State highway system.

2. Use of 3 acres of City Park land along Grieves Parkway for a municipal building complex and parking areas will diminish the "open-ness" of this area by approximately one percent.
3. Use of approximately 30 acres of land in the western portion of the City for light manufacturing use will also diminish the "open-ness" of the City to that extent.
4. Vacant land south of Grieves Parkway, some of which is in agricultural use, is included in the Land Use Plan for ultimate Residential Development. It is recognized that from a strict environmental point of view, without regard to financial feasibility, a case can be made for leaving this land in its undeveloped or agricultural state. This implies a moratorium on development, even after adequate sewer facilities are available.

D. Other Considerations Pertaining to Environmental Effects

1. In each of the above situations, the Planning Board has considered the possible environmental effects, and is convinced that proper measures can be taken to minimize or prevent such adverse conditions to the point where the Plan proposals will be to the benefit of the City. Considerations involve the following: The need to create additional centers of employment; the need for greater and more diversified revenue sources; the need for an increased housing supply; the need for improved highway network; the need to maintain an economically viable central business area. In sum, total benefits are viewed as outweighing any possible adverse effects.
2. There are no known adverse environmental effects which cannot be overcome or avoided if the development plans are implemented. No hazards to human life or property will result from proposals; historic values are not being compromised; resources are not being destroyed; no inefficient uses of land or ecological imbalances are contemplated.
3. The areas identified on the Land Use Plan in the Marsh and Conservation areas, plus any additional areas which may be designated by State or County agencies as subject to Wetlands, flood plain, or other natural resource protection requirements, will be preserved from development or disturbance by the City's subdivision and site plan review requirements, which supplement State and County requirements.

4. The County facilities within the City consist of the County Court House and County Administrative office complex on North Market Street. The Plan recognizes this as a major asset to the City, and Plans involve enhancement of these facilities, in terms of landscaping, prevention of incompatible uses in the adjoining areas, more efficient and perhaps additional parking, and provision for modern office facilities for professions relating to county and court and administrative activities.

5. Equitability of impact in terms of obtaining comparable access to the amenities of man-made environment has also been recognized by the Planning Board. This is reflected in the recommendation for additional playgrounds in certain portions of the City which are now deficient in such facilities, and in the housing program which is intended to assure safe and healthful housing for all citizens. Priority attention to developing additional non-residential tax sources also reflects consideration of the problem of assuring equitable distribution of tax burdens.

E. Plan Distribution To Other Agencies Concerned with Environmental Protection

Prior to adoption, copies of the Revised City Plan are being sent to the Salem County Planning Board, the Salem County Department of Community Development, the Soil Conservation Service, and to the Planning Boards of adjoining municipalities for review and comment. These will be studied by the Salem City Planning Board, and made a part of the public hearing record. Copies of the plan will also be made available to all in advance of adoption.

F. Applicable Federal, State, County, and Local Environmental Controls

The Salem City Planning Board recognizes and has complied with its responsibilities with respect to environmental controls of higher governmental jurisdictions which apply to lands within the City. These include the New Jersey Wetlands Act of 1970, the Realty Improvement Act of 1954, the Stream Encroachment Law, the Flood Plain Control Act, and the Salem County Subdivision Regulations. The Salem Common Council has under consideration participation by the City in the National Flood Insurance Act of 1968, which will require enactment of a specific Flood Plain Ordinance.

Implementation of City responsibilities with respect to these regulations lies largely with the Planning Board, working in close cooperation with the City Engineer. As development proposals of any kind are submitted, the review process

includes a check to determine if any of the lands involved are subject to the regulations cited above. Maps identifying the areas under the jurisdiction of the State Department of Environmental Protection as Wetlands, for example, are available for use at the Court House, as are detailed soils and natural resources maps prepared by the County Planning Board. The developer of any land which is subject to special environmental restrictions is so advised during preliminary subdivision or site plan review discussions. All subdivision plans are submitted to the County Planning Board for its review and recommendation prior to final City approval. If the City decides to participate in the National Flood Insurance Act, the required local flood plain requirements will represent another environmental control to be administered by the Planning Board during subdivision and site plan review.