

City of Salem, County of Salem

Municipal Self- Assessment Report

Plan Endorsement Process

BRS, Inc.
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Contents

INTRODUCTION	4
Purpose of Plan Endorsement	4
EXISTING CONDITIONS/OPPORTUNITIES & CHALLENGES	6
Location and Regional Context	6
Background	6
Inventory of Key Characteristics	8
Land Use and Zoning	8
Current population and trends	9
Housing and Economic Trends (including affordable housing stock and projections of possible shortages):	10
Employment	11
Natural, cultural, and recreational resources:	12
Historic Assets:	12
Open Space and Agricultural Assets:	13
Available Public facilities and services	13
Transportation/circulation/goods movement	13
Water and sewer infrastructure, and capacity issues	14
Resiliency planning efforts & Vulnerabilities to climate change and/or sea level rise	14
Identified Environmental Justice and vulnerable populations issues	14
Redevelopment and Rehabilitation Areas	14
Status of Planning	15
Salem City Master Plan Reexamination– 2012	15
Salem County Economic Development Strategic Plan - 2014	15
Salem County Comprehensive Master Plan – 2015	15
Salem County Growth Management Element 2016	16
Salem County Hazard Mitigation Plan – 2016	16
Salem Waterfront Redevelopment Plan– 2018	16
RTP 2050: Moving South Jersey Forward – 2021	16
Stand Up for Salem’s Center of Salem Neighborhood Plan – 2022 DRAFT	16
A Housing Strategy for the City of Salem- 2023	16
Resilient Salem- 2023 DRAFT	16
COMMUNITY VISION & PUBLIC PARTICIPATION	17
Salem Comprehensive Plan – 1974, Vision	17
Salem Master Plan Re-examination Report– 2012, Vision	17
Salem Waterfront Redevelopment Zone Vision, 2018	17

DRAFT Stand Up for Salem Center of Salem Neighborhood Plan, 2022	18
DRAFT Resilient Salem, 2023	18
RECENT AND UPCOMING DEVELOPMENT ACTIVITIES.....	19
STATEMENT OF PLANNING COORDINATION	19
STATE, FEDERAL & OTHER PROGRAMS, GRANTS AND CAPITAL PROJECTS.....	19
SUSTAINABILITY/RESILIENCY STATEMENT	19
CONSISTENCY SECTION	21
Local & Regional Planning	21
State Plan – Goals, Policies & Indicators.....	23
EVALUATING SALEM’S REGIONAL CENTER AGAINST SDRP CENTER CRITERIA.....	27
State Plan – Planning Area Policy Objectives	28
MAPPING.....	30
STATE AGENCY ACTIONS	30
STATE AGENCY ASSISTANCE/EXPECTED BENEFITS	30
CONCLUSION	30

INTRODUCTION

Purpose of Plan Endorsement

The City of Salem is seeking Plan Endorsement to re-instate its designation as a Regional Center and align its planning goals and objectives with the State Plan. The City previously went through the Plan Endorsement Cross-Acceptance process and was granted Regional Center designation in 2004. Since then, the Center Designation has expired and the City is wanting to renew this Center Designation along with achieving updated resiliency and sustainability plans to address the latest State Plan Policies.

Local Goals and Objectives

The City of Salem states the following objectives and policies in the 1974 Master Plan and the most recent 2012 Reexamination Report:

1. Encourage types of development and used 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's program to eliminate substandard housing;
6. Maintain an active and viable central business district;
7. Encourage the location of additional industries in appropriate area, and the continued expansion of existing industries;
8. Provide for adequate community facilities, including programs to meet social, cultural and recreational needs;
9. Provide for safe and convenient circulation within the City and to points beyond;
10. Protect to the maximum extent possible and promote the best use of the remaining open spaces in the City.

The originally stated goals and objectives enumerated in the 1974 Master Plan and the updated 2012 Re-examination Report are still relevant to guide the future development of the City of Salem and are consistent with the goals and objectives of the SDRP.

Relevant Planning Issues

In addition to seeking Plan Endorsement, the City of Salem is working with the State to address Sustainability and Resiliency issues. A Draft Vulnerability Assessment has been completed as of 2023 called Resilient Salem. The Resilient Salem project is supporting Salem's process to recertify its Regional Center designation, and meet the requirements set forth by the State of New Jersey's Center designation program. The revised requirements for the Municipal Land Use Law in P.L. 2021, c. 6 require municipalities to consider potential climate change impacts via a climate change-related hazard vulnerability assessment. This assessment must be incorporated into the updated land use element, which is one of the key components of a municipality's master plan. The Resiliency Salem Project provides a detailed analysis of the City's vulnerability to natural disasters and climate-related hazards, focusing on climate change impacts, vulnerability findings, planning and land use, and build-out analysis.

The Vulnerability Assessment also examines the impact of natural hazards on elements of the master plan, including zoning, and provides recommendations for mitigating risks associated with climate-related hazards. The assessment outlines the importance of considering the impact of flood risk on historic resources, vulnerable populations, community assets, and critical facilities when planning for flood resilience in Salem. The assessment highlighted the complexity and interconnections of flood risk management and land use planning, emphasizing the need to consider a range of factors when planning for flood resilience. Overall, the assessment provided a comprehensive evaluation of how climate change and rising sea levels will impact flood risk in Salem, emphasizing the need to design infrastructure and land use policies that prioritize areas less impacted by flood risk and consider the protection of vulnerable populations.

Assistance from State Agencies

See Section- State Programs, Grants, and Capital Projects

Summary of Efforts Related to Plan Endorsement Requirements

The Plan Endorsement Process consists of ten steps. The first step is Pre-petition which Salem City has completed as of meeting with NJ Office of Planning Advocacy on August 4, 2020. The next step is creating the Plan Endorsement Citizen Advisory Committee, which Salem appointed in Resolution 2020-128 on June 1, 2020. Step 3 is conducting a self-assessment and producing a Municipal Self-Assessment Report. This document serves as the City of Salem's Municipal Self-Assessment Report.

The 10 Steps of Plan Endorsement Process are the following:

- Step 1: Prepetition
- Step 2: Plan Endorsement Citizens' Committee
- Step 3: Municipal Self- Assessment
- Step 4: State Opportunities & Constraints Assessment
- Step 5: Community Visioning
- Step 6: Consistency Review
- Step 7: Action Plan Implementation
- Step 8: Recommendation Report and Draft Planning & Implementation Agreement (PIA)
- Step 9: State Planning Commission Endorsement
- Step 10: Monitoring and Benefits

Summary of Requested Planning Area

The City of Salem seeks to renew its Regional Center Designation. A Regional Center designation is a special designation given to areas that are identified as important centers of regional activity and growth. These areas are typically located near major transportation hubs, employment centers, and other key community assets. The designation is intended to encourage targeted growth and development in these areas while preserving the character and vitality of surrounding communities. Regional Centers are expected to provide a mix of land uses, including housing, commercial development, and public spaces, that support the needs of residents and businesses while also promoting sustainable development.

This report will outline the existing conditions, demographic trends, and inventory of resources in the City of Salem, along with review relevant Planning documents with the State Plan. This analysis, along with the visioning and goals demonstrates that the City continues to have the characteristics of a regional center and

aligns with the State Plan.

Waiver Sought

City of Salem is not seeking any waivers for the Plan Endorsement Process at this time.

EXISTING CONDITIONS/OPPORTUNITIES & CHALLENGES

Location and Regional Context

The City of Salem, NJ (Population: 4,811) is the county seat of Salem County, the state's most rural county. It is located in southern New Jersey along the Salem River, a primary tributary of the Delaware River. The City has a total area of 2.81 square miles, including 2.34 square miles of land and .47 square miles of water. It is bordered by Elsinboro Township, Lower Alloways Creek Township, Mannington Township, Pennsville Township and Quinton Township. State highways passing through Salem include Route 45, which has its southern terminus at its intersection with Route 49. Nearby highways and structures include Interstate 295, the New Jersey Turnpike and the Delaware Memorial Bridge. Salem City is situated within the CAFRA Zone and Tidally influenced area due to its location along the Salem River and proximity to the Delaware River.

Background

During the 17th and 18th centuries, Salem was an important port city whose residents were primarily employed in the shipbuilding industry and trade. Later, it transitioned to heavy commercial and industrial uses related to the port and railroad, such as glassworks, chemical manufacturing and bulk fuel storage. As with many port cities around the country, Salem experienced a precipitous decline in industrial and manufacturing operations, leading to the deterioration of this once-thriving community. The decline in the city's industrial and commercial port operations – and the related loss of jobs – has also led to a significant decline in population over the past 50 years.

Challenges facing Salem stem from poverty, which afflicts nearly half the population, limited nearby job opportunities, and disinvestment in housing that has led to vacancy and abandonment. The New Jersey Department of Community Affairs (NJ DCA) has designated Salem City as a "Distressed City" and an "Urban Aid Municipality" because of its extreme poverty. The percentage of individuals living below poverty is 41.3% (quadruple the rate for the state of NJ at 10.4%) with a median household income of just \$24,841/year (less than 1/3 of the state's median household income of \$79,363) (2018 ACS). Poverty has been persistent and increasing in Salem for several decades, tied largely to industrial decline and widespread disinvestment.

The population density of Salem City is estimated at 1,343 people per square mile, which is lower than the population density of Salem County (446.1 people per square mile), but higher than the state of New Jersey (1,210.1 people per square mile).

The City of Salem has a majority black population, with 61 percent of the population Black, 24% non-Latino White, 12% Latino, and the remainder multiple or other races or ethnicities. Salem has been a majority Black city since around 1990, with little or no change in the city's racial or ethnic makeup in the past 10 years. While Salem is majority black population, the County of Salem is majority white population with 72% of non-Latino White.

Although the age distribution is about the same in all age groups, there are less children in households in the City overall. Only 1/3 of households in Salem City have children and 85% are with single mothers.

In terms of socio-economic indicators, Salem City faces significant challenges compared to both the county and

state. The poverty rate in Salem City is 39.9%, which is much higher than the poverty rates of Salem County (9.8%) and New Jersey (9.5%). Moreover, the median household income is \$35,319, which is lower than both the county and state medians (\$72,059 and \$85,751, respectively). The unemployment rate in Salem City is 8.7%, higher than both the county and state averages, indicating economic vulnerability. Additionally, almost 20% of households in Salem City lack access to car ownership, which can limit mobility and access to opportunities, exacerbating other vulnerabilities.

With regard to educational attainment, 78.1% of Salem City residents have a high school diploma or equivalent, while only 10.1% have attained a bachelor's degree or higher. This suggests challenges in access to advanced educational and economic opportunities compared to both the county and state averages. For comparison, the percentage of Salem County residents with a high school diploma or equivalent is 87.3%, and the percentage with a bachelor's degree or higher is 22.4%. In New Jersey, the respective percentages are 90.2% and 45.5%. Language barriers also have a significant role, 9.7% of Salem City residents speak a language other than English at home, indicating challenges in accessing and comprehending vital information. This is higher than the percentage of non-English speakers in Salem County, which is 7.8%, and New Jersey, which is 30.0%. The percentage of residents with a disability in Salem City is 21.5%, which is higher than both the county (12.5%) and state (10.2%) averages, indicating challenges in accessing and receiving adequate healthcare and other necessary services.

Nearly half (49.7%) of Salem City residents are renters, which can contribute to housing instability and insecurity. For comparison, the percentage of renters in Salem County is 29.9%, and in New Jersey, it is 35.4%.

Overall, Salem City's demographic data highlights several challenges linked to its socio-economic conditions compared to the County and the State. These challenges include higher poverty rates, limited access to advances educational opportunities, limited access to transportation, higher rates of disability, higher rates of single mother households, and higher rates of renting.

Table 1: Demographic Overview of Salem City, NJ¹

Demographic Overview	Salem City	Salem County	New Jersey
Population Size (2020 estimate)	4,635	62,385	9,288,994
Population Density (2020 estimate)	1,343 people per square mile	446.1 people per square mile	1,210.1 people per square mile
Age Distribution			
0-17 years	20.8%	21.5%	22.7%
18-64 years	58.2%	60.9%	62.8%
65+ years	21.0%	17.6%	14.5%
Households below Poverty Line	40.6%	11.5%	9.1%
Population of race and ethnicity			
Black	63.9%	15.2%	15.4%
Non- Latino White	23.8%	71.7%	52.9%
Latino	10.5%	11.2%	21.9%
Multiple races, other	3.1%	2.7%	2.4%

¹ Population size, density, and age distribution: U.S. Census Bureau (2020 estimate)

Educational attainment: U.S. Census Bureau, American Community Survey 5-Year Estimates (2015-2019)

Households below poverty line, median household income, and no access to car ownership: U.S. Census Bureau, American Community Survey 5-Year Estimates (2015-2019)

Median Household Income	\$33,191	\$70,374	\$86,279
No Access to Car Ownership	18.2%	6.5%	4.6%
Educational Attainment			
High School Graduate	78.1%	87.3%	90.2%
Bachelor's degree or higher	10.1%	22.4%	45.5%
Household Type			
Households with Children			
Married couple	5%	12.6%	
Single mother	27%	5.8%	
Single Father	3%	.5%	
Households without children			
Family Households	21%		
Single individuals	41%		
Other nonfamily households	4%		

Source: U.S. Census Bureau 2020 estimates

Inventory of Key Characteristics

Land Use and Zoning

Salem City adopted a zoning map in 1976 that was revised in 2002 and again in 2004. Of the total 6,798.19 acres within the city, 3,068.34 (45%) acres are zoned as Residential, 473.87 (7%) acres as Industrial, and 482.18 (7.1%) as Commercial. The remainder of the acreage is A 1/Agriculture (One-Family Dwellings on larger plots with parking, Parks, Playgrounds, Community Centers, Golf Courses, Agricultural Uses) of 2082.30 acres, Industrial/Manufacturing Planned Development of 395.31 acres, Mixed Use of 17.59 acres, and Public Facilities of 286.71 acres. The majority of the land designated as Residential (1,642.88 acres) is medium density, where single-family and multi-family dwellings are commingled.

Table 2: Zoning

Zone	Total Acres	Percent of Total
R-1 Residence	858	49%
M-2 General Manufacturing	391	22%
R-2 Residence	288	16%
M-1 Light Manufacturing	102	6%
C-1 Retail Commercial	45	3%
RL-C Residence-Limited Commercial	44	2%
C-2 General Commercial	34	2%
Salem-Wide Total	1,761	100%

Salem, NJ has a relatively diverse mix of land uses, as evidenced by the 2015 Land Use/Land Cover data. Residential areas cover approximately 31% of the city's land, while wetlands make up a significant proportion with 29% of the city's land area. Other urban land use, which includes mixed-use areas, accounts for 17% of the land area, while agricultural land use covers 12%. Commercial and industrial development makes up approximately 9% and 5%, respectively. Forested areas cover just 4% of the city's land, although barren land makes up about 3%, and recreational land covers less than 1%.

Table 3: Land Use/ Land Use Cover

2015 Land Use / Land Cover	Total Acreage	Percent
Residential	416	31%
Wetlands	394	29%
Mixed/Other Urban Land	235	17%
Agriculture	208	12%
Commercial	128	9%
Industrial	76	5%
Forest	64	4%
Barren Land	45	3%
Recreational Land	18	1%

Current population and trends

According to the U.S. Census Bureau, Salem City has a population of 5,324 people as of July 1, 2022. (V2022) Population of Salem City as of the Census, April 1, 2020 was 5,296 with a .5% change to July 2022. Salem City has lost population consistently from 1970 to 2020, with a slight increase from 2010-2020 with a rate of change of 2.9% percent increase. The County of Salem had an increase in population from 1970-1990 with a fluctuation from 2000 to 2020, showing a 1.9% decrease in population from 2010 to 2020 and a .4% increase from 2020 to 2022. The State has sustained a steady increase in population at around .6% average change.

Table 4: Population Trends

	1970	1980	1990	2000	2010	2020	2022 (V2022)
Salem City	7,648	6,959	6,883	5,857	5,146	5,296	5,324
Salem County	60,346	64,676	65,294	64,285	66,083	64,837	65,117
State of New Jersey	7,171,112	7,365,011	7,730,188	8,414,350	8,791,894	9,288,994	9,261,699

U.S. Census Projections

The NJ MPO population projections for Salem City and Salem County are shown in Table X below. These projections indicate a continued loss of population over the next two decades.

Table 5: Population Projections:

	2020	2025	2030	2035	2040
Salem City	5,000	5,000	5,000	4,900	4,800
Salem County	65,200	65,200	65,000	64,100	63,000

New Jersey Metropolitan Planning Organizations Population Projections as of September 2019

The NJ MPO employment projections for Salem City and Salem County are shown in Table ? below. These projections show a consistent loss in jobs over the next two decades.

Table 6: Employment Projections:

	2020	2025	2030	2035	2040
Salem City	2,134	1,993	1,873	1,771	1,686

Salem County	26,689	25,753	25,176	24,946	25,063
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New Jersey Metropolitan Planning Organizations Population Projects as of September 2019

Housing and Economic Trends (including affordable housing stock and projections of possible shortages):

According to the 2020 U.S. Census, there were 2,730 housing units in Salem City, including 2,011 occupied and 719 units vacant. The housing units included single-family detached, single-family attached (townhouses), and multi-family dwellings. A majority of the City's housing stock is single-family detached housing with 38.8% and single family attached housing with 22.2%. Multi-family units account for 40% of Salem City's housing units.

Table 7: Housing Unit Type

Unit Type	Units	Percent
Single-Family, detached	1,045	38.8%
Single-Family, Attached	605	22.2%
Two Units	261	9.6%
3 or 4 Units	321	11.8%
5 to 9 Units	221	8.1%
10 to 19 Units	98	3.6%
20 or more Units	157	5.8%
Mobile Home	22	.8%
TOTAL	2,011	100%

Source: U.S. Census 2020

Salem has an old housing stock where 69% of its housing units were built before 1960, with only 3% built in the last 20 years. As a result, a lot of housing units need repair and rehabilitation or are left vacant.

Salem City has a majority of renters with a homeownership rate of 31.4% compared to the County's homeownership rate of 70.8% according to the American Survey 2017-2021. As a result of Salem's majority rental population and low-income levels, a large part of the city's rental housing is either subsidized public housing or subsidized through housing vouchers. The City's Housing Element and Fair Share Plan was last updated March 18, 2001.

Table 8 : Subsidized rental housing in Salem

Project	Program	Number of Units	Total Units
Harvest Point (note 1)	USDA Section 515	260	
Westside Court and Anderson Drive	Public Housing	156	
Carpenter Street	Low Income Tax Credit	103	
Salem Senior Village	Low Income Tax Credit	64	

Broadway Towers	Public Housing (senior)	24	
	All subsidized housing projects		607
Housing Choice Vouchers		200 (note 2)	
	All subsidized housing		807 (note 2)

(1) Includes Whispering Waters

(2) Since vouchers are often used by tenants in subsidized rental housing projects, particularly in Low Income Tax Credit projects, the actual total of subsidized households will be less than 807

Source: A Housing Strategy for City of Salem, Draft 2023

Housing trends are indicated in the table below showing population and housing indicators decreasing except for vacancies.

Table 9: Housing trends

	Households 2010	Households 2020
Total Units		
Owner Occupied	1,881	1,319
Renter Occupied	3,247	3,416
Vacant Total	575	719
Percent owner occupied	38.3%	31.8%
Percent rented	61.7%	68.2%
Population Characteristics		
Avg. Household size	2.40 persons	2.39 persons
Median family income	\$38,286	\$26,667
Median household income	\$25,682	\$33,191
Persons below poverty level	1,462	1,969

Source: American Community Survey 2021

Employment

According to the Census, Education Services and healthcare of the largest employers of Salem City residents. Only 52 percent of the city's population over 16 are members of the workforce, compared to 63 percent of that population nationally. Only 4 percent of Salem residents with jobs work in the city (74 workers), while 1,784 work elsewhere. 97 percent of all the jobs in Salem City are filled by people commuting from outside the city to work.

Table 10: Employment Categories

Employment Category	Percent in Salem City	Percent in Salem County
Agriculture, forestry, fishing, hunting	0%	.6%

Construction	.6%	7.2%
Manufacturing	11.9%	12.4%
Wholesale Trade	7.7%	4.1%
Retail Trade	10.2%	8.6%
Transportation and warehousing; and utilities	5.9%	9.2%
Information	0%	1.1%
Financial Insurance, and real estate	5.3%	6.9%
Professional, scientific, and management	9.1%	10.2%
Educational Services and healthcare	32%	23.8%
Arts, Entertainment and Recreation	9.5%	5.7%
Other services, except administration	4.1%	5.1%
Public Administration	3.5%	5.0%

Source: ACS 2021 Estimates

Natural, cultural, and recreational resources:

Salem City is the county seat of Salem County, hosting various institutions that include the Courthouse, the Sheriff's Office, County Jail, and the Prosecutor's Office. It is also a hub for history and culture, featuring a vibrant downtown district and numerous historic sites. The city is bordered by the Delaware River, which is a major contributor to its social, economic, and cultural activities. The river offers recreational opportunities, including fishing and boating, and creates a stunning waterfront for tourists and residents.

Historic Assets:

Salem is a city with a rich cultural heritage and historic significance which is an opportunity for Salem's future. Founded in 1675, it is one of the oldest cities in New Jersey with numerous historical landmarks and sites that date back several centuries. The City currently has nine historic districts/ areas and 11 stand-alone historic sites, totaling 924 historic properties listed in Table below.

The city is home to the Salem County Historical Society, which aims to preserve and promote the history of the area through various exhibits, artifacts, and educational programs. Among the landmarks located in Salem is the Old Salem Courthouse. This is the second oldest courthouse still in continuous use in the United States. Built in 1735 during the reign of King George II using locally manufactured bricks, this building was occupied by British troops during the Revolutionary War and later was the site of treason trials for British sympathizers.

The Salem Fire Museum serves as a historic asset to the community. It was built in 1869 as Union Fire Company No. 1, replacing their previous building named Union Hall, built in 1825. Salem fire companies included Union (est. 1749), Reliance (1825), Liberty (1866), Washington (1867) and North Bend (1904). This fire house was active until 1992, renovated and reopened as the Salem Fire Museum in 2013.

Table:11 Summary of Historic Properties and Districts

Historic District	Total # of Historic Properties
Salem Working Class	279
Broadway	228
Hedge-Carpenter-Thompson	201
Market Street	67
Walnut Street Streetscape	54

Oak Street Streetscape	45
5th and Ward Streetscape	26
Chestnut Street Streetscape	10
Alloway Creek Rural	3
Stand-Alone Historic Properties	11
Salem-Wide Total	924

Open Space and Agricultural Assets:

The City adopted an Open Space and Recreation Plan in 2009 which identified and inventoried public and private existing and potential open space. Salem's open space along its waterfront presents unique opportunities for recreational use.

The City of Salem is linked to its surrounding farmland and agricultural background. The Salem County Tomato Festival is an annual event held in Salem City. It celebrates the local tomato harvest due to the lore of the tomato linked to Salem's history and its importance to the region.

Available Public facilities and services

Salem City is the county seat of Salem County, hosting various institutions that include the Courthouse, the Sheriff's Office, County Jail, and the Prosecutor's Office.

Transportation/circulation/goods movement

Salem City is well connected with several major transportation routes facilitating its connectivity and economic activities, including:

- U.S. Route 49 is a major east-west highway that traverses through the southern part of New Jersey and passes through the center of Salem City. The highway provides an important transportation route for the movement of people and goods to several neighboring towns and cities.
- To the east, U.S. Route 49 connects Salem City to Bridgeton, Millville and eventually ends in Tuckahoe at Route 50 for connection to the Garden State Parkway. To the west, the highway passes through Pennsville before its terminus at the intersection of the New Jersey Turnpike and Interstate 295, providing access to other cities such as Philadelphia and New York City and the Delaware Memorial Bridge.
- New Jersey Route 45 is a major north-south highway that runs through Salem County and provides access to neighboring municipalities such as Woodstown, Pennsville, and Penns Grove. The highway also connects Salem City to these nearby areas and serves as an important transportation route for commuters and businesses alike. New Jersey Route 45 intersects with several other major highways, including U.S. Route 40 and 295, providing additional access to other cities in New Jersey and beyond. For example, the highway connects to Bridgeton in Cumberland County to the south and to Paulsboro and Camden County to the north.

These transportation routes play a crucial role in the city's connectivity, boosting its economic activities and commuter traffic. By facilitating easy access to neighboring municipalities and regions, they support the

transportation of goods and people, making the city an essential part of the regional economy. Several main streets and roads that run through the city, including:

Market Street: This is one of the major north-south roads in Salem that is located in the heart of the city. It runs from the Salem River in the north to the center of the city where it intersects with Broadway.

Broadway: Broadway runs east-west through the center of Salem from the Salem river in the east to the western border of the city. Broadway intersects with several other streets in the city, including Market Street at the heart of the city, New Market Street and Yorke Street.

New Market Street: New Market Street is a north-south road that runs from West Broadway in the north to Smith Street in the south.

Yorke/Keasbey Street: Yorke and Keasbey Street run north-south through Salem's eastern neighborhoods. Keasbey Street runs north of the East Broadway intersection connecting with Grant Street. Yorke Street runs south of the East Broadway intersection connecting with Grieves Parkway.

Grieves Parkway: This is one of the major roads that runs along Salem's western border, connecting the city to nearby areas such as Woodstown and Pennsville Township.

Water and sewer infrastructure, and capacity issues

The 2013 Salem County Wastewater Management Plan indicates that there is ample water and wastewater capacity for any anticipated development in the City.

Resiliency planning efforts & Vulnerabilities to climate change and/or sea level rise

Salem City prepared a Draft Vulnerability Assessments known as Resilient Salem in May 2023. This assessment details the vulnerabilities to climate change/ sea level rise in the City of Salem. Discussed more in Sustainability/Resiliency Statement Section.

Identified Environmental Justice and vulnerable populations issues

Salem City's demographic data highlights several socio-economic vulnerabilities that may put it at a higher risk of climate change impacts compared to both the county and state. These vulnerabilities include higher rates of poverty, limited access to advanced educational opportunities, limited access to transportation, higher rates of disability, and higher rates of renting, suggesting potential housing instability. These factors can also challenge resilience and capacity of the city to adapt to and cope with the adverse impacts of climate change.

Redevelopment and Rehabilitation Areas

The Mayor and City Council of Salem adopted Resolution 13-152 declaring the entirety of the City of Salem as an "Area in Need of Rehabilitation" pursuant to N.J.A.A. 40A:12A-1. In June 2022, the City of Salem passed Ordinance No. 22-07 Adopting a redevelopment Plan for the entirety of the City of Salem, a designated rehabilitation area.

The City of Salem is currently undertaking a Preliminary Investigation Study to determine if the Grieves Parkway site should be established as a non-condemnation area in need of redevelopment.

Past Redevelopment Plans:

Salem Waterfront Redevelopment, March 2018- Salem Council adopted the Salem Waterfront Redevelopment Zone Plan for the Condemnation Redevelopment Area. The Redevelopment Area encompasses roughly 212 acres and 142 parcels within the City, portions of which were previously designated as Areas in Need of Redevelopment, and are currently in a New Jersey Department of Environmental Protection (DEP) Brownfield Development Area (BDA). The Redevelopment Area consists largely of active and vacant industrial sites, former gasoline service stations, a former heating oil storage facility, and the closed Salem Sanitary Landfill. The Plan proposes a Waterfront Industrial Business Park Zone, a Mixed-Use Transition Zone, and a Conservation/Preservation Zone.

Main Street Redevelopment Plan, 2004- Provided a comprehensive design template for accommodating development opportunities in the center of Salem, the 2003 Main Street Revitalization Master Plan encompassed a Transportation Inventory and Land Use Regulation and Policy Review. It recommended that Broadway Road and Market Street be made accessible to regional traffic, as well as accommodate the needs of businesses, residents and pedestrians. Since its adoption, several projects including the Salem Senior Village, renovation of the Finlaw office building and parking garage, development of the streetscapes along Hires Ave. and preliminary development of future town square.

Brownfields:

The City also has a designated Brownfield Development Area (BDA) which is a coordinated effort between the State and City to establish remediation and reuse plans for contaminated sites. The Salem Industrial District BDA contains approximately 76 parcels of the 142 parcels within the Waterfront Redevelopment Zone.

STATUS OF PLANNING

Salem City Master Plan Reexamination-- 2012

This Plan Reexamination Report focuses mainly on updates to the redevelopment of Main Street, historic preservation, recreation and cultural activities, and the rehabilitation and development of housing. The Report notes that while the population had continued to decline and the number of vacant housing units had increased, household and poverty indicators improved. It notes that there had not been any significant changes in land uses, circulation, conservation of natural resources, or energy conservation.

1. It recommends that the Planning Board should adopt a Conservation Plan Element and an Economic Plan Element to the Master Plan.
2. Review of M-1 and M-2 zoning designations should be permitted uses in these zones.

The City of Salem is engaged with the New Jersey Department of Community Affairs to do a 2024 reexamination and update to the Master Plan.

Salem County Economic Development Strategic Plan - 2014

Page 21 of this Plan states the County support for City of Salem's Revitalization "The County and SCIA will continue to support the City of Salem's efforts to revitalize and rehabilitate the City, which serves as the County Seat. Reusing the City's former landfill, redeveloping "brownfields" sites and transforming and repurposing aging facilities will strengthen both the City and the County. Continued support to help the City strengthen the Main Street Program, assist in the revitalization of the City's housing stock and the development of new housing developments, continuation of the City's successful housing rehabilitation program, promotion of the benefits of the Economic Opportunity Act for the City and actively supporting the Economic Development Advisory Committee are important to the successful rebuilding of this City and surrounding areas."

Salem County Comprehensive Master Plan – 2015

In FY 2015, the Salem County Planning Board approved the County's Comprehensive Master Plan.

Salem County Growth Management Element 2016

Salem County Planning Board prepared a Growth Management Element of the County Master Plan in 2016. The Growth Management Element included the following goals:

- Promote economic development in the appropriate locations;
- Encourage job growth for County Residents
- Provide necessary services and infrastructure for public health and safety of residents
- Promote the growth and revitalization of urban and developable areas

Salem County Hazard Mitigation Plan – 2016

This Plan was published as a part of the Mitigation Plan for four New Jersey counties, including Camden, Gloucester, Salem, and Cumberland. As part of the County Hazard Mitigation Plan update process, Salem has the following goals for pursuing mitigation measures: 1. Improve education and outreach efforts regarding potential risk of natural hazards and appropriate mitigation measures that can be used to reduce risk (including programs, activities, and projects) 2. Improve data collection, use, and sharing to reduce the risk of natural hazards, 3. Improve capabilities and coordination at municipal, county, and state levels to plan and implement hazard mitigation measures, and 4. Plan and implement projects to mitigate identified natural hazards, known problems, and areas of concern. This Plan has expired.

Salem Waterfront Redevelopment Plan– 2018

This Redevelopment Plan was created by the partnership of the City of Salem with the assistance of Local Planning Services through the NJDCA to address the Salem Waterfront Zone, which includes the City's port area. This Redevelopment Plan seeks to promote economic development and revive the economic vitality of the waterfront area.

RTP 2050: Moving South Jersey Forward – 2021

This Regional Transportation Plan is the current long-range plan for South Jersey detailing how the region aims to invest in the transportation system. Produced by the South Jersey Transportation Planning Organization (SJTPO), encompassing Salem, Cumberland, Atlantic, and Cape May counties), it identifies the region's long-term needs and the policies, strategies, and projects that will address those needs, and guides how over \$5 billion in federal transportation funds will be spent in the region over the next 30 years.

Stand Up for Salem's Center of Salem Neighborhood Plan – 2022 DRAFT

This Neighborhood Plan is an update to the 2010 Neighborhood Plan completed by Stand Up Salem, a Community Organization. This plan proposed goals and strategies to address neighborhood issues, including affordable housing, economic development, youth development,

A Housing Strategy for the City of Salem- 2023

This Report was created by New Jersey [Community Capital](#) for the City of Salem with funds provided by the State of New Jersey. The Report outlines a housing strategy in three areas: building homeownership and stronger housing market; improving the quality of the rental housing stock; and revitalizing and improving the quality of life in the city's neighborhoods.

Resilient Salem- 2024

This Plan was created by the City of Salem partnered with BRS, Inc., NJ Future, and Princeton Hydro with funds provided by a grant from NJDEP Resilient NJ Municipal Assistance Program. The document is the Vulnerability

Assessment for Salem City which details an analysis of the city's vulnerability to natural disasters and climate-related hazards, focusing on climate change impacts, vulnerability findings, planning, and land use, and build out analysis.

Grieves Parkway Redevelopment Plan– 2024 In Process

The City of Salem completed an investigation and designated the area bounded by Grieves Parkway, East Broadway, and Yorke Street as a non-condemnation Area in Need of Redevelopment in 2023 . The city is currently working to complete the full Redevelopment Plan. This plan seeks to promote economic development and job creation in a commercial/industrial site.

Choice Neighborhood Plan– 2024 In Process

The City of Salem has received a grant from the US Department of Housing and Urban Development to complete a Choice Neighborhood Transformation Plan. This plan focuses on the demolition and replacement of public housing at Westside Court, which has been found by HUD to be inadequate. The planning process will target both the public housing site and the surrounding neighborhood and will include a housing plan, a people plan, and a neighborhood plan. The planning process is scheduled to be completed in 2025.

COMMUNITY VISION & PUBLIC PARTICIPATION

The City of Salem seeks Plan Endorsement to reestablish its Regional Center designation and align its planning goals and objectives with the State Plan. A Regional Center designation is a special designation given to areas that are identified as important centers of regional activity and growth. These areas are typically located near major transportation hubs, employment centers, and other key community assets. The designation is intended to encourage targeted growth and development in these areas while preserving the character and vitality of surrounding communities. Regional Centers are expected to provide a mix of land uses, including housing, commercial development, and public spaces, that support the needs of residents and businesses while also promoting sustainable development.

Vision Statements from existing plans support Salem City as a Regional Center.

Vision statements from existing plans include:

Salem Comprehensive Plan – 1974, Vision

“...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...preserving the good qualities of Salem, correcting existing deficiencies and problems, and preparing for changes which will affect City development.”

Salem Master Plan Re-examination Report– 2012, Vision

The Re-examination Report states that “despite all the changes of the past thirty-eight years, the originally stated goals and objectives enumerated in the 1974 Master Plan are still relevant to guide future development of the City of Salem.

Salem Waterfront Redevelopment Zone Vision, 2018

The Redevelopment Plan envisions a Redevelopment Zone with a range of land uses that coexist in harmony: a waterfront that is a thriving home for maritime, industrial and manufacturing businesses; a mixed-use transition zone that contains a complementary mix of residential, public uses, retail, commercial, and other personal

service establishments; a new county court facility/ justice complex with adequate facilities to serve the needs of Salem County residents; and nearby open space where residents of the City and neighboring towns are provided with public access to the waterfront.

DRAFT Stand Up for Salem Center of Salem Neighborhood Plan, 2022

- Vibrant downtown that focused on the distinctive historic streetscape and rich diverse history to attract a bustling shopping district
- Increasing activities and opportunities for Youth
- Safety: Physical conditions and Youth Engagement
- Housing: Homeownership, rental affordability, maintenance
- Public transportation to employment centers, work readiness training, economic resilience, and address environmental challenges.

DRAFT Resilient Salem, 2023

The City of Salem has finished a draft Vulnerability Assessment called Resilient Salem which provides detailed analysis of city's vulnerability to natural disasters and climate-related hazards, focusing on climate change impacts, vulnerability finding, planning and land use, and build-out analysis.

The Resilient Salem project is supporting Salem's process to recertify its Regional Center designation, and meet the requirements set forth by the State of New Jersey's Center designation program. The public meetings that were conducted in July 2022 and February 2023 served as part of the requirements to conduct outreach for a shared vision for the City.

The Plan Endorsement process can have a significant impact on how municipalities consider potential climate change impacts and climate-related hazards in their land use planning. The revised requirements for the Municipal Land Use Law in P.L. 2021, c. 6 require municipalities to consider potential climate change impacts via a climate change-related hazard vulnerability assessment. This assessment must be incorporated into the updated land use element, which is one of the key components of a municipality's master plan.

The Resilient Salem project will provide information and data that can be used to inform the land use element of the comprehensive plan, particularly with regards to addressing the impacts of climate change. The project will identify the potential impacts of climate change on the city, such as sea-level rise, flooding, and extreme weather events, and develop strategies for addressing these impacts. The project will demonstrate a commitment to smart growth and sustainable development practices, such as promoting a mix of uses, providing a range of housing options, supporting compact, walkable, and transit-oriented development, encouraging redevelopment and revitalization, and conserving natural resources and promoting environmental sustainability.

Salem's vision is to be a place where residents can live, work, and raise a family in the best possible physical, social, and economic environment. The community is committed to preserving the good qualities of Salem, correcting existing deficiencies and problems, and preparing for changes that will affect the city's development. To achieve this vision, resilience planning is necessary to ensure that Salem is prepared to withstand and recover from any shocks or stresses that may threaten the community's physical, social, and economic well-being. Resilience planning can help enhance the physical infrastructure, foster social resilience, promote economic resilience, and address environmental challenges.

Resilience Meeting: July 2022/February 2023

Meeting summary: The Project Team facilitated two meetings with Salem City residents. The first meeting was virtual, included Spanish interpretation, and was held on July 19, 2022. The meeting presentation was recorded and posted on the project webpage. Polling was conducted during the meeting and was also available on the webpage to collect additional information. The meeting participation and engagement were less active than the project team had hoped for, and at the February 16, 2023, Vulnerability Assessment In-Person public meeting, an additional conversation was facilitated about the Vision and Goals of the Vulnerability Assessment.

RECENT AND UPCOMING DEVELOPMENT ACTIVITIES

There is likely to be a new warehouse developed on Grieves Parkway, near the intersection of Mill Run Drive and behind a mostly vacant shopping center.

STATEMENT OF PLANNING COORDINATION

Salem has been working closely with State Agencies, including OPA through the Plan Endorsement Process to reinstate its Regional Center Designation. Most recently, this included partnering with NJDEP to create the City's draft Vulnerability Assessment as part of the required Resiliency Plan and Climate Action Plan through Executive Order 89.

The Salem County Plan for Comprehensive Development was adopted in October 1972 and updated with the adoption of the Growth Management Element in 2016. The document recognized the City as an area for development and encourages economic growth. This complements the City's plans for Regional Center Designation.

On a Regional level, the RTP 2050: Moving South Jersey Forward – 2021 is the current long-range plan for South Jersey detailing how the region aims to invest in the transportation system. Produced by the South Jersey Transportation Planning Organization (SJTPO), encompassing Salem, Cumberland, Atlantic, and Cape May counties, it identifies the region's long-term needs and the policies, strategies, and projects that will address those needs, and guides how over \$5 billion in federal transportation funds will be spent in the region over the next 30 years. Specifically, the Port of Salem Corridor Freight Rail was discussed and other transportation needs in the Salem County and Salem City.

Salem City is bordered by Elsinboro Township to west and south, Lower Alloway Creek Township to the south, Quinton Township to the east and Mannington and Pennsville Townships to the north. Salem's urban core is located along the northern boundary and disconnected from surrounding municipalities by the Salem River and its tributaries.

STATE, FEDERAL & OTHER PROGRAMS, GRANTS AND CAPITAL PROJECTS

Salem is one of the most overburdened communities in NJ and as such receives funding from Municipal Aid as well as state grants for Brownfield Remediation and Assessment, as well as technical assistance support from NJDCA for planning project, and NJDEP for Resilience Planning.

SUSTAINABILITY/RESILIENCY STATEMENT

The sections below examine City and County planning documents, with particular attention given to any

mention of climate change and/or environmental sustainability in the City of Salem:

1974 Comprehensive Plan and updated Re-examination Report 2012:

Goal 2: The spread of haphazard and incompatible mixtures of development could contribute to a more significant risk of flooding and other natural disasters in vulnerable areas, affecting public safety.

Goal 3: Climate change can impact housing availability and affordability through increased property damage and destruction, higher insurance costs, and impacts on household budgets due to energy costs and resilience measures.

Goal 4: Climate change impacts on social, cultural, and recreational resources such as parks, trails, cultural events, and public transportation due to flooding, extreme weather events, and other disasters require careful planning and management.

Goal 5: Transportation infrastructure can be vulnerable to natural hazards and extreme weather events, leading to disruptions in economic activity and mobility.

Goal 6: Open spaces and natural habitats within the community can provide essential ecosystem services such as buffering against sea-level rise and storm surge. Preserving open space is essential to maintain these benefits and support a more sustainable and resilient community

Flood Damage Prevention Ordinance, 2016

Flood Damage Prevention ordinance in Salem City was amended in 2016 to ensure compliance with statutory authorization granted to the municipality to adopt regulations promoting the citizenry's public health, safety, and general welfare. These are some of the significant changes and new regulations that have been implemented in New Jersey since the 2016 amendment of the Salem Ordinance. The provisions of the ordinance would need to be updated to fully comply with new requirements.

The Flood Hazard Area Control Act (FHACA), was updated in 2020 and requires new and reconstructed residential buildings in flood-prone areas to be elevated above the flood hazard area or equipped with flood-resistant construction materials. The updated FHACA requires municipalities to regulate development and construction activities in flood-prone areas. To comply with the FHACA, municipal flood plain ordinances should include the following specific requirements:

1. Elevation Requirement: FHACA requires new residential buildings and buildings that have sustained over 50% damage and those seeking substantial improvement in the flood-prone area should be elevated to one foot above the flood hazard area's base flood elevation(BFE). Municipal flood plain ordinances need to reflect this requirement to comply with FHACA.
2. Flood-resistant construction: If elevation is not feasible, the municipal flood plain ordinances should require new residential buildings to be designed to withstand floodwaters without significant damage or loss of safety. This requirement may include the use of flood-resistant construction materials and may require that a building be designed in such a way that it can withstand floodwaters up to the elevation requirement.
3. Additional Construction requirements: FHACA mandates additional construction requirements for new residential construction, such as installing dry-flood proofing measures or using flood vents to allow water to flow through the building.

4. Floodplain Management Plan: The Municipality should prepare a flood hazard mitigation plan to regulate land-use to protect public health and safety and the environment in the flood-prone zone.
5. Building Permit: The Municipality should require building permits and include a conditional approval requirement to ensure compliance with FHACA requirements.
6. Zoning Ordinance: The Municipality should include specific provisions in its zoning ordinance to regulate land use in flood-prone areas. This may include provisions such as limiting the density of structures, conserving natural resources, and protecting the environment.
7. Enforcement: The Municipality is required to enforce the FHACA regulations, maintain files of current and accurate information, and make it available to the public. The municipality should also inspect and verify compliance with the ordinance provisions.

Salem County Hazard Mitigation Plan – 2016

This Plan was published as a part of the Mitigation Plan for four New Jersey counties, including Camden, Gloucester, Salem, and Cumberland. As part of the County Hazard Mitigation Plan update process, Salem has the following goals for pursuing mitigation measures: 1. Improve education and outreach efforts regarding potential risk of natural hazards and appropriate mitigation measures that can be used to reduce risk (including programs, activities, and projects) 2. Improve data collection, use, and sharing to reduce the risk of natural hazards, 3. Improve capabilities and coordination at municipal, county, and state levels to plan and implement hazard mitigation measures, and 4. Plan and implement projects to mitigate identified natural hazards, known problems, and areas of concern. This Plan has expired.

Salem Climate Hazard Vulnerability Assessment (CHVA), 2023 DRAFT

The Climate Hazard Vulnerability Assessment (CHVA) undertaken for Salem provides a detailed diagnostic evaluation of the city's potential risks associated with climate-induced changes. It provides a detailed analysis of the City's vulnerability to natural disasters and climate-related hazards, focusing on climate change impacts, vulnerability findings, planning and land use, and build-out analysis. The Vulnerability Assessment also examines the impact of natural hazards on elements of the master plan, including zoning, and provides recommendations for mitigating risks associated with climate-related hazards. The assessment outlines the importance of considering the impact of flood risk on historic resources, vulnerable populations, community assets, and critical facilities when planning for flood resilience in Salem. The assessment highlighted the complexity and interconnections of flood risk management and land use planning, emphasizing the need to consider a range of factors when planning for flood resilience. Overall, the assessment provided a comprehensive evaluation of how climate change and rising sea levels will impact flood risk in Salem, emphasizing the need to design infrastructure and land use policies that prioritize areas less impacted by flood risk and consider the protection of vulnerable populations.

CONSISTENCY SECTION

Local & Regional Planning

Local Planning Documents

The City's Comprehensive Master Plan was developed in 1974 and has subsequently been reexamined in 1982, 1989, 1996, 2002, and most recently in 2012. The plan provided a summary of current (1974) conditions and an inventory of the community population, housing, services and transportation. It provided an overview of the City capital budget and an employment analysis. It reviewed future land use projections. A brief summary of the objectives and policies follows:

1. Encourage types of development and used 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's program to eliminate substandard housing;
6. Maintain an active and viable central business district;
7. Encourage the location of additional industries in appropriate area, and the continued expansion of existing industries;
8. Provide for adequate community facilities, including programs to meet social, cultural and recreational needs;
9. Provide for safe and convenient circulation within the City and to points beyond;
10. Protect to the maximum extent possible and promote the best use of the remaining open spaces in the City.

Since the original planning document was created, the City has undergone many significant changes that the authors of the plan could not have foreseen. A dramatic decline in population and industrial activity have changed the community of Salem. New activities have emerged to shape the future of the City. Two elements were added to the Master Plan to guide the City policies on Housing and Historic Preservation. Furthermore, several redevelopment plans were prepared for targeted areas including the Port District, Main Street and Waterfront Area to help spur much-needed economic growth and development.

Despite all the changes over the years, the originally stated goals and objectives enumerated in the 1974 Master Plan are still relevant to guide the future development of the City of Salem and are consistent with the goals and objectives of the SDRP.

Zoning

The City is divided into seven (7) zoning districts along with three (3) overlay districts. The fabric of the City is consistent with that of the goals and policies laid out in the SDRP for PA4. Commercial uses and housing at higher densities is located near the heart of the City in the downtown district, with historic preservation overlay districts maintaining the City's beautiful historic character. Lower density housing is located just outside of the downtown district allowing for walkability and access to the City's businesses. More intense commercial uses and manufacturing districts are generally located further from residential areas, and nearer to major roadways and highways. The zoning districts are detailed further, below:

Residential

R-1: Single family residential detached housing with minimum lot size at 7,200 square feet.

R-2: Single family residential and single-family semidetached dwellings with the minimum lot size at 3,600 square feet for semidetached housing and a minimum of 7,200 square feet for single family detached housing.

Commercial

RLC Residence-Limited Commercial: Allows the same uses as the R-2 residential district but also includes light commercial uses such as professional office buildings, private schools, art/dance/music studios, and personal services shops such as laundry, salons, shoe repair, etc. The RLC district is generally located directly outside of the C-1 district, acting as a buffer between the City's downtown area and strictly residential districts.

C-1 Retail Commercial: Allows the same uses as the RLC district but includes uses appropriate in the downtown core setting such as: retail, restaurants, theaters, mixed use buildings, bakeries, parking garages, etc. The C-1 district is generally concentrated in the City's downtown area along Broadway and Market Street.

C-2 General Commercial: Allows the same uses as the C-1 district but also includes more intense uses such as contractor services, wholesale, trucking stations, research laboratories, shopping centers and warehouses. The C-2 district is located outside of the City's downtown, and on County/State roadways.

Manufacturing

M-1 Light Manufacturing: Allows the same uses as the commercial districts, and includes laboratory/research facilities, trucking terminals, manufacturing or processing of such things as: beverages, clothing, canvas, containers for food products, leather products, medical equipment, etc.

M-2 General Manufacturing: Permits more intensive manufacturing uses such as slaughterhouses, incineration of garage, junkyards and salvage, and the manufacturing of asphalt, fertilizer, rubber, and offensive/corrosive substances. This district is located away from residential districts, and near the outskirts of the City.

Overlay Districts

PA- Planned Apartment: Areas designed to make special provision for low lot coverage, low-density apartment development in designated portions of residence districts in the City where apartment development is considered appropriate by virtue of such criteria as direct access to major highways, availability of public sewer and water facilities, adequacy of or provision for school, recreation and other community facilities, environmental amenity and safety and economic viability.

HPD- Historic Preservation District (Local and Federal): regulates buildings located in the locally and federally designated historic preservation districts. The intent of these overlay districts is to encourage the continued use of historic properties and to facilitate their appropriate uses.

State Plan – Goals, Policies & Indicators

The SDRP articulates eight overarching statewide goals for community development. The designation of a Regional Center in the City of Salem contributes to each of these goals in the following ways:

Goal 1: Revitalize the State's Cities and Towns

The City of Salem has seen decades of decline, both in population and economic resources. The City does, however, still has an existing downtown infrastructure with a mix of businesses and services. The commercial downtown district is part of a Redevelopment Plan and has seen improvement in recent years.

The 2012 Reexamination Report states that the Salem Main Street Redevelopment encouraged businesses and development in the Main Street Center of Salem. This focus on bringing business activity and development to the

City's Main Street directly supports the State's goal of revitalizing cities.

Stand Up for Salem (Salem Main Street Program) operates to attract businesses and has had success in the last few years. One of the current projects is the JC Penney adaptive reuse as a Training Center for Old Building Arts which capitalized on the local economy. The Draft Neighborhood Plan by Stand Up for Salem was started in 2022. The goals of the plan include improving access to quality affordable housing, supporting business, economic and workforce development and supporting community building and youth development. All of these goals support the State goal of revitalizing Cities.

The Waterfront Redevelopment Plan adopted in 2018 discusses the importance of attracting maritime industries and businesses back to the port. The City was historically a ship-building center and is striving to bring development back to the waterfront.

The City has ordinances requiring developments to pay their fair share of off-tract improvements and requiring sidewalks for major subdivisions. These ordinances support smart growth and walkability which uphold the goal of revitalization of cities.

Goal 2: Conserve the State's Natural Resources and System

The eastern portion of the City, which is largely wetlands or marshlands, is part of the CARFRA area. The City has acknowledged that these lands are sensitive in nature, and are therefore outside of the purview of where development is to be concentrated.

In 1995 the City established the Environmental Commission to advise on matters concerning the protection, development or use of natural resources, including water resources, within the City. This Commission is part of the plan review process and has been beneficial in protecting natural resources in Salem.

The City also has a Shade-Tree Advisory Board that oversees the regulation, planting and care of shade trees and shrubbery located or planted in any public highway, park or parkway. This Board contributes to conserving the natural resources of the City.

The City ordinance includes sections on protection of wetlands and flood hazard areas, and the protection of natural features in subdivisions and tree coverage on lots. Clustering is permitted in the R-1 and R-2 Residential Districts. The City also updated its Stormwater Ordinance in 2021 to include stormwater control which includes maintaining natural hydrology and reducing runoff into waterways. These ordinances support the conservation of natural resources.

Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of NJ

The City of Salem is one of three designated Centers in Salem County. Its presence in the sewer service area is consistent with the region's vision to concentrate economic and population growth in the City. Agriculture is a major industry in the eastern portion of the County, which is one of the most rural areas in the State. This industry needs support services, such as processing and packaging facilities, and these uses are permitted in manufacturing districts in the City of Salem. The City's more developed nature allows for an important resource for regional agricultural operations.

The City has taken steps to promote economic growth and development by initiating redevelopment plans that attract economic development. The Waterfront Redevelopment Plan adopted in 2018 discusses the importance of attracting maritime industries and businesses. The Plan proposes a Waterfront Business Park, a Mixed-Use Transition Zone, and a Conservation/ Preservation Zone. The Port has been designated as a Foreign Trade Zone. The City has had a Port Authority since 1982 which oversees all port activities.

“Stand Up for Salem” task force created the “Strategic Plan for Economic and Community Revitalization” adopted in 1998. This economic plan provided recommendations and economic development initiatives for urban centers, including strategies on how to improve the CBD retail center and main street corridor, and other important centers within the City.

The City’s most recent Master Plan Re-examination Report in 2012 discusses the Main Street Redevelopment Plan. These improvements have greatly contributed to the State goals of promoting beneficial economic growth, development, and renewal.

The more recent economic initiatives the City offers are through the Salem City Economic Development Department include NJEDA Small Business support. This program provides technical assistance to businesses. In addition, parts of Salem were established as an Opportunity Zone, including the port, and portions of the City’s Redevelopment Zone and BDA. The Opportunity Zone is designed to drive long-term capital investments into low-income rural and urban communities. The City also offers Federal, State, and local tax incentive programs for businesses in the City.

Goal 4: Protect the Environment, Prevent and Clean Up Pollution

As the City pursues economic development and redevelopment, it is committed to implementing parallel sustainability measures that can mitigate some of these elevated impacts, such as the non-structural stormwater best management practices discussed above, and the permanent preservation of City-owned conservation lands that protect wetlands and other natural features that perform vital pollution-related ecosystem services. The City also has three (3) designated Brownfield Development Areas (BDA) which is a coordinated effort between then State and City to establish remediation and reuse plans for contaminated sites.

In 1995 the City established the Environmental Commission to advise on matters concerning the protection, development or use of natural resources, including water resources, within the City.

The City ordinance includes sections on protection of wetlands and flood hazard areas, and the protection of natural features in subdivisions and tree coverage on lots. Clustering is permitted in the R-1 and R-2 Residential Districts. The Environmental Commission participates in the development review process.

In 2023 the Salem Resiliency Plan was developed which entailed a vulnerability assessment and Resilience Action Plan in response to natural disasters and climate-related challenges. The Plan provides technical assistance to help the City mitigate flooding, stormwater surge, and sea level rise, along with extreme heat. The mitigation measures are preventative and consistent with the goal of protecting the environment and preventing pollution.

The City’s participation in the Salem County Mitigation Plan is an example of the City being proactive protecting the environment and adapting to environmental changes.

Goal 5: Provide Adequate Public Facilities and Services at a Reasonable Cost

A center designation encourages economic and residential development it will become easier to match community services with the neighborhoods they are meant to serve. A confined service area implies that the provision of services can be accomplished more efficiently, i.e. at a reasonable cost, building on existing services and infrastructure.

The Carpenter Street Redevelopment Plan started in 2000 as a rehabilitation project and extended to restoration of water and sewer systems and a streetscape plan including new curbs, sidewalks, and street resurfacing.

Goal 6: Provide Adequate Housing at a Reasonable Cost

The City's zoning code provides for a range of housing, including larger single-family lots permitted on lot sizes at a minimum of 7,200 square feet, duplexes, and residences over first floor commercial. The City has also designated overlay districts, such as the Planned Apartment overlay which is designed to make special provision for low lot coverage, low-density apartment development in designated portions of residence districts proximate to schools, recreation and other community facilities, environmental amenity and safety and economic viability.

The City's Housing Authority was formed in 1975 to oversee affordable housing in the City in accordance with N.J.S.A. 40A:12A-1 et seq. Currently, Salem has 607 affordable housing units including senior and family rental units plus an additional 200 Housing Choice vouchers. The City's Master Plan Housing Element and Fair Share Plan was last updated in 2001. It includes the Carpenter Street Redevelopment Plan implemented since 2000 and includes rehabilitation of existing housing through the City and Pennrose Properties (Salem Historic Homes, LLC). This plan is consistent with the goal of providing adequate housing at a reasonable cost by rehabilitating existing historic homes and providing new construction of rental housing infill of vacant burned out lots.

The Housing Strategy for the City of Salem was a report done by NJ Community Capital in 2023. One of the main strategy recommendations was rebuilding homeownership in Salem. The Salem City Department of Economic development is implementing this strategy through the program known as the Neighborhood Transformation Initiative (NIT) through EDA funding. This program encourages homeownership by providing financial assistance to homeowners.

Goal 7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value

The City's commercial district, including areas in and around Broadway and Market Street are registered historic districts, which are regulated through the City's zoning code to maintain the character of the area.

The City adopted a Historic Preservation Ordinance in 1980, which was amended in 1995, 2001, and 2006. The City's Historic Preservation Commission was established by the Historic Preservation Ordinance in 1980. The Commission has been active reviewing sections of City that may qualify as historic districts. There are currently nine Historic districts and eleven stand-alone historic sites. In addition, the 1974 Master Plan notes that "Preservation of historic assets within the City implies careful preservation of the trees and open spaces which are part of and adjoin these historic area and buildings." The City has been proactive preserving and protecting its historic assets and recognizes the link between historic preservation, environmental sustainability, and economic development.

The Environmental Commission prepared the Salem Open Space and Recreation Plan in 2009 which outlines the parks, recreation, and open space in the City. This is part of the Master Plan Process and

helps with the State goal of preserving open space and recreation.

Goal 8: Ensure Sound, Integrated Planning and Implementation Statewide

The Regional Center designation is being pursued in close coordination with representatives of the municipality and the state, working together to define its boundaries and ensure that the ultimate character of the regional center reflects statewide planning and development goals.

The City is part of the SJTPO Regional Transportation planning process through the County Planning Office. The City participated in the RTP 2050: Moving South Jersey Forward, 2021 which lays out the long-term vision for the region's transportation network.

The City also worked in conjunction with the County on the Salem County Hazard Mitigation Plan in 2016. This is a County-wide plan that addresses many issues relating to climate change and environmental/natural hazards and responses.

The City works in coordination with its adjacent Township (Elsinboro) with respect to port-related development along Salem River. The City also works on the conservation of the County's coastal area (CAFRA). This regional approach contributes to the state goal of ensuring, sound, integrated planning.

EVALUATING SALEM'S REGIONAL CENTER AGAINST SDRP CENTER CRITERIA

The SDRP contains population, employment, and housing criteria that serve as a general guide for establishing whether the appropriate conditions exist within a community to support center designation. Communities seeking center designation at various levels should be relatively close to meeting these criteria, or be poised to meet them in the near future.

The table below depicts the SDRP threshold criteria for a Regional Center in PA 4 against the existing conditions in the City of Salem. Demographics were obtained from the 2021 American Community Survey, unless otherwise noted.

Salem City's Regional Center			
Criteria	SDRP PA 4 Threshold	Existing Conditions in Salem Regional Center	Criteria Met?
Area (square miles)	1 to 10	2.81	YES
Population	>5,000	5,237	YES
Gross Population Density (people/square mile)	>5,000	2,195.9	NO
Housing	2,000 to 15,000	2,866	YES
Gross Housing Density (dwelling units/acre)	>3	1.6	NO
Employment*	>5,000	2,943	NO
Jobs to Housing Ratio	2:1 to 5:1	1:1	NO

*Calculated using US Census On the Map tool

As demonstrated in the above table, the City is meeting three of the seven criteria for Regional Centers in the SDRP. A number of factors should be taken into consideration, and the designation of Salem City as a regional

center should be looked at from the lens of the entire county of Salem as a whole.

The County contains three (3) State recognized designated centers. Salem City is a designated regional center, Woodstown Borough and Elmer Borough are designated towns. Sewer service areas have largely been concentrated within the three centers and along the County's Smart Growth Corridor (Portions of Oldmans Township, Penns Grove, Carney's Point and Pennsville.) The County has therefore targeted these four (4) areas as the main source of growth for both the population and economy.

While the marsh region of Salem City is located in the CAFRA area, the remainder of the City is not subject to CAFRA restrictions. Growth within in the City has, and will continue to be, concentrated towards the downtown area. The City already has existing zoning code and infrastructure to harbor a pedestrian-friendly and mixed-use community. The C-1 and RLC districts are located at the heart of the City and permit residential uses along with human-centered uses such as professional office uses, retail, restaurants, entertainment, etc, providing residents an area to live work and play. The City's main commercial corridor is directly adjacent to a majority of the residential districts. The neighborhoods all provide sidewalks, connected pedestrians directly to the downtown area. Salem City has a strong historic character with multiple historic districts that connect and bring the community together. In addition, Salem is currently undertaking a Resiliency Plan which will inform future development in the City.

State Plan – Planning Area Policy Objectives

RURAL PLANNING AREA (PA 4) GOALS

The entirety of the Regional Center is located within Planning Area 4. The State Plan characterizes this the Rural PA as areas where large masses of cultivated or open land surround rural Regional, Town, Village and Hamlet Centers. The PA-4 is intended to:

- Maintain the Environs as large contiguous areas of farmland and other lands;
- Revitalize cities and towns;
- Accommodate growth in Centers;
- Promote a viable agricultural industry;
- Protect the character of existing stable communities;
- Confine programmed sewers and public water services to Centers.

The State Plan recommends protecting the rural character of the area by encouraging a pattern of development that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents.

To accommodate an appropriate level of growth, Rural Planning Areas need strong Centers, such as Salem. These Centers must attract private investment that otherwise might not occur. The Plan recognized the growing need to retain, expand or locate certain farm services and businesses in Rural Planning Areas to promote a viable agricultural industry in the state. The plan encourages and promotes these jobs to be concentrated within Centers already supported by the necessary infrastructure and investment. Accordingly, the Plan recommends strengthening the economic capacities of existing Centers and strategically locating Centers to minimize the negative impacts of growth on present and future farming operations.

The importance of Salem's Center designation is shown by the strong focus placed on Centers in select PA 4 policy objectives.

Land Use: Enhance economic and agricultural viability and rural character by guiding development and redevelopment into Centers. Preserve agricultural and other lands to form large contiguous areas and greenbelts around Centers.

Housing: Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth, recognizing the special locational needs of agricultural employees and minimizing conflicts with agricultural operations. Ensure that housing in general—and in particular affordable, senior citizen, special needs and family housing—is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher-density, single-family housing in Centers.

Economic Development: Promote economic activities within Centers that complement and support the rural and agricultural communities and that provide diversity in the rural economy and opportunities for off-farm income and employment. Encourage tourism related to agriculture and the environment, as well as the historic and rural character of the area.

Transportation: Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas. Provide appropriate access of agricultural products to markets, accommodating the size and weight of modern agricultural equipment. In Centers, emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible, and maximize circulation and mobility options throughout. Support the preservation of general aviation airports as integral parts of the state's transportation system.

Recreation: Provide maximum active and passive recreational and tourism opportunities at the neighborhood and local levels but targeting the acquisition and development of neighborhood and municipal parkland within Centers. Provide regional recreation and tourism opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems and by facilitating alternative recreational and tourism uses of farmland.

Redevelopment: Encourage appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers, or in ways that support Center-based development to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a broad range of uses, efficient use of infrastructure, and design that enhance public safety, encourage pedestrian activity, reduce dependency on the automobile and maintain the rural character of Centers.

Historic Preservation: Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Coordinate historic preservation with tourism efforts.

MAPPING

The State did mapping for this project.

STATE AGENCY ACTIONS

There are no known state agency pending actions.

STATE AGENCY ASSISTANCE/EXPECTED BENEFITS

Once the State Planning Commission endorses the City's Plan as consistent with the State Plan, State Agencies will aid implement the plan including:

- Technical Assistance
- Priority funding for state grants
- Streamlined permitting process for projects that are consistent with State Planning Goals and Objectives
- Set aside implementation funding (mini grants for endorsed locations) for small scale, tactical urbanism projects that require grassroots engagement
- Free access or discounts to government officials and municipal representatives for conferences, training, and webinars as they relate to local, regional, and state planning issues

Expected benefits of plan endorsement would be funding priority for the following programs areas: land use/environmental protection, economic development, brownfields, housing, recreation, historic and cultural resources, and transportation.

CONCLUSION

The City of Salem is seeking Plan Endorsement to re-certify its designation as a Regional Center and align its planning goals and objectives with the State Plan. Salem City envisions continuing to serve as the Regional Center, with resiliency and sustainability tools on hand for future growth and mitigation. The City of Salem's planning policies and zoning regulations are consistent with the State Development and Redevelopment Plan. As stated in the City's 1999 designation report, *"By designating the City as a Regional Center, funding and development activities can be focused on programs within the City that encourage the location in an area with existing infrastructure. The City provides the center for governmental and business activities in the region, allowing existing agricultural lands to remain in production. Salem has existed for over three centuries as the center for the region"*.