

**CITY OF SALEM  
PLANNING BOARD  
MASTER PLAN REEXAMINATION REPORT**

August 28, 2002



Prepared by:

A handwritten signature in cursive script, appearing to read 'Louis C. Joyce', is written over a horizontal line.

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**CITY OF SALEM, 2002**

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Honorable Earl R. Gage

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Louis C. Joyce, PP, Planner

**CITY OF SALEM MASTER PLAN: RE-EXAMINATION REPORT, August 28, 2002**

The purpose of this report is to re-examine the municipal plans and regulations of the City of Salem. The New Jersey Municipal Land Use Law, N.J.S.A. 40:55d - 89, specifies in part:

“The governing body shall, at least every six years, provide for a general re-examination of its master plan and development regulations by the planning board which shall prepare and adopt by resolution a report on the findings of such re-examination, a copy of which report and resolution shall be sent to the county planning board and the municipal clerks of each adjoining municipality. The first such re-examination shall have been completed by August, 1982... Thereafter, a re-examination shall be completed at least every 6 years from the previous re-examination.”

The last reexamination report was adopted by the Planning Board on March 27, 1996.

The Municipal Land Use Law (MLUL) specifies the contents of a reexamination of the Master Plan. There are five specific areas to be reported...

- a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report:
- b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date:
- c. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection disposition, and recycling of designated recyclable materials, and changes in State, County and municipal policies and objectives.
- d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
- e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local redevelopment and Housing Law,” P.L. 1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

The reexamination report is adopted by the Planning Board after a public hearing.

The re-examination process provides an important opportunity for the Planning Board to determine the relevancy of existing plan and regulatory documents and to

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evaluate the appropriateness of current planning objectives. The conclusions and recommendations resulting from this re-examination process shall form the basis for any significant changes to the City's master plan and zoning regulations. Included in this review and analysis, and incorporated herein by reference are the following documents:

1. Salem Comprehensive Plan - 1974
2. Salem City Master Plan - 1978
3. Port District Redevelopment Plan - 1981
4. Master Plan Re-examination Report - 1982
5. New Market Redevelopment Plan - 1984
6. Housing Plan Element - 1987
7. Master Plan re-examination Report - 1989
8. Historic Preservation Element - 1991
9. Land Development Ordinances, ch. 130 - 1994
10. Master Plan Reexamination Report - 1996
11. Strategic Plan for Economic and Community Revitalization - 1997
12. Carpenter Street Redevelopment Plan - 2000
13. Master Plan Housing Element - 2001
14. Main Street Redevelopment Plan - 2002
15. Housing Element Amendment - 2002

This report will focus on the major changes relating to land development and overall general characteristics of the City that have occurred since the last re-examination of the plans and regulations was performed in 1996. An important footnote to the process is that the municipal regulations were codified and adopted in 1994, and this report will reflect changes made to Chapter 130 of the Code of the City of Salem at that time. This report will not constitute an update of the Master Plan but will present a factual presentation of conditions within the City in the form of an update of the Master Plan of 1974.

### **PLANNING OBJECTIVES AND POLICIES**

A determination of the appropriate planning objectives and development policies is an integral and necessary component of a continuing planning process which should be exercised by the Planning board. These objectives and policies are critical because they form the basis for the various master plan elements. The conscientious formulation of these goals and policies will help assure the achievement of the desired planning objectives.

The 1974 Comprehensive Plan identified the City's basic planning objectives in general terms which included preservation of amenity values, correction of existing deficiencies, and recognition of those changes which may affect development. The 1974 Plan provided framework for all future land use and planning decisions, and established Planning Objectives and Development Policies for the City. The plan provided a summary of current (1974) conditions and an inventory of the community population,

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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 use 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. Despite all the changes of the past twenty eight 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.

**The Reexamination Report**

a. & b. Major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report, and the extent to which such problems and objective have been reduced or have increased subsequent to such date:

1. A plan for the central business district should be pursued.

MAIN STREET REDEVELOPMENT PLAN ADOPTED; SALEM MAIN STREET PROGRAM FUNCTIONING.

Through the operations of Salem Main Street the number of businesses located in the central business district has increased within the past two years. Real estate sales and business openings have occurred in numbers not seen in the past decade, and especially since the last reexamination report was adopted.

2. The City should continue and strengthen its efforts in historic preservation both as a way of maintaining its heritage and as a development of a tourist sector to the economy.

CREATED HISTORIC PRESERVATION COMMISSION; INVESTIGATING OAK STREET HISTORIC DISTRICT DESIGNATION

The City Council implemented a recommendation in the Historic Element of the Master Plan to create an Historic Preservation Commission that has powers consistent with the Municipal Land Use Law. The Commission has been active to study areas of the City to be included in the zoning ordinance as additions to the Historic District.

3. The City should continue to develop programs for enhanced recreation and cultural activities.

This is not a land use problem per se, but is a responsibility of the City that has ongoing implementation implications. The Greater Salem Community Center continues to provide for some of the recreation and cultural needs.

4. The City must continue to promote rehabilitation and development of adequate housing. The focus must be on providing opportunities for home ownership as a means of strengthening the neighborhoods.

CARPENTER STREET REDEVELOPMENT PLAN IMPLEMENTED

Through the activities of the City Council and Pennrose Properties (Salem Historic Homes, LLC) the rehabilitation of a seriously blighted neighborhood is be addressed. Already, Pennrose has secured approvals for phases I & II to

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rehabilitate and market rental homes.

The challenge of providing home ownership opportunities on a larger scale within the City still needs to be addressed. A five (5) year Neighborhood Preservation Program (NPP) grant from the New Jersey Department of Community Affairs is currently being administered by the City. A redevelopment plan for specific neighborhood rehabilitation needs to be implemented.

c. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection disposition, and recycling of designated recyclable materials, and changes in State, County and municipal policies and objectives.

Analysis of Salem City Population

	1990	2000	Trend
<b>Total Population</b>	6,883	5,857	-14.9%
<b>Housing</b>			
Total Units	2,894	2,863	-1.1%
Owner Occupied	1,094	977	-10.7%
Rented	1,522	1,406	-7.6%
Vacant	278	480	72.7%
Percent Owner Occupied	37.8%	34.1%	-3.7%
Percent Rented	52.6%	49.1%	-3.5%
Percent Vacant	9.6%	16.8%	7.2%
<b>Population Characteristics</b>			
Average Household Size	2.5 persons	2.43 person	Decrease
Median Family Income	\$22,830	\$29,699	Increase
Median Household Income	\$17,100	\$25,846	Increase
Persons below Poverty Level	2,198	1,531	Decrease

Source: 2000 US Census

The trends in the City population are evident from the table of population statistics. The population has declined since 1990. All major housing indicators have declined

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except the number of vacant housing units that increased dramatically. Population characteristics have shown positive tendencies with decreases in household size and a decrease in the persons below the poverty level. Both measures of income have improved during the last decade.

Overall however, there have not been any significant changes in land uses, circulation, conservation of natural resources, energy conservation, and collection and disposal of recyclable materials to report.

Regarding State policies and objectives, the City received a designation as a Regional Center by the State Planning Commission on December 1, 1999. When the NJ State Planning Commission readopted the State Development and Redevelopment Plan on March 1, 2001, the City's designation as a Regional Center remained unchanged.

The Master Plan Housing Element was submitted to the Council on Affordable Housing (COAH). The City received Substantive Certification from COAH on August 1, 2001.

No significant changes in the Salem County Master Plan have been adopted since the last reexamination report.

Salem City Municipal Policies and Objectives remain unchanged.

d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.

1. The City should continue to develop programs for recreation and cultural activities
2. The recommendations for expanding the boundaries of the Historic District overlay that are contained in the Historic Preservation Element of the Master Plan should be implemented. Specifically, the Oak Street and Carpenter Street neighborhoods.
3. The Business License rules should be incorporated into the zoning ordinance and receive an annual review to fine tune implementation and zoning enforcement
4. Waterfront Development planning should be focused on the Fenwick Creek area.
5. The Planning Board should prepare and adopt an Open Space Element to the Master Plan.
6. The Planning Board should prepare and adopt an Economic Plan Element for the Master Plan
7. The City should strengthen the Existing Housing Code and landlord/rental property registration ordinances.
8. A review of the M-1 and M-2 zoning designations should be performed as



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well as permitted uses in these zones.

9. The location and permitted uses in the R-1 and R-2 zones should be studied and revised as needed to preserve and protect existing neighborhood character.
10. A Redevelopment Plan focusing on housing and home ownership in the R-2 zone bounded by Walnut Street and E. Broadway should be adopted.
11. The application fee schedule should be reviewed and revised.

e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local redevelopment and Housing Law," P.L. 1992, c. 79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

Since the 1995 reexamination report was prepared, the City has adopted two (2) redevelopment plans pursuant to NJS 40A:12A-1. These plans are known as the Carpenter Street Redevelopment Plan, and the Main Street Redevelopment Plan. Both Plans rely on the existing zoning standards for new development within their designated areas. Therefore it does not appear the any changes to the existing development regulations are needed to effectuate the redevelopment Plans.

STATE OF NEW JERSEY  
COUNTY OF SALEM

53.

FRANK GARGANO OF FULL AGE, BEING DULY SWORN

ACCORDING TO LAW, ON HER OATH, SAYS THAT HE IS  
Vice-Pres. Controller OF TODAY'S SUNBEAM, A

NEWSPAPER, PRINTED AND PUBLISHED IN THE CITY AND

COUNTY OF SALEM AND STATE OF NEW JERSEY, THE SAME

BEING THE COUNTY SEAT OF SAID COUNTY, AND THAT THE

NOTICE OF WHICH THE ANNEXED IS A TRUE COPY WAS

PUBLISHED 1 TIME(S) IN THE SAID NEWSPAPER OF

THE 12 DAY(S) OF September  
2002

*Frank Gargano*

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SWORN AND SUBSCRIBED TO BEFORE ME ON THIS 13

DAY OF Sept. 2002

*Cynthia J. Frazier*

CYNTHIA J. FRAZIER  
NOTARY PUBLIC OF NEW JERSEY  
My Commission Expires May 12, 2006

PUBLIC NOTICE

Notice of Public Hearing

The City of Salem Planning Board will hold a public hearing on September 25, 2002, at 7:00 PM at the Municipal Building, 1 New Market Street, Salem, NJ 08079. The subject of the hearing is to receive public comment on the six year Master Plan Reexamination Report. A copy of the Reexamination Report is available for public inspection at the office of the City Clerk, 17 New Market Street, during regular business hours.

Ben Ford, Chairman

Cost \$15.40

9/13/1t (2232141)

RESOLUTION ADOPTING MASTER PLAN REEXAMINATION REPORT

Resolution # 02-021

WHEREAS, New Jersey Statute 40:55D-89 requires periodic reexamination of the Master Plan, and

WHEREAS, Notice of a Public Hearing to receive public comment on Master Plan Reexamination has been properly published on September 13, 2002 and posted, and

WHEREAS, a Master Plan Reexamination Report dated August 28, 2002 has been prepared by Louis C. Joyce, P.P. and has been duly filed with the City Clerk, and

WHEREAS, the members of the Salem City Planning Board have reviewed said report and received the advice of its Planner and Solicitor regarding such reexamination, and

WHEREAS, the hearing having been conducted and any members of the public wishing to speak about the Master Plan Reexamination have been afforded an opportunity to do so;

NOW, THEREFORE, BE IT RESOLVED, that by a vote of 8 in favor, and 0 opposed, the Planning Board adopts said report on this 25th day of September, 2002.

CERTIFICATION

The undersigned, Secretary of the City of Salem Planning Board, hereby certifies that the above is a true copy of a resolution adopted by a majority of the members of said Board voting in favor of said action, on the 25th day of September, 2002, the date this resolution was adopted.

  
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SECRETARY, CITY OF SALEM PLANNING BOARD

RESOLUTION ADOPTING MASTER PLAN REEXAMINATION REPORT

Resolution # 02 - 021

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SECRETARY, CITY OF SALEM PLANNING BOARD