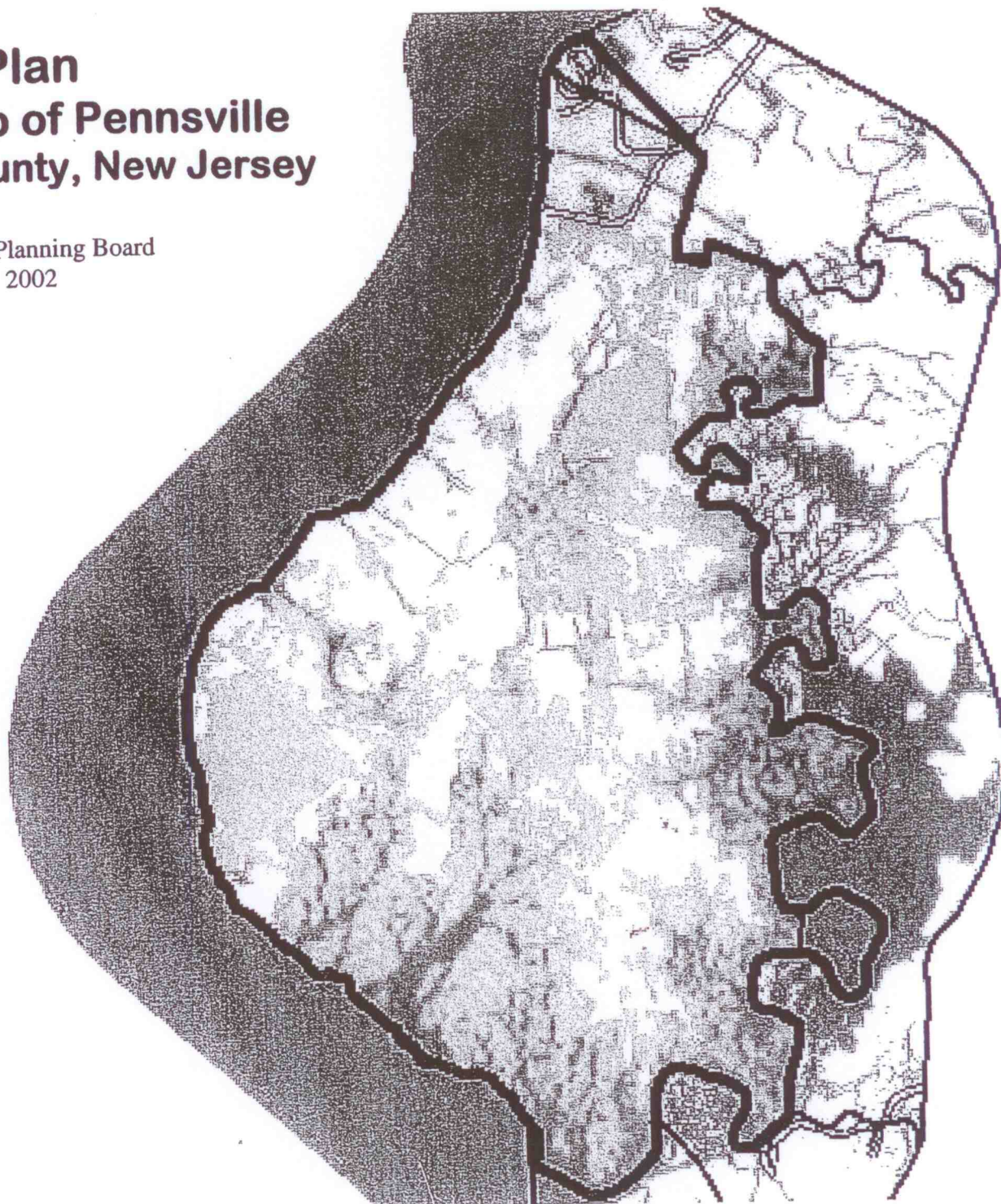


Master Plan Township of Pennsville Salem County, New Jersey

Adopted by the Planning Board
December 2002



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Salem County, New Jersey**

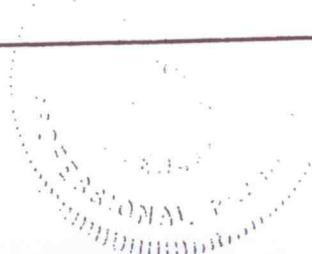
Master Plan

**Presented to the
Pennsville Township Planning Board
November 25, 2002**



Ron Rukenstein, AICP, PP

License # LI 05530



Pennsville Township Planning Board

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Table of Contents

Master Plan Outline	1
Structure of the Master Plan	1
Outline of the Process	1
Introduction	3
Location	3
Transportation	3
Infrastructure	4
History	4
Environment	4
Recreation	5
Challenges of a declining industrial economy	5
Opportunities	6
Attachments:	
Base Map	7
Publicly-owned Property	7A
Surface Hydrology Map	8
Part I: Goals and Objectives	9
Introduction	9
Goals	9
Objectives	10
Part II: The Land Use Plan Element	13
Introduction	13
Existing Land Use Analysis	13
Relationship of Land Use to Existing Zoning	16
Proposed Zoning Changes	17
Relationship to contiguous municipalities and County and State Plans	18
Attachments:	
Land Use Map	20
Summary of Land Uses (chart)	21
Chart of Urban Uses	22
Zoning Categories by Land Use Type (chart)	23
Zoning Categories by Land Use Type (table)	24
Map of Existing Zoning	25
Map of Proposed Zoning	26
Map of New Jersey State Planning Areas	26A
Part III: The Housing Element and Fair Share Plan	27
Introduction	27
Inventory of Housing Stock	28
Projection of Housing Stock	32
Analysis of Demographic Characteristics	35
Analysis of Employment Characteristics	41
COAH Fair Share Analysis	43

Master Plan Outline

Structure of the Master Plan

This Master Plan contains three sections described below, each of which have a specific focus, but which combine to analyze the background, demographics, and land use in Pennsville Township. This Master Plan will form the basis of any necessary amendments made to the Zoning Ordinance and Zoning Map.

- The Goals & Objectives Element is a blue print for the Township's planning and development priorities. Using feedback from Township Committee and Planning Board members, residents, and local business leaders, this section will outline objectives by which the goals may be measured.
- The Land Use Plan Element describes the Township's land uses and relates them to the goals and objectives element. Here, existing land uses are classified and mapped using historic analyses and current GIS and USGS surveying and mapping systems. Subsections within The Land Use Plan, on environmental constraints, potential development capacities, and population trends, have been added to enhance the implementation of this Master Plan. Ultimately, this section will provide a policy statement to manage future development in the Township and amend the Zoning Ordinance and Zoning Map.
- The Housing Element and Fair Share Plan is the Township's response to its statutory obligation for affordable housing set by the New Jersey Council on Affordable Housing. Here, demographic profiles of the housing, population, and employment in the Township are described.

The Master Plan includes all of the elements and statements required by statute. Within six years, the Master Plan must be formally reviewed through the reexamination process to determine the magnitude of change and the extent to which the Master Plan should be revised.

Outline of the Process

Ron Rukenstein & Associates (RRA) was retained by Pennsville Township to prepare this Master Plan. RRA provided an informational overview of the planning process for the Township Committee and Planning Board. RRA then distributed community surveys to obtain valuable input in developing goals and objectives for the Master Plan. RRA also worked with a Planning Board Subcommittee to review each draft elements of the Master Plan addressing the following topics:

- 1 Introduction
- 2 Land Use Element data
- 3 Goals and Objectives
- 4 Zoning/ Land Use

5 Housing Element

6 Mapping the plan adoption process

The draft Master Plan was presented to the full Planning Board on November 25, 2002. The Planning Board proposed amendments to the draft plan, and set December 9, 2002 as the date for the public hearing to consider the adoption of the Master Plan. Notice of the public meeting was then published and distributed to the clerk of each adjoining municipality and to the County Planning Board 10 days prior to the date of the hearing.

Following public comments, the Planning Board may either amend the plan, hold subsequent hearings on amendments, and/or may adopt the plan as originally submitted (by majority of quorum). Statute requires that the Township reexamine the master plan periodically every six years and issue a re-examination report.

Introduction

Location

Nestled in a bend of the Delaware River, Pennsville Township lies deep in the heart of rural Salem County in southern New Jersey. As one of the County's 15 municipalities, Pennsville Township shares with its neighbors a rich agrarian history as well as the challenges of a declining industrial economy.

Pennsville boasts the largest population in Salem County with 13,194 residents (2000 U.S. Census) and is one of the most geographically diverse municipalities in the State. Marshes, wetlands, and waterways permeate the east; the south and southwestern portions of the Town contain fertile farmlands, while the north and central parts have grown to be primarily residential and commercial. Pennsville shares municipal borders with Carneys Point to the north, Salem City (the county seat) and Elsinboro to the south, and Mannington to the east.

Transportation

Located along the Delaware River, Pennsville is strategically accessible to major roadways and metropolitan markets. The entrance to the Delaware Memorial Bridge is located in the north end of the Township linking the area to Interstate 95, Wilmington, Delaware and Philadelphia, Pennsylvania. NJ Route 49 connects local traffic to the Delaware Memorial Bridge to the west and to New Jersey and Delaware shore destination points to the east. Eastern destinations such as Atlantic City and the Garden State Parkway also are accessible along Route 40. Interchange 1 provides access to north and south destinations along the NJ Turnpike, Interstate 295 and Route 130.

While no passenger train service is available in Salem County, it does contain three active rail lines providing freight service. Of those, the Deepwater Line owned and operated by Conrail, runs from Woodbury to the DuPont Chambers Works Plant in Pennsville. The Port of Salem, located in neighboring Salem City, accommodates cargo freighters and has the added economic advantage of being designated a Foreign Trade Zone, which offers potential increased economic activity for the area.

New Jersey Transit provides three bus routes through Pennsville: Route 402 connecting Penns Grove and Pennsville to Pureland Industrial Park, Woodbury, Camden, and Philadelphia; Route 423, providing commuter service from the Penns Grove/Carneys Point/Pennsville area to Wilmington, Delaware; and Route 468, which provides local service among Carneys Point, Pennsville, Mannington and Salem City. Salem County also provides transportation for Pennsville seniors and people with disabilities. There is no taxi service in Pennsville.

Infrastructure

Pennsville is one of the few Salem County municipalities that can be considered "development-ready". Both public water and public sewer are available in the Township and are capable of meeting increased demand. Pennsville has the added advantage of access to fiber optic cable, which runs along the NJ Turnpike/I-295 corridor.

History

Pennsville Township has a rich history. Salem County's first European settler, Andrew Anders Seneca, Sr. purchased Obisquahassit, now known as Pennsville, from Native Americans in 1638. The town developed as a number of separate, but related, neighborhoods or villages as roads leading to Salem City and other nearby communities were built.

Today, Pennsville remains a community of separate and identifiable neighborhood centers, which form the whole township. These include: Deepwater, Glenside, Church Landing, Churchtown, Central Park, Penns Beach, Valley Park, Harrisonville, Pleasant Point, Beaver Dam, and (downtown) Pennsville.

Environment

Pennsville faces significant environmental constraints in that 57 percent of its land area is undevelopable wetlands. The vast wetlands and marshlands contain unique vegetation and wildlife. Currently, the Atlantic White Cedar is the only endangered woodland species known in Pennsville. The most prevalent type of wetlands are coastal shallow freshwater marshes, such as Mannington Meadows, and salt water meadows. Salem County's surface waters drain into five major drainage basins all of which feed into the Delaware River and Bay; Salem Creek flows through Pennsville. The creeks, wetlands, and marshland areas provide water purification and excess storage capacity for storm water.

The land areas that lay above the 10-foot contour line are considered more appropriate for development as they would be less likely to flood. These areas are located at the northern end of the Township near the Memorial Bridge approaches and the Interstate highway interchanges, in the eastern section of the Penn Beach area, and along both sides of Hook Road and South Broadway south of Mahoney Road.

The Potomac-Raritan-Magothy (PRM) Aquifer supplies ground water for domestic and industrial users in Pennsville. The PRM provides water in excess of 500 gallons per minute. However, recent concerns with water supply from the PRM prompted NJ Department of Environmental Protection and the US Geological Service to initiate a study regarding the risk of salt-water intrusion and the capacity of the PRM to support current and projected water supply demands.

The majority of Pennsville's soils are of silty composition with clays, sands, and gravel comprising the balance. Roughly four percent of the Township's total soil resources can be considered prime agricultural.

Recreation

Salem County maintains approximately 35 miles of shoreline along the Delaware River and Bay, approximately one-third of which are in Pennsville. Large areas of tidal and freshwater marshlands, with only a few beaches, characterize this shoreline. The type of recreational and economic activity that results from this environment is different than what occurs in other coastal communities. Seasonal tourism is not an important part of Pennsville's shore area economy. Popular shore-related recreation activities include fishing, boating, and nature walks.

Pennsville also provides a full range of passive recreational opportunities. Fort Mott State Park is a 57-acre tract adjacent to the Delaware River provides access to the River for fishing, crabbing, picnic facilities, and the historic sites of Fort Mott Civil War Cemetery, Church Landing Farm, and Finns Point Lighthouse. A former amusement park site, Riverview Park is located in the center of Pennsville. The park is adjacent to an upscale restaurant and includes a promenade for walkers and bike riders along the river as well as fields and a children's play area. Pennsville also contains two national refuge areas: Killcohook National Wildlife Refuge (35 acres) and Supawna Meadows National Wildlife Refuge (1,718 acres). The DRBA operates, on a seasonal basis, the Three Forts Ferry, which carries tourists between Pennsville's Fort Mott State Park, Delaware City, Delaware, and Fort Delaware on Pea Patch Island.

Challenges of a declining industrial economy

In 1891, DuPont purchased a 200-acre farm along the Delaware River in Pennsville and Carneys Point Townships to build a small plant and laboratory producing smokeless gunpowder. With the outbreak of World War I, demand for the gunpowder exploded. At its peak in 1917, DuPont reportedly employed 25,000 people in the Carneys Plant One facility, many of whom lived in Pennsville. After the war, DuPont added the Chambers Works facility, located primarily in Pennsville, to produce dyes and related chemicals. By the 1960's, Chambers Works would become the largest chemical factory in the world and DuPont employed 25 percent of Salem County households.

Unfortunately, from the 1960's onward, the manufacturing industry in the United States declined and DuPont and other manufacturing companies in Salem County followed suit. During the past 30 years, global competition and environmental regulations required that DuPont relocate many of the site's business lines (i.e. construction of a new dyes facility in Puerto Rico), cease operations of some altogether (i.e. discontinuance of Freon and Tetraethyl Lead), and otherwise downsize its operation at the Chambers Works facility. More than 4,000 people were employed in moderate to high paying jobs at this facility in the mid-80's; now there are approximately 1,200. Some of the former employees have been unable to find suitable alternative employment in the area and the stagnation of

employment opportunities has contributed to a loss of population and inability to increase the population.

Simultaneously, Deepwater Generating Station was forced to eliminate many of its employment opportunities when it became Conectiv. More recently, the closure of the Bristol-Myers pharmaceutical research facility on the DuPont Chambers Works site further reduced employment opportunities.

Opportunities

Pennsville has natural and man-made resources that, if properly nurtured, will benefit the Township. Currently, Pennsville is capitalizing upon its advantageous location in the market for highway-oriented commercial development. Recent business enterprises include the Hampton Inn and Cracker Barrel Restaurant near the I-295 interchange. The Cracker Barrel has become one of the highest-grossing restaurants in its chain – due, Cracker Barrel officials say, to its superb location. The Township has initiated a redevelopment planning process in the surrounding area.

While DuPont still remains the second largest employer in Salem, County officials have recently initiated a study to explore the feasibility of enticing new businesses and companies to the DuPont Chambers Works site.

Pennsville Township maintains adequate infrastructure capacity and interest to view future economic development efforts optimistically. Further, with much of the region's protected waterfront, Pennsville has opportunities for greater recreation and tourism.

REFERENCES & NOTES:

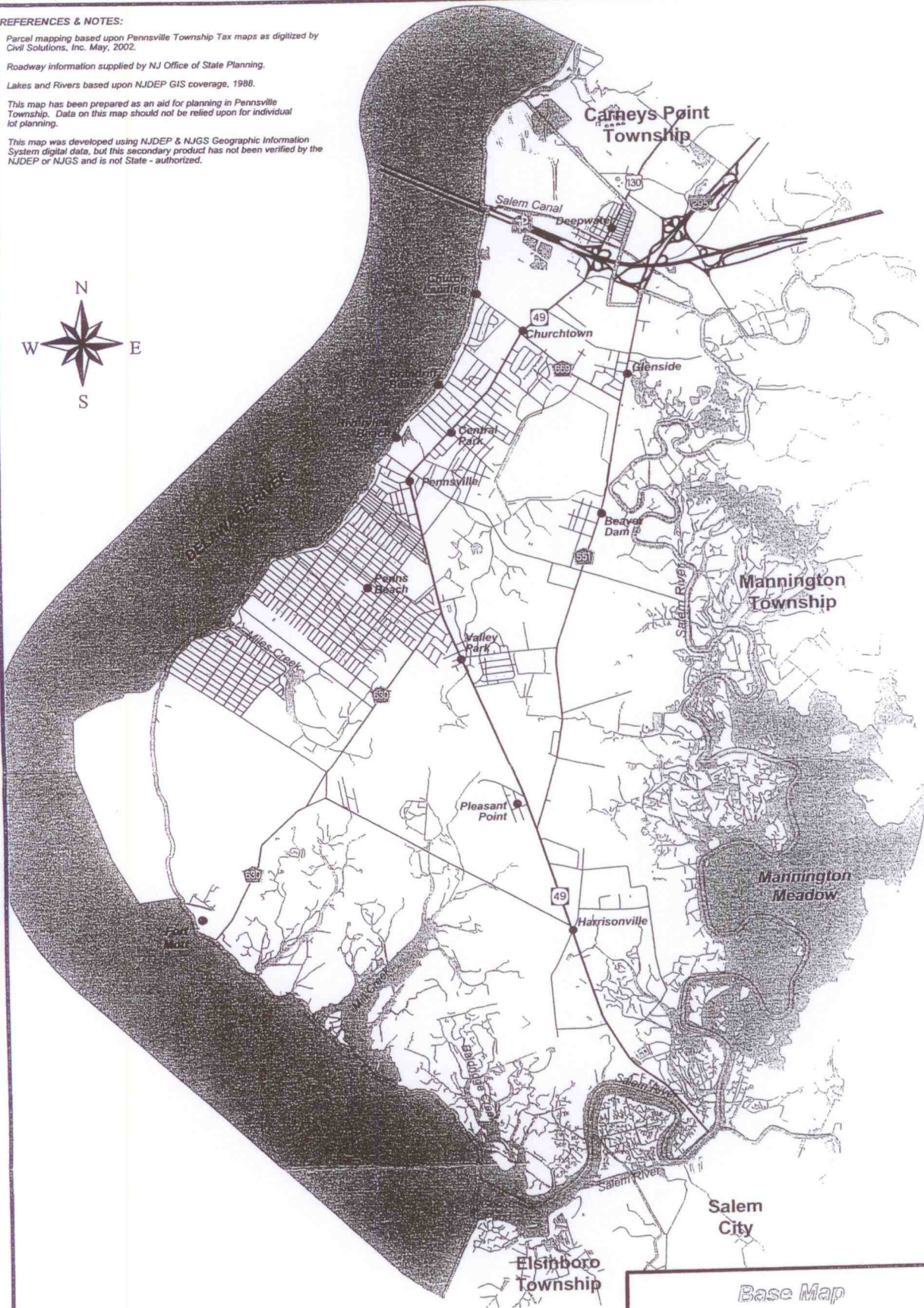
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Roadway information supplied by NJ Office of State Planning.

Lakes and Rivers based upon NJDEP GIS coverage, 1988.

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Base Map
Pennsville Township
Salem County, New Jersey

Scale: 1" = 3/4 mile

Date: 12/03/02

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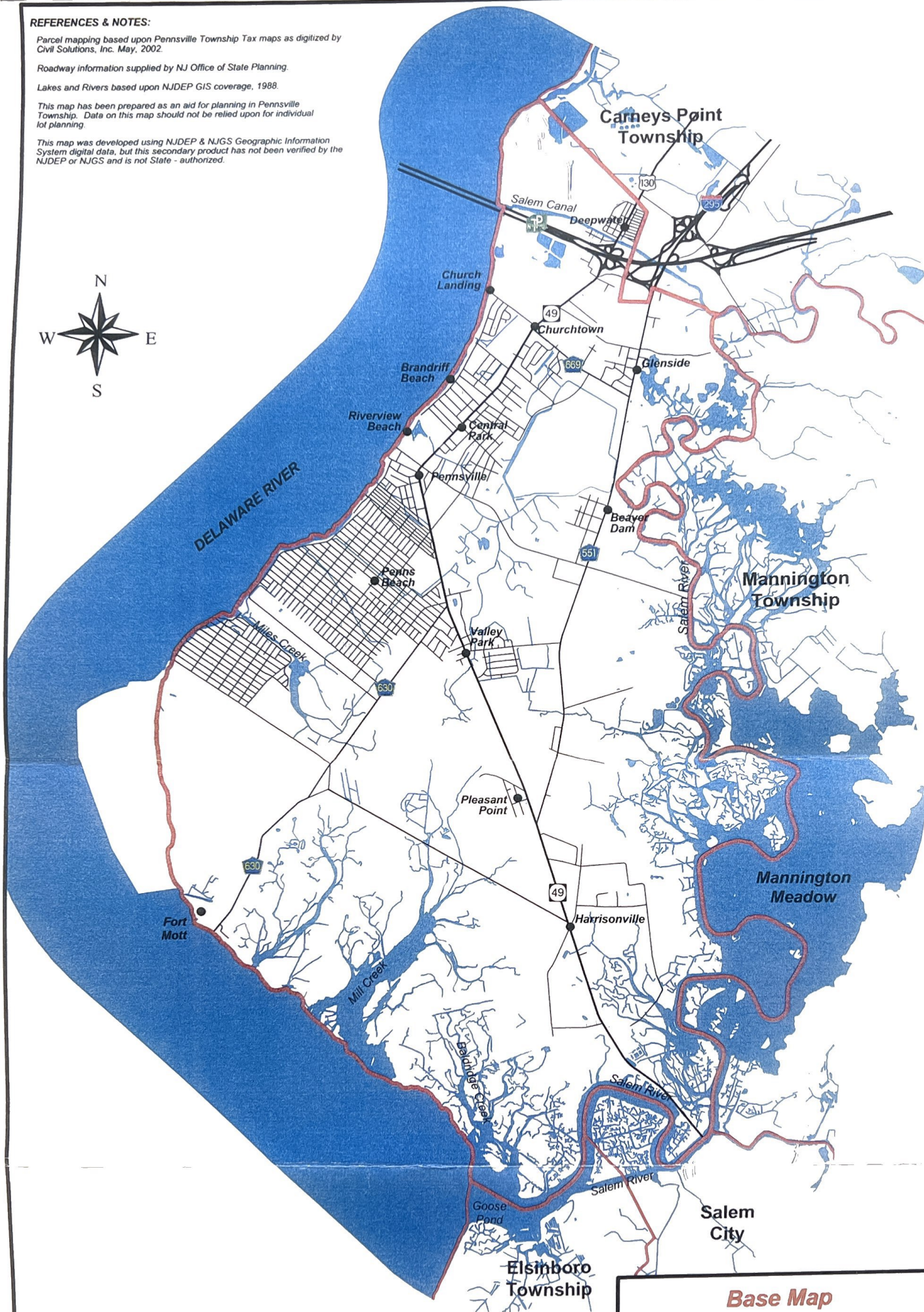
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1 0 1 2 Miles

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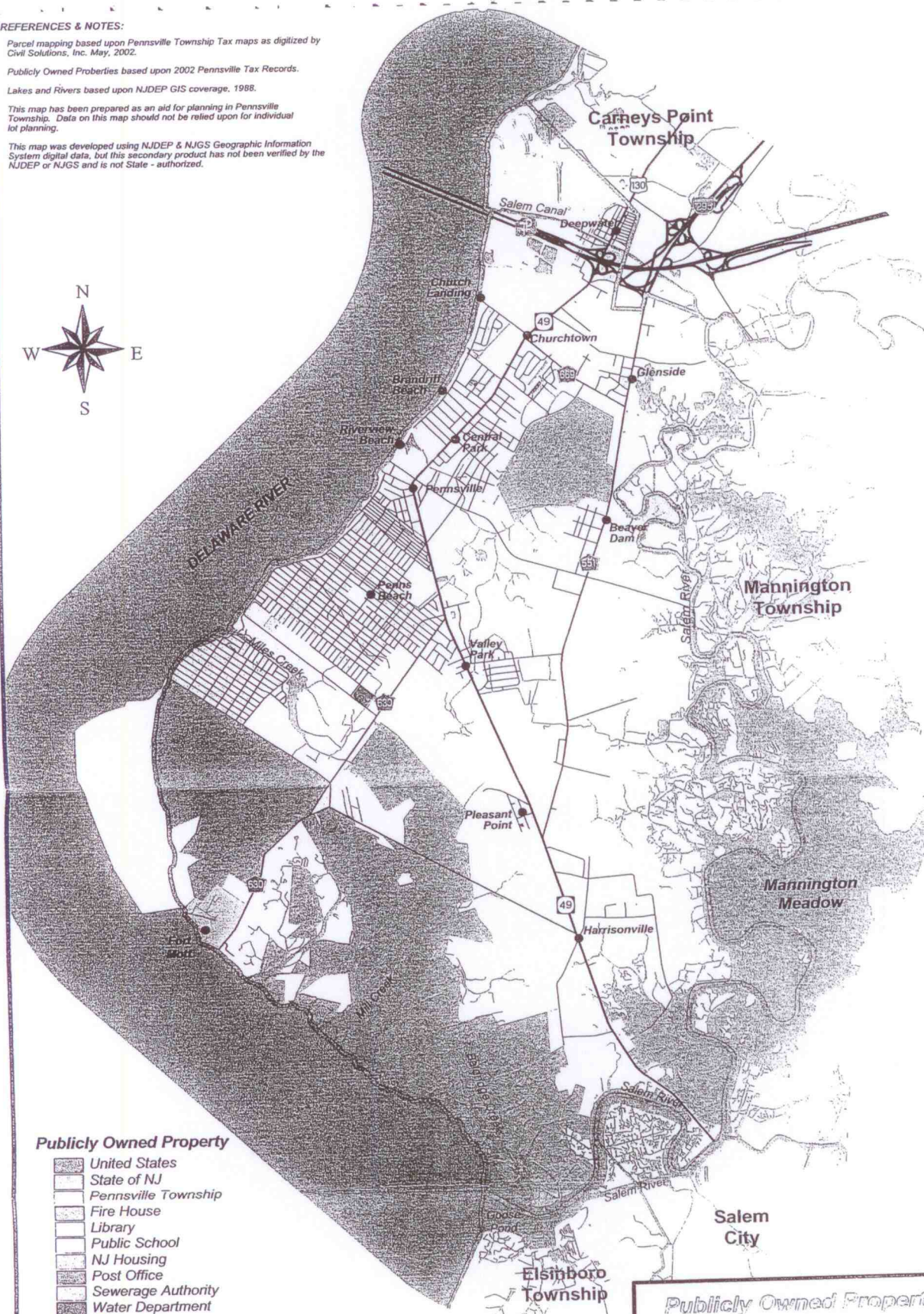
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Publicly Owned Property

- United States
- State of NJ
- Pennsville Township
- Fire House
- Library
- Public School
- NJ Housing
- Post Office
- Sewerage Authority
- Water Department
- NJ Turnpike

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Publicly Owned Property

Pennsville Township
 Salem County, New Jersey

Scale: 1" = 3/4 mile

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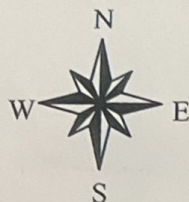
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1 0 1 2 Miles

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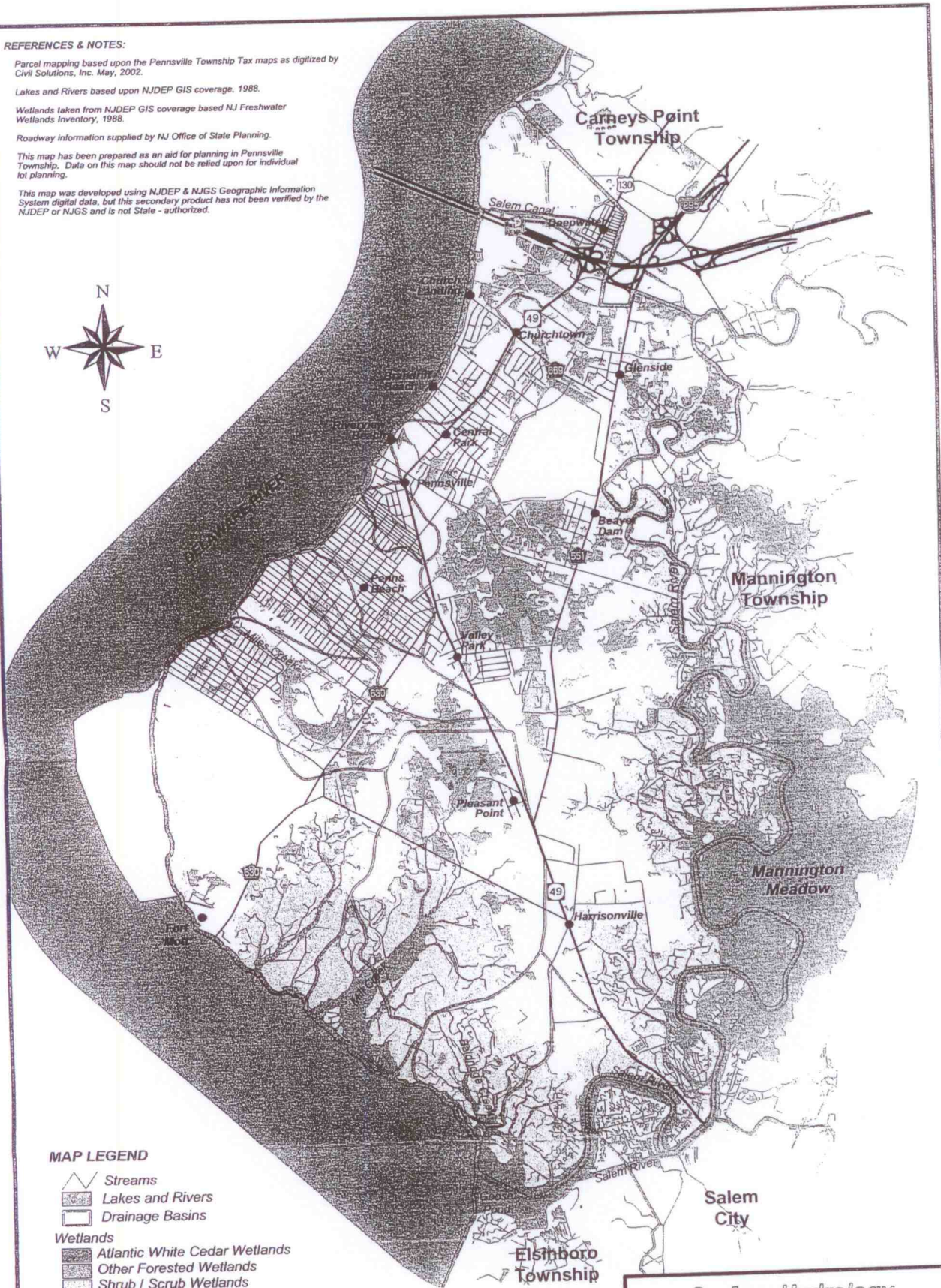
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MAP LEGEND

- Streams
- Lakes and Rivers
- Drainage Basins

Wetlands

- Atlantic White Cedar Wetlands
- Other Forested Wetlands
- Shrub / Scrub Wetlands
- Herbaceous Wetlands
- Tidal Wetlands

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Surface Hydrology Pennsville Township Salem County, New Jersey

Scale: 1" = 3/4 mile

Date: 12/03/02

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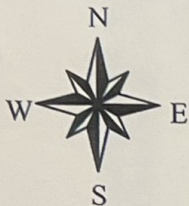
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PART I: GOALS AND OBJECTIVES¹

Introduction

The New Jersey Municipal Land Use Law requires that municipal master plans contain a statement of goals and objectives upon which the Master Plan is based. The Master Plan goals serve as a framework for the Township's planning and development priorities.

The Master Plan goals were developed through surveys of Township Committee and Planning Board members, an evaluation of prior Master Plans, and through research and analysis of the planning issues unique to Pennsville Township. The Goals and Objectives section outlines general goals that the community envisions then sets forth objectives, which are the community's blueprint of how the goals will be reached.

Goals

- *Pennsville should grow and develop as a predominately residential community. The rural character of the Township should be preserved.*
- To provide for desirable non-residential development in appropriate areas of the Township that compliments the existing character of the community and aids in broadening the local tax base.
- To continue and expand upon land use policies that promote controlled development at suitable locations and appropriate intensities, by attracting and limiting development to areas where sanitary sewer and public water supplies exist or are planned.
- To provide sound land use policies, procedures, and regulations that serve the needs of the community for housing, community services, communications, and a safe and healthful environment.
- To plan for the expansion of public water and sanitary sewer services, at a reasonable cost, in response to the proposals in the land use plan element.
- To promote regional cooperation, establish transportation policies, and encourage transportation alternatives that improve safety and connections between housing, employment, and commercial uses.
- To encourage the preservation, rehabilitation, and adaptive reuse of historic buildings and structures that enhance the rural character of the community.

¹ Italics -1978 plan

- To protect sensitive environmental resources from destruction or degradation, including, but not limited to rivers, wetlands, stream corridors, potable water supplies, and aquifers.

Objectives

Housing

1. *Residences should be single-family, medium density.*
2. *New housing should consist of redevelopment of dilapidated housing and in-fill in existing neighborhoods where infrastructure is adequate.*
3. *In allowing residential development, particular attention should be paid to the needs of seniors.*
4. *Multiple-family residential development should be limited to sections of Pennsville where existing utilities and community facilities have the capacity to serve and where basic public and private services are nearby.*

Economic Development

1. *Retail and service commercial uses should be encouraged along principal highways and in existing shopping centers, in compact districts that can be designed to provide adequate parking and access.*
2. *Job-producing light industry and commercial development should be encouraged where infrastructure exists.*
3. *The commercial district located along Broadway should be redeveloped and new businesses attracted to vacant storefronts.*
4. *Commercial development is a high priority in the town and mixed-use zones that mingle residential neighborhoods with such commercial uses as bookstores and sidewalk cafes are to be encouraged. In particular, encourage development patterns adjacent to Main Street that compliment and protect the area's historic structures and cultural setting.*
5. *Special commercial uses such as offices, clinics, apartment complexes, and mobile homes should be located close to public transportation.*
6. *New light industry, mixed use, and other job-producing activities should be encouraged to locate in the Pennsville industrial park and other land designated for industry*

Redevelopment

1. *Explore opportunities to implement the Redevelopment Plan for the DuPont Chambers Works site to attract new businesses and greater employment opportunities*
2. *Encourage redevelopment to support efficient use of infrastructure, transit, and other uses.*
3. *Promote physical design features that enhance public safety, increase pedestrian activity, and decrease dependency on the automobile.*

4. Retain and enhance the "small town" character of the community.
5. Replace outdated and obsolete land uses and development patterns with solutions that fit the township's character.

Circulation/Transportation/Communications

1. Work with the South Jersey Transportation and Planning Organization, NJ DOT, and Salem County to study and remedy signage and signals at each intersection on Route 49, lessen traffic problems, and improve emergency response capability throughout the Township.
2. In particular, the 295 Exit 1 ramp onto Broadway should be studied to create a safer intersection.
3. Intersections near schools should be clearly marked and pedestrian crossings maintained to ensure safety for schoolchildren.
4. Encourage the use of public transit systems, pedestrian, and alternative modes of transportation:
 - a. Ensure adequate mass transit and private transportation linkages to access jobs and shopping.
 - b. Create a system of bike paths/pedestrian walkways linking existing recreation areas and shopping on Broadway.
 - c. Encourage residential and non-residential growth designed to be serviced by mass transportation.
5. *State and County roads and highways in Pennsville should be improved at their present locations wherever possible.*
6. To provide and/or employ sound land use policies, procedures and regulations in promoting personal wireless telecommunications services within Pennsville Township consistent with the standards of the Federal Telecommunications Act of 1996 while discouraging the development of technologically unnecessary or obsolete, inappropriately located, and/or improperly designed facilities, thereby minimizing the number of towers and other visually obtrusive structures within the Township, and any adverse impacts that may relate to them.

Environmental Protection

1. The Zoning Map should be amended to follow the Conservation Area identified on the Map for the State Development and Redevelopment Plan.
2. Minimize the impacts of development on environmentally sensitive areas including wetlands, stream corridors, wellhead protection and aquifer recharge areas.
3. Prepare development ordinances that provide for buffers to protect Wellhead Protection Areas and prevent contamination of the groundwater resources, and provide for landscape buffers where development is permitted adjacent to existing residences

Historic Preservation

1. Pennsville's historic sites should be preserved. The Township should work with both the town's historic society and county and state historical associations to ensure that historic sites are adequately maintained.
2. Township should highlight historical sites as a focal point to increase ratables and bolster community pride.

Recreation

1. Maintain and expand upon the full range of recreational facilities to meet the needs of current and future Township residents.
2. Businesses such as miniature golf, a skating rink or indoor tennis should be encouraged.
3. Create linkages between existing parks and open space areas.
4. Provide for a promenade along Rivera Drive to end in a boat ramp or otherwise increase public access to the Delaware River. A compatible commercial development at the site of the old landfill should be encouraged.

Community Facilities

1. Maintain the existing level of community facilities and public services to continue meeting present needs and plan for expansion of facilities to meet future needs.
2. Maintain appropriate police and emergency response personnel and facilities to meet the needs of Township residents and business owners.
3. Review Township facilities for compliance with the Americans with Disabilities Act.
4. Continue to provide, and expand as necessary, facilities for community groups and cultural activities. A youth center should be considered.

Part II: The Land Use Plan Element

Introduction

The land use plan is an overall strategy for the physical, economic and social development of the municipality. It takes into account both the other master plan elements and natural conditions. It shows the existing and proposed location, extent and intensity of development of the township's land and categorizes it by type. Thus it provides a framework by which the community may plan for the future.

Existing Land Use Analysis

The Land Use Plan for Pennsville Township was last revised in 1978. In 1995, a survey of New Jersey's Counties and municipalities was undertaken by ground and aerial observation to classify land according to its use. Through GIS technology, the survey has been corroborated with municipal tax and zoning maps. See attached Land Use Map, page 19. The categories used to describe land use in Pennsville are as follows.

Land Use Type	Acreage	Sq Miles	% of total
AGRICULTURE	1969.07	3.08	12.38%
BARREN LAND	204.58	0.32	1.29%
FOREST	1310.57	2.05	8.24%
URBAN	3397.52	5.31	21.36%
WATER	1966.35	3.07	12.36%
WETLANDS	7060.81	11.03	44.38%
Grand Total	15908.89	24.86	100%

See also, Summary of Land Uses Chart, page 20. Together, water and wetlands make up nearly 57 percent of the total land area. The next greatest land use is generally categorized as urban.

Agriculture – It was estimated in 1978 that 2,800 acres, or 17.5 percent of the Township consisted of agricultural lands. Today, agriculture remains a significant component of Salem County's economy and farming is its predominant land use; Salem County farms average 139 acres in size and occupy nearly half the land in the County. However, in Pennsville, farmed lands have fallen to just under 2,000 acres, or 12 percent of the land.

Barren Land and Forests – Together, barren land and forests total 9.5 percent of Township lands. The barren lands are mostly "altered lands" which are lands under construction. In Pennsville, the limited amount of barren land that exists is found in the triangle south and west of Industrial Park Road and Fort Mott Road. The forest is mainly deciduous trees and shrub land found between the Penn Beach neighborhood and the barren lands described above. It should be noted that while the dredge spoils area located west of Hook Road is classified by the GIS as primarily wetlands, this area could be considered barren or altered land.

Water and Wetlands – Estimated in 1978 to be only 30 percent of the Township, water and wetlands are now seen to make up nearly twice that amount (9,027 acres or 57 percent). With the exception of the developed areas along Hook Road and South Broadway, nearly everything south and west of the residential neighborhoods of central Pennsville and Penn Beach is wetland or water. The vast wetlands and marshlands contain unique vegetation and wildlife. The most prevalent type of wetlands is coastal shallow freshwater marshes, such as Mannington Meadows. Salem County's surface waters drain into five major drainage basins all of which feed into the Delaware River and Bay; Salem Creek flows through Pennsville.

Urban

In the 1978 Master Plan, it was noted that nearly 80 percent of the Township was undeveloped and this has not changed. The 3,397 acres of the Township devoted to urban uses equal only 21 percent of total land use in the Township. Urban is broken down to nine subsets and of these the greatest portion, 38 percent, is medium density residential. (See Chart of Urban Uses, page 21)

1. Commercial/services
2. Industrial
3. Residential – High Density (Multiple Dwelling)
4. Residential – Medium Density (Single Unit)
5. Residential – Low Density (Single Unit)
6. Transportation/Communications/Utilities
7. Athletic fields (schools)
8. Recreational

1 – Commercial

Commercial includes most of the traditional retail and service uses that are located along the main streets of the Township, such as grocery stores, pharmacies, hardware stores, restaurants etc. Commercial also includes highway oriented uses such as filling stations, auto repair, and farm produce stands. About 568 acres, approximately 3.5 percent, of the Township contain commercial uses.

The 1978 Plan identified distinct areas where general-commercial uses were encouraged to locate and/ or expand. The existing commercial areas are primarily located along both sides of Broadway, including several large shopping centers. In the intervening years, commercial development has occurred from the northern end of the Township on Broadway through to the intersection of Hook Road to the South in Pleasant Point.

The 1978 plan also identified areas for potential expansion of commercial uses along both sides of Hook Road south of East Pittsfield Street and in the triangle north of the

Hook Road and South Broadway intersection (Pleasant Point area.) These areas continue to be zoned for expanded commercial use

2 - Industrial

Industrial uses are limited to major manufacturing and warehousing firms. Approximately 428 (about 2 percent) of Pennsville Township acres contain industrial uses.

The 1978 Master Plan recommended three areas of the Township for industrial use in Pennsville:

- Near the transportation interchanges at the eastern approach to the Delaware Memorial Bridge;
- In the west-central sections off South Broadway, on both sides of the Fort Mott Road; and
- In the southern section along both sides of Broadway north of Salem River.

Of these three sections, only two have seen industrial development since that time, with areas near the Bridge bearing the heaviest use. Better known as the DuPont Chambers Works area, the industrial land near the bridge (just off Interstate 295 and Route 49) includes existing manufacturing sites and recent commercial development. Industrial land in the west-central section of Pennsville consists of an expanded Industrial Park between Fort Mott Road and Riviera Drive. The Ganes Chemical facility is located in this area. The third proposed industrial area at the southern end of Broadway is proposed for a conservation area, based upon environmental constraints.

3 - Residential, High-Density

The 1995 Land Use Map indicates that just less than 89 acres contain high-density housing. Based upon the existing zoning map, the high-density residential area is located in the Penn Beach area.

4 - Residential, Medium-Density

Medium-density residential housing consists of single-family homes at a density of three families per acre (15,000 square feet). 1,341 acres or 8 percent of the Township contain medium-density residential housing.

Medium-density residential uses are found in most of the land within the neighborhoods of downtown Pennsville, Central Park, Brandriff Beach, Churchtown, Glenside, Beaver Dam, and Mahoneyville. Medium-density residential land uses also are found in the area west of Hook Road and north of Mahoney Road.

5 – Residential, Low-Density

Low-density residential includes single-family detached homes, farmhouses, and one-acres lots. Currently, 599 acres or 3.6 percent of Pennsville is low-density residential. Low-density residential areas are zoned for the land lying east of Hook Road south of East Pittsfield Street, and extending east of Broadway, south of Harrisonville.

6 – Transportation related

As a land use classification, transportation, communication, and utilities often are associated with the other Urban or Built-up categories (i.e., residential, commercial, etc.). The presence of major transportation routes, utilities such as sewer treatment plants and power lines, and communications facilities greatly influence both the present and potential uses of an area. These urban related areas, constitute nearly one percent of Pennsville's total land (141 acres.)

7 & 8 Recreational Land and Athletic Fields (Public and institutional)

This includes all the large tracts of publicly owned land in the Township.

- The Fort Mott-Finn's Point-Killcohook park and recreation area
- Riviera riverfront park
- Riverview Beach Park
- The junior-senior high school complex along William Penn Avenue

Approximately 229 acres of land account for recreational uses and athletics fields throughout Pennsville.

Relationship of Land Use to Existing Zoning

The Pennsville Township Zoning Ordinance contains three classifications of residence districts (R-1 10,000 square feet, R-2 15,000 square feet, and R-3 40,000 square feet), a commercial district, light and heavy industrial districts and a development district. It contains neither an agricultural nor a conservation district. The chart at Attachment LU-4 illustrates that all land uses are found in each zoning district.

While the developed portion of Pennsville Township is largely residential in character, it is important to consider that nearly 57 percent of the Township is classified as wetlands or water. Although adjacent municipalities border Pennsville on three of its four sides, in reality it contains solid land only in the north and south. Smart Growth seeks to achieve a balance among environmental and development issues. These are of course inter-related issues that must be in sync to sustain and enhance the quality of life Pennsville residents have chosen and wish to maintain. The challenge for this plan is to create a framework to facilitate development while promoting the protection and sustainability of environmental resources and constraints.

Proposed Zoning Changes

The State Development and Redevelopment Plan and Smart Growth policy have persuaded many towns to adopt an ordinance aimed at "clustering" neighborhoods, thereby preserving open space to the greatest extent possible. Realistically, most of Pennsville's most intense uses are clustered on the western shoreline. For this reason, planning board officials have decided to re-designate most of the area now designated as "development" to "conservation" in order to preserve wetlands, discourage sprawl, and achieve consistency with the State Plan.

In order to effectively manage the direction of this plan's goals and objectives it is necessary to look at the Township's development capacity to define potential areas for various land uses. The environmental constraints of the land combined with the fact that much of the current development is nearing capacity leaves little room for new development.

For this reason, the limited existing developable ground is proposed for the highest and best use for the Township. The R-2 District south of Harrisonville has been re-designated for commercial use extending the existing commercial zone on South Broadway as well as the area on both sides of Broadway immediately south of the I-295/NJ Turnpike intersection. Also, the two areas in the north center of the Township, between Broadway and Hook Road, will be re-zoned from development to commercial use. The eastern side of Fort Mott Road has been changed to an R-3 District to reflect current housing developments.

Redevelopment provides an opportunity to encourage and invigorate private investment in obsolete and neglected sites. Through redevelopment, the Planning Board and Council can take on an active role in deciding what type of development to encourage in targeted areas. The Planning Board has identified target areas for waterfront and Brownfield redevelopment and transportation linkages with existing projects. These four areas and proposed zoning changes include:

- Explore opportunities to implement the existing Redevelopment Plan for the DuPont Chambers Works area (the industrial land near the Delaware Memorial Bridge) to attract new businesses and greater employment opportunities.
- Re-zone for Mixed Use/Commercial/Office the industrial zone along Industrial Road area and along Hook Road, just north of King Street and Humphreys Avenue (Glenside).
- Re-zone to Central Business District the area along Main Street, west of Broadway and immediately south of Riverview Park to provide for commercial uses such as bookstores and sidewalk cafes, and encourage development patterns adjacent that complement and protect the area's historic structures and cultural setting.

Relationship to contiguous municipalities and County and State Plans

The Pennsville Master Plan is consistent with contiguous municipalities, County plans, and the NJ State Plan. The Master Plan maintains Pennsville compliance with the Salem County Solid Waste Plan and addresses specific goals in the Salem County Growth Management Plan. The vision of the Salem County Master Plan is that future growth should be directed to the developed (western) areas of the County, where it will be supported by existing infrastructure and major roadways, and should be managed to embrace the traditional agricultural nature of the eastern and central areas of the County. The Growth Management Element of the County Master Plan encourages concentrating development within developed areas, preserving open space, and maintaining the County's rural character and the community character of rural towns and villages.

Pennsville Township along with Carneys Point, Oldmans, Penns Grove and part of Pilesgrove are the five municipalities designated as the "Salem County Western Economic Growth and Development Corridor." Through cross-acceptance, the State Planning Commission agreed to amend Planning Areas 2 and 3 in Salem County and the NJ Department of Community Affairs provided a Smart Growth Planning Grant to develop a Smart Growth Regional Plan for the Planned Growth Corridor. This Smart Growth Plan will develop a regional approach to land use, economic development, community facilities, infrastructure, and conservation planning consistent with the goals and objectives of the State Plan, the County Growth Management Plan, and plans of the municipalities in the Planned Growth Corridor. With assistance from the NJ Office of Smart Growth, the completed Plan will serve as a submission to the State Planning Commission for regional plan endorsement.

This Master Plan for Pennsville Township provides for controlled development consistent with County and State plans. Specifically, this Plan recommends the following:

- Minimize the impacts of development on environmentally sensitive areas including wetlands, stream corridors, wellhead protection areas, and aquifer recharge areas,
- Rehabilitation and in-fill housing in established neighborhoods,
- Commercial, office, and mixed use development in the Township's limited developable vacant land
- Creation of a central business district,
- Expansion of open space along the Delaware River
- Improved circulation along existing roadways such as Route 49/Broadway, and
- Redevelopment of existing industrial areas.

The DuPont Chamber Works facility is located in both Pennsville and Carneys Point Township. Carneys Point is currently undergoing a redevelopment planning process for the DuPont site similar to the one recommended in the goals and objectives section of this Master Plan for Pennsville Township. This Master Plan also proposes re-zoning the eastern and southern borders of Pennsville Township for conservation purposes. In this manner, Pennsville will protect environmentally sensitive areas in neighboring municipalities such as the Mannington Meadows along the border of

Mannington Township and the Salem River along the border of Salem City and
Elsinboro Township.

REFERENCES & NOTES:

Parcel mapping based upon Pennsville Township Tax maps as digitized by Civil Solutions, Inc. May, 2002.

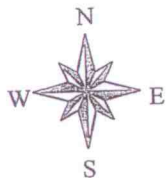
1995 Land Use / Land Cover taken from NJDEP GIS Databases for WMA#17 & WMA#18, 2001.

Roadway information supplied by NJ Office of State Planning.

Lakes and Rivers based upon NJDEP GIS coverage, 1988.

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MAP LEGEND

1995 Land Use

- Industrial
- Commercial
- Misc. Development
- Residential
- Transportation / Utilities
- Recreational
- Agriculture
- Forest
- Wetlands
- Water
- Barren Land

ENVIRONMENTAL SERVICES
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 WETLANDS DELINEATIONS
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 GAW@belsantech.net



1995 Land Use / Land Cover Pennsville Township Salem County, New Jersey

Scale: 1" = 3/4 mile

Date: 12/03/02

RON RUKENSTEIN & ASSOCIATES

Integrated Grants and Planning

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 Titusville, NJ 08560

(609) 730-6138
 Fax: (609) 730-6139

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DELAWARE RIVER

Carneys Point Township

Mannington Township

Mannington Meadow

Salem City

Elsinboro Township

MAP LEGEND

1995 Land Use

- Industrial
- Commercial
- Misc. Development
- Residential
- Transportation / Utilities
- Recreational
- Agriculture
- Forest
- Wetlands
- Water
- Barren Land

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985 Belvidere Road
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GAW@bellatlantic.net

1 0 1 2 Miles

1995 Land Use / Land Cover

**Pennsville Township
Salem County, New Jersey**

Scale: 1" = 3/4 mile

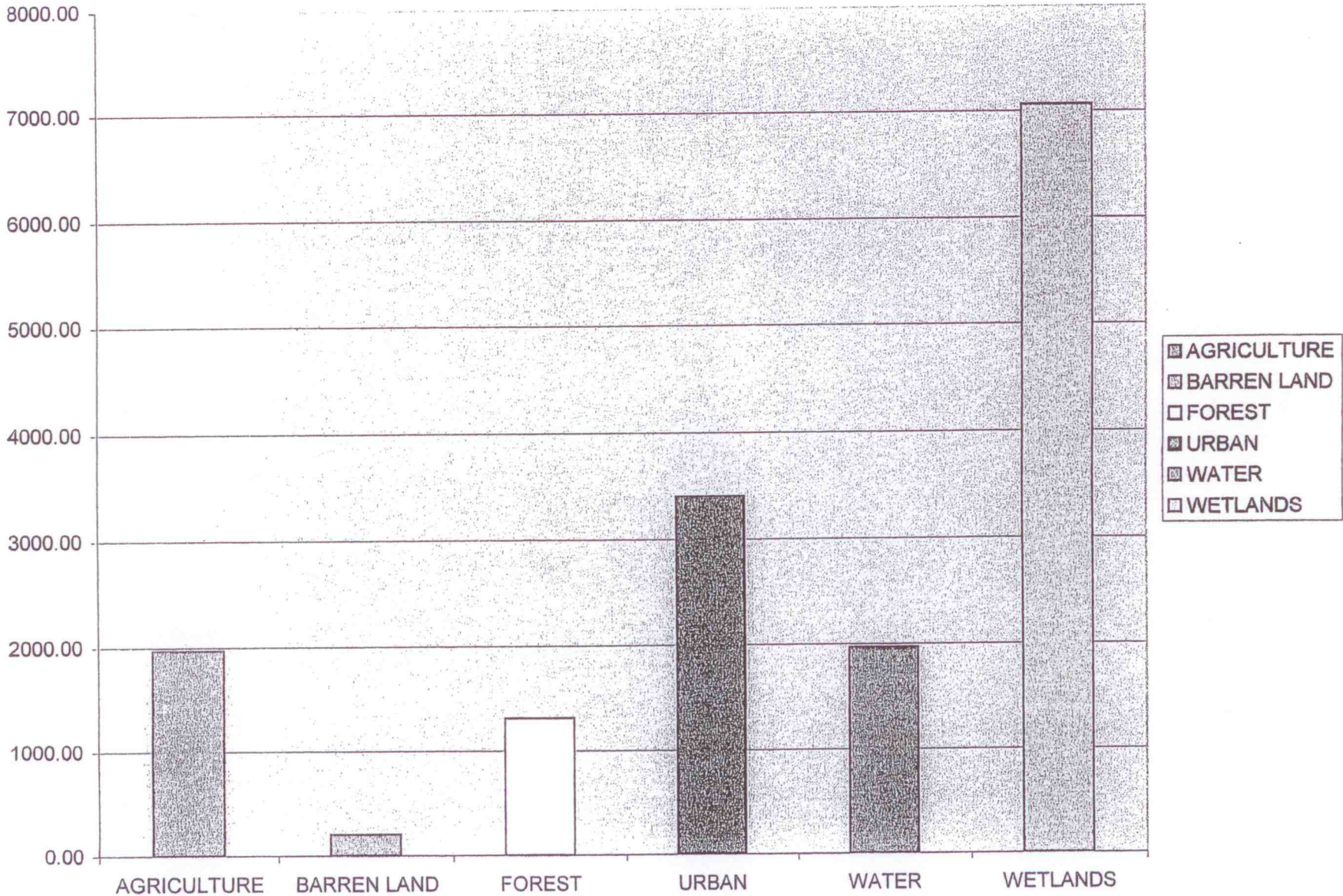
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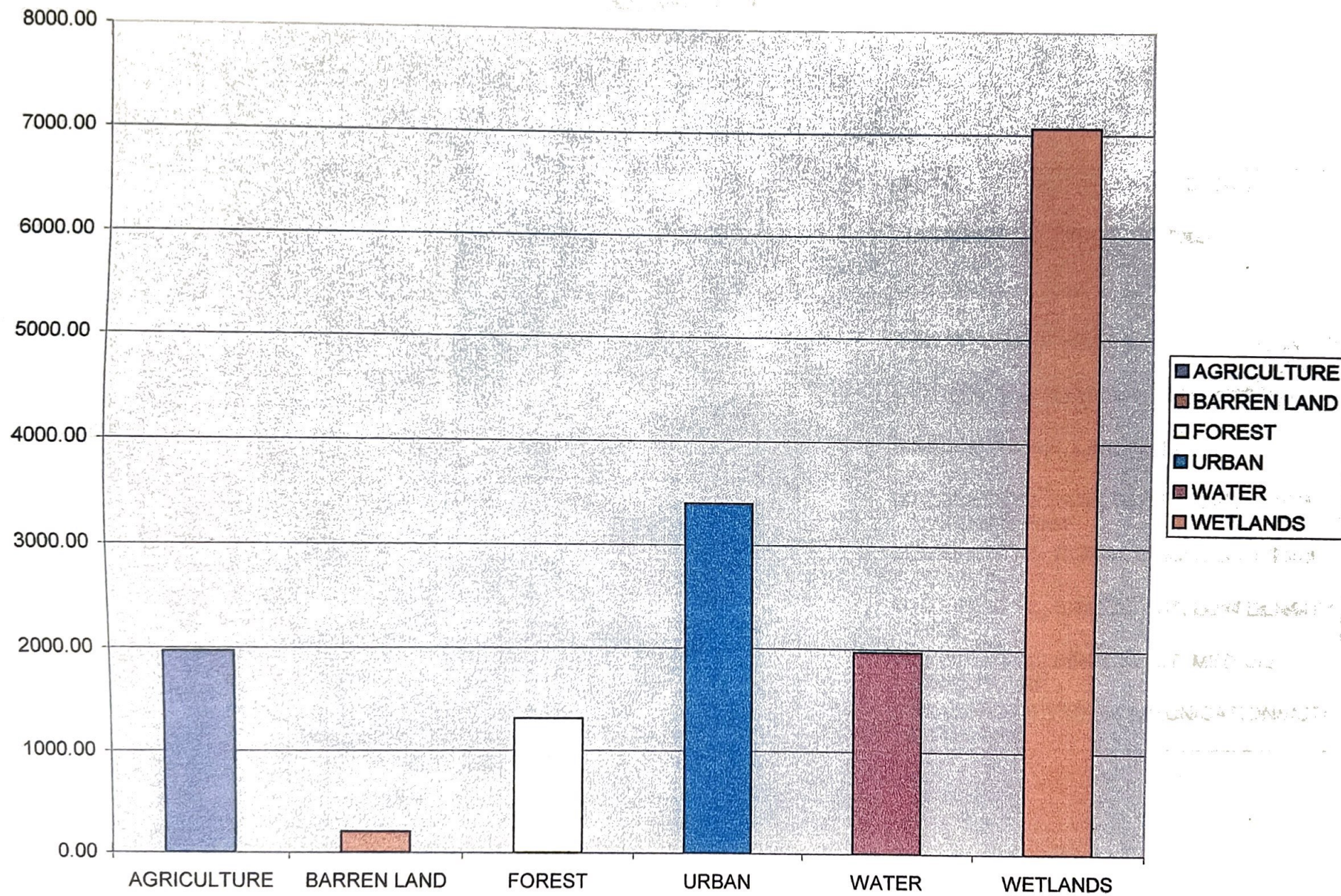
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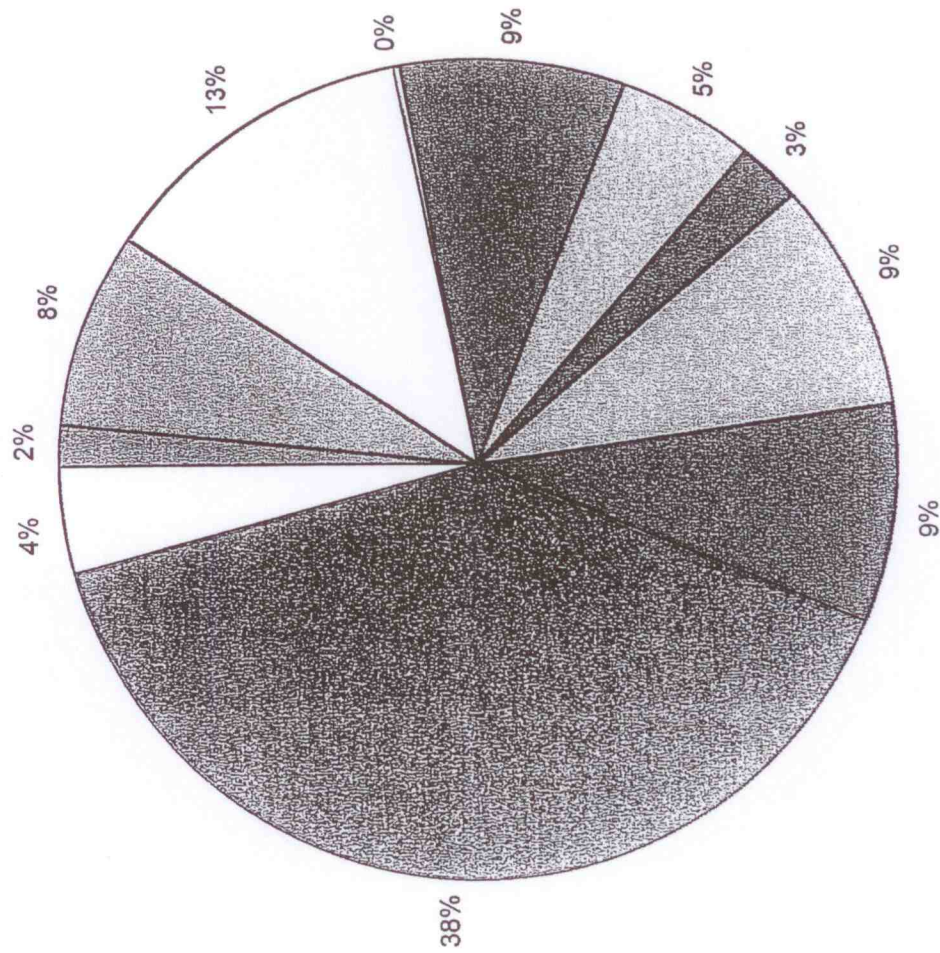
Summary of Land Uses



Summary of Land Uses

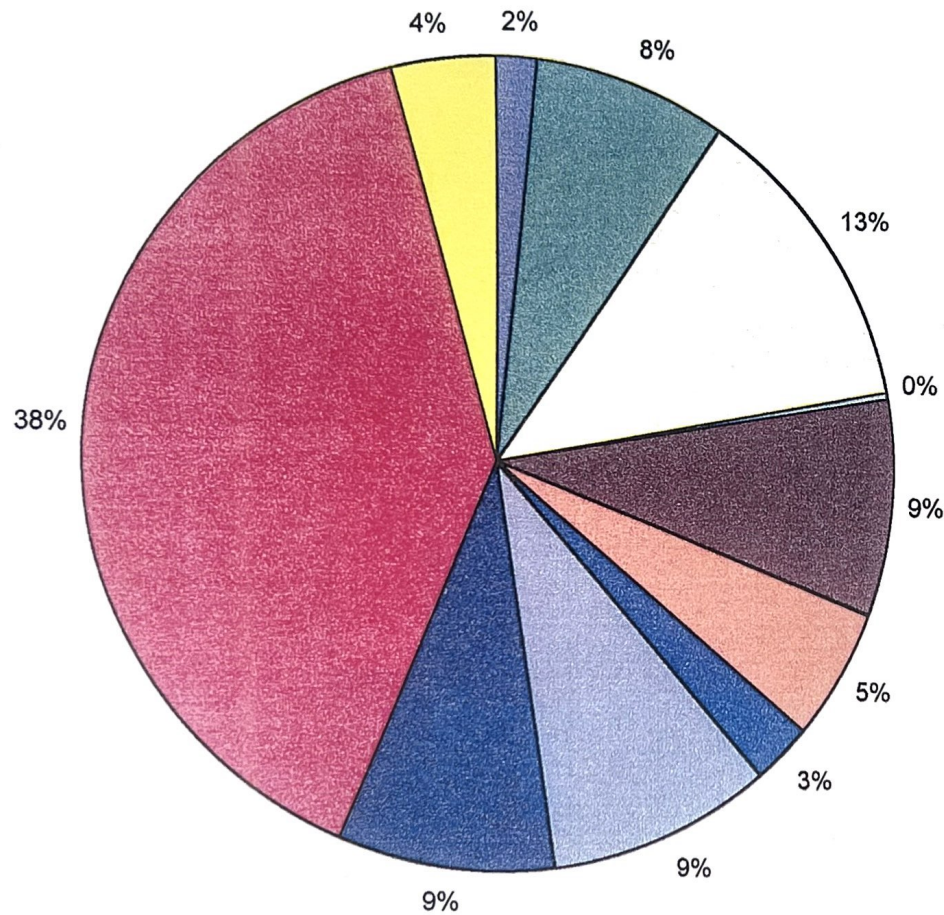


Attachment LU-3
Urban Uses



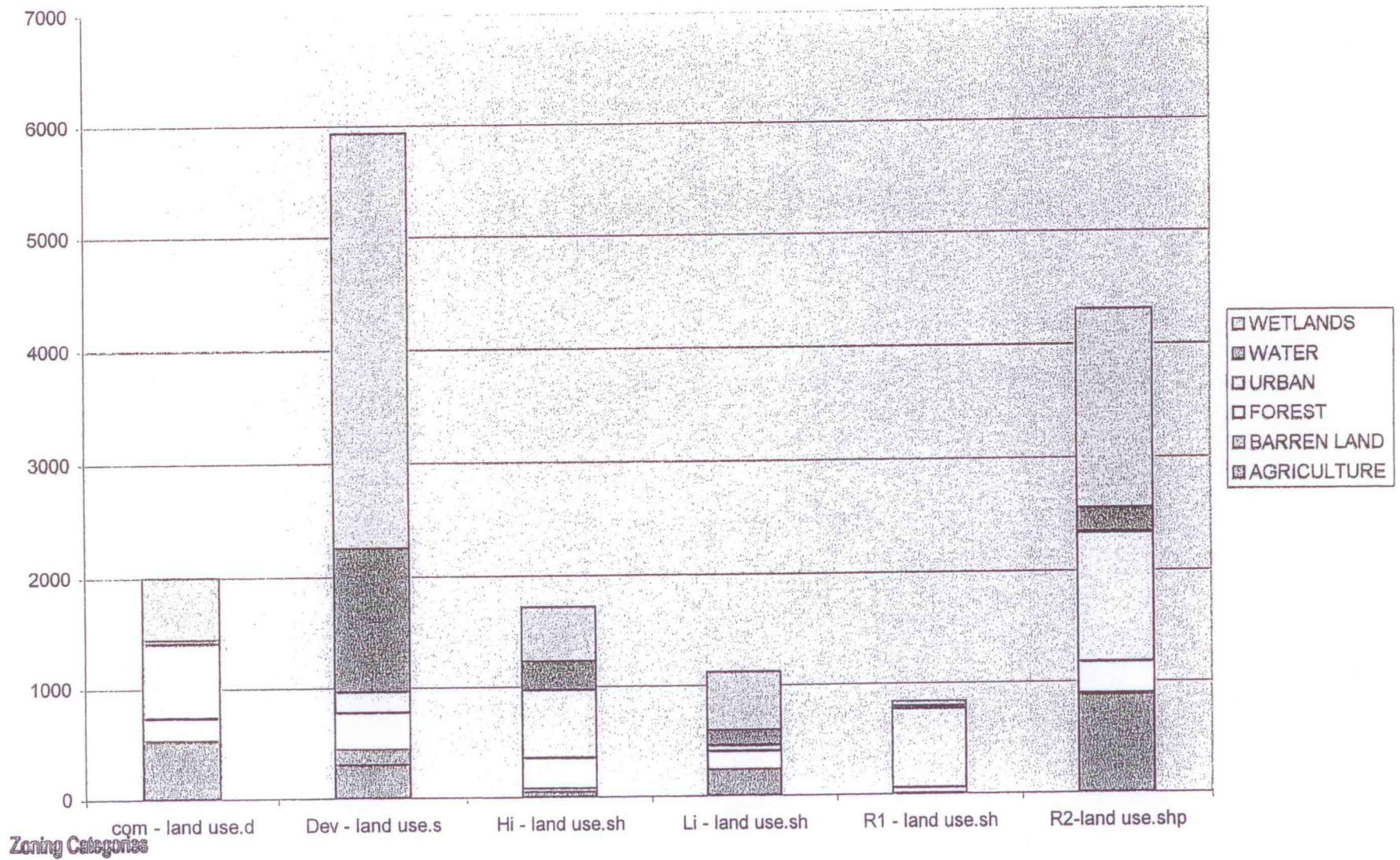
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- COMMERCIAL/SERVICES Total
- INDUSTRIAL Total
- MIXED URBAN OR BUILT-UP LAND Total
- OTHER URBAN OR BUILT-UP LAND Total
- RECREATIONAL LAND Total
- RESIDENTIAL, HIGH DENSITY, MULTIPLE DWELLING Total
- RESIDENTIAL, RURAL, SINGLE UNIT Total
- RESIDENTIAL, SINGLE UNIT, LOW DENSITY Total
- RESIDENTIAL, SINGLE UNIT, MEDIUM DENSITY Total
- TRANSPORTATION/COMMUNICATIONS/UTILITIES Total

Attachment LU-3
Urban Uses

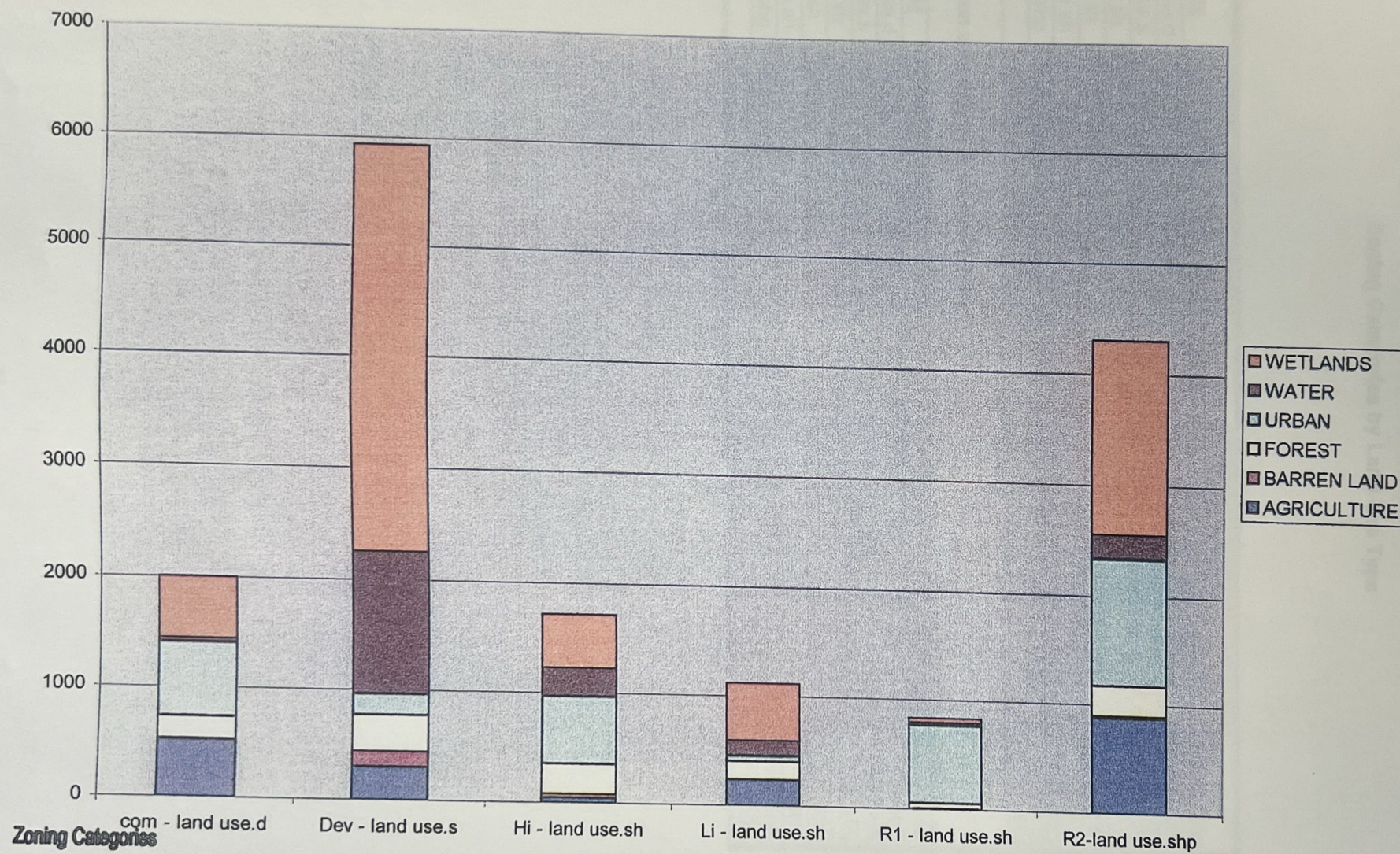


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- RESIDENTIAL, SINGLE UNIT, MEDIUM DENSITY Total
- TRANSPORTATION/COMMUNICATIONS/UTILITIES Total

Zoning Categories by Land Use Type



Zoning Categories by Land Use Type



Zoning Categories by Land Use Type

SOURCE	AGRICULTURE	BARREN LAND	FOREST	IRRAWADDI	WATER	WETLANDS	Grand Total
com - land use.d	519.842	7.451	202.51	22.218	34.202	561.532	2002.202
Dev - land use.s	285.425	141.182	335.339	1292.61	3682.52	5934.628	5934.628
Hi - land use.sh	41.497	36.79	271.611	258.015	493.806	1717.01	1717.01
Li - land use.sh	245.657		167.399	141.419	528.871	1119.081	1119.081
R1 - land use.sh		0.686	54.588	21.931	47.117	834.918	834.918
R2-land use.shp	876.655	18.467	279.124	218.175	1746.963	4301.055	4301.055
Grand Total	1969.07	204.576	1310.571	1966.35	7060.809	15908.894	15908.894

Zoning broken down by % of land use types

SOURCE	AGRICULTURE	BARREN LAND	FOREST	IRRAWADDI	WATER	WETLANDS	Grand Total
com - land use.d	25.96%	0.37%	10.11%	1.12%	1.71%	28.05%	100.00%
Dev - land use.s	4.98%	2.38%	5.65%	21.78%	62.05%	100.00%	100.00%
Hi - land use.sh	2.42%	2.14%	15.82%	15.03%	28.76%	100.00%	100.00%
Li - land use.sh	21.06%	0.00%	14.96%	12.64%	47.26%	100.00%	100.00%
R1 - land use.sh	0.00%	0.08%	6.54%	2.63%	5.64%	100.00%	100.00%
R2-land use.shp	20.38%	0.43%	6.49%	5.07%	40.62%	100.00%	100.00%
Grand Total	12.38%	1.29%	8.24%	12.36%	44.38%	100.00%	100.00%

Zoning Categories by Land Use Type

SOURCETHM	AGRICULTURE	BARREN LAND	FOREST	URBAN	WATER	WETLANDS	Grand Total
com - land use.d	519.842	7.451	202.51	676.665	34.202	561.532	2002.202
Dev - land use.s	295.425	141.182	335.339	187.554	1292.61	3682.52	5934.628
Hi - land use.sh	41.491	36.79	271.611	615.297	258.015	493.806	1717.01
Li - land use.sh	235.657		167.399	45.735	141.419	528.871	1119.081
R1 - land use.sh		0.686	54.588	710.596	21.931	47.117	834.918
R2-land use.shp	876.655	18.467	279.124	1161.67	218.175	1746.963	4301.055
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Zoning broken down by % of land use types

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R1 - land use.sh	0.00%	0.08%	6.54%	85.11%	2.63%	5.64%	100.00%
R2-land use.shp	20.38%	0.43%	6.49%	27.01%	5.07%	40.62%	100.00%
Grand Total	12.38%	1.29%	8.24%	21.36%	12.36%	44.38%	100.00%

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Smart Growth Development Zone based upon limits of the Metropolitan, Suburban and Fringe Planning Areas in the municipalities of Oldman Twp., Carneys Point Twp., Pilesgrove Twp., Pennsville Twp. and Penns Grove Boro. in northern Salem County from the Office of State Planning GIS coverage for the "Interim State Development and Redevelopment Plan", 10/26/00.

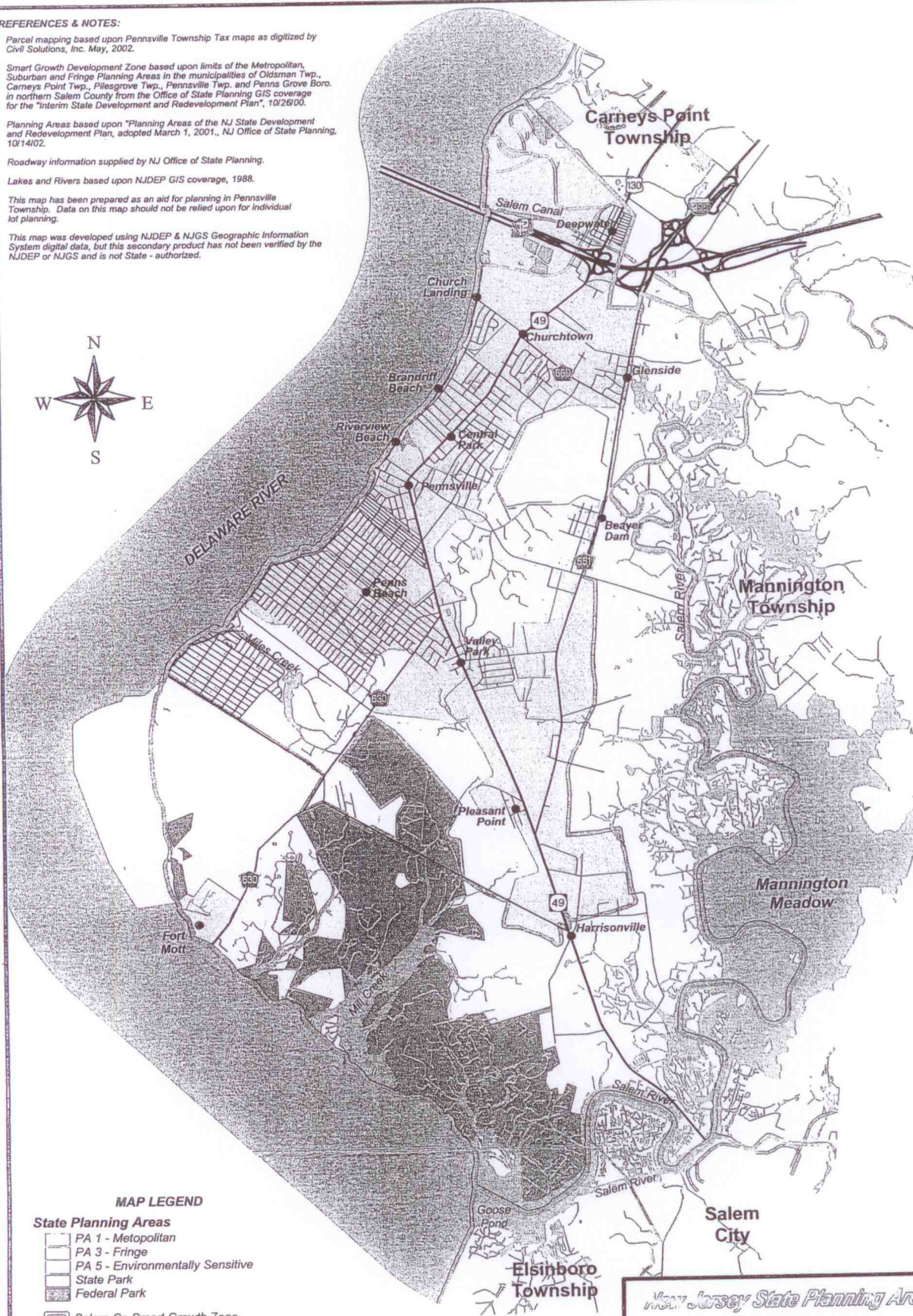
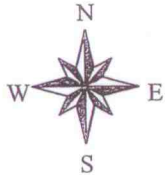
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MAP LEGEND

State Planning Areas

- PA 1 - Metropolitan
- PA 3 - Fringe
- PA 5 - Environmentally Sensitive
- State Park
- Federal Park

Salem Co Smart Growth Zone

WHITE

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NATURAL RESOURCE INVENTORIES
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ENVIRONMENTAL IMPACT STUDIES
WETLANDS DELINEATIONS

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GAW@whiteinc.net



New Jersey State Planning Areas

Pennsville Township
Salem County, New Jersey

Scale: 1" = 3/4 mile

Date: 12/03/02

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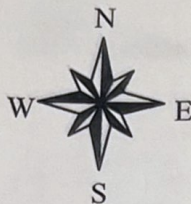
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DELAWARE RIVER

Carneys Point Township

Salem Canal
Deepwater

Church Landing

Churchtown

Brandriff Beach

Glenside

Riverview Beach

Central Park

Pennsville

Beaver Dam

Penns Beach

Valley Park

Mannington Township

Miles Creek

Pleasant Point

Mannington Meadow

Fort Mott

Harrisonville

Mill Creek

Baldie Creek

Salem City

Elsinboro Township

Goose Pond

Salem River

MAP LEGEND

State Planning Areas

- PA 1 - Metropolitan
- PA 3 - Fringe
- PA 5 - Environmentally Sensitive
- State Park
- Federal Park

Salem Co Smart Growth Zone

WHITE
ENVIRONMENTAL SERVICES

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1 0 1 2 Miles

New Jersey State Planning Areas

**Pennsville Township
Salem County, New Jersey**

Scale: 1" = 3/4 mile

Date: 12/03/02

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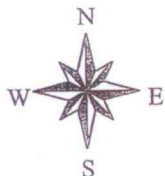
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Zoning Areas based upon Pennsville Township Zoning Map as digitized by Civil Solutions, Inc. May, 2002.

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Carneys Point Township

Salem Canal
Deepwater

Church Landing

Churchtown

Brandriff Beach

Glenside

Riverview Beach

Central Park

Pennsville

Beaver Dam

Swans Beach

Valley Park

Mannington Township

Miles Creek

Salem River

Pleasant Point

Mannington Meadow

Fort Mott

Mill Creek

Harrisonville

Baldie Creek

Salem City

Elsinboro Township

Goose Pond

Salem River

Salem River

MAP LEGEND

Pennsville Zoning Areas

- D - Development
- R-3 Residential
- R2 - Residential
- R1 - Residential
- C - Commercial
- LI - Light Industrial
- HI - Heavy Industrial

ENVIRONMENTAL SERVICES
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Phillipsburg, NJ 08855
Fax: (908) 454-2262
GAW@enviroserve.net

1 0 1 2 Miles

Existing Zoning Areas Pennsville Township Salem County, New Jersey

Scale: 1" = 3/4 mile

Date: 12/03/02

RON RUKENSTEIN & ASSOCIATES
Integrated Grants and Planning

PO Box #1
Titusville, NJ 08560

(609) 730-8138
Fax: (609) 730-8139

REFERENCES & NOTES:

Parcel mapping based upon Pennsville Township Tax maps as digitized by Civil Solutions, Inc. May, 2002.

Zoning Areas based upon Pennsville Township Zoning Map as digitized by Civil Solutions, Inc. May, 2002.

Roadway information supplied by NJ Office of State Planning.

This map has been prepared as an aid for planning in Pennsville Township. Data on this map should not be relied upon for individual lot planning.

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DELAWARE RIVER

Carneys Point Township

Salem Canal

Deepwater

Church Landing

Churchtown

Glenside

Brandriff Beach

Riverview Beach

Central Park

Pennsville

Beaver Dam

Penns Beach

Miles Creek

Valley Park

Pleasant Point

Harrisonville

Mannington Township

Mannington Meadow

Fort Mott

Mill Creek

Baldwin Creek

Goose Pond

Salem River

Salem River

Salem City

Elsinboro Township

MAP LEGEND

Pennsville Zoning Areas

- D - Development
- R-3 Residential
- R2 - Residential
- R1 - Residential
- C - Commercial
- LI - Light Industrial
- HI - Heavy Industrial

WHITE

ENVIRONMENTAL SERVICES

NATURAL RESOURCE INVENTORIES

GIS MAPPING - NJDEP PERMITS

ENVIRONMENTAL IMPACT STUDIES

WETLANDS DELINEATIONS

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985 Belvidere Road
Phillipsburg, NJ 08865

Fax: (908) 454-2262
GAW@bellsouth.net

1 0 1 2 Miles

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Pennsville Township
Salem County, New Jersey

Scale: 1" = 3/4 mile

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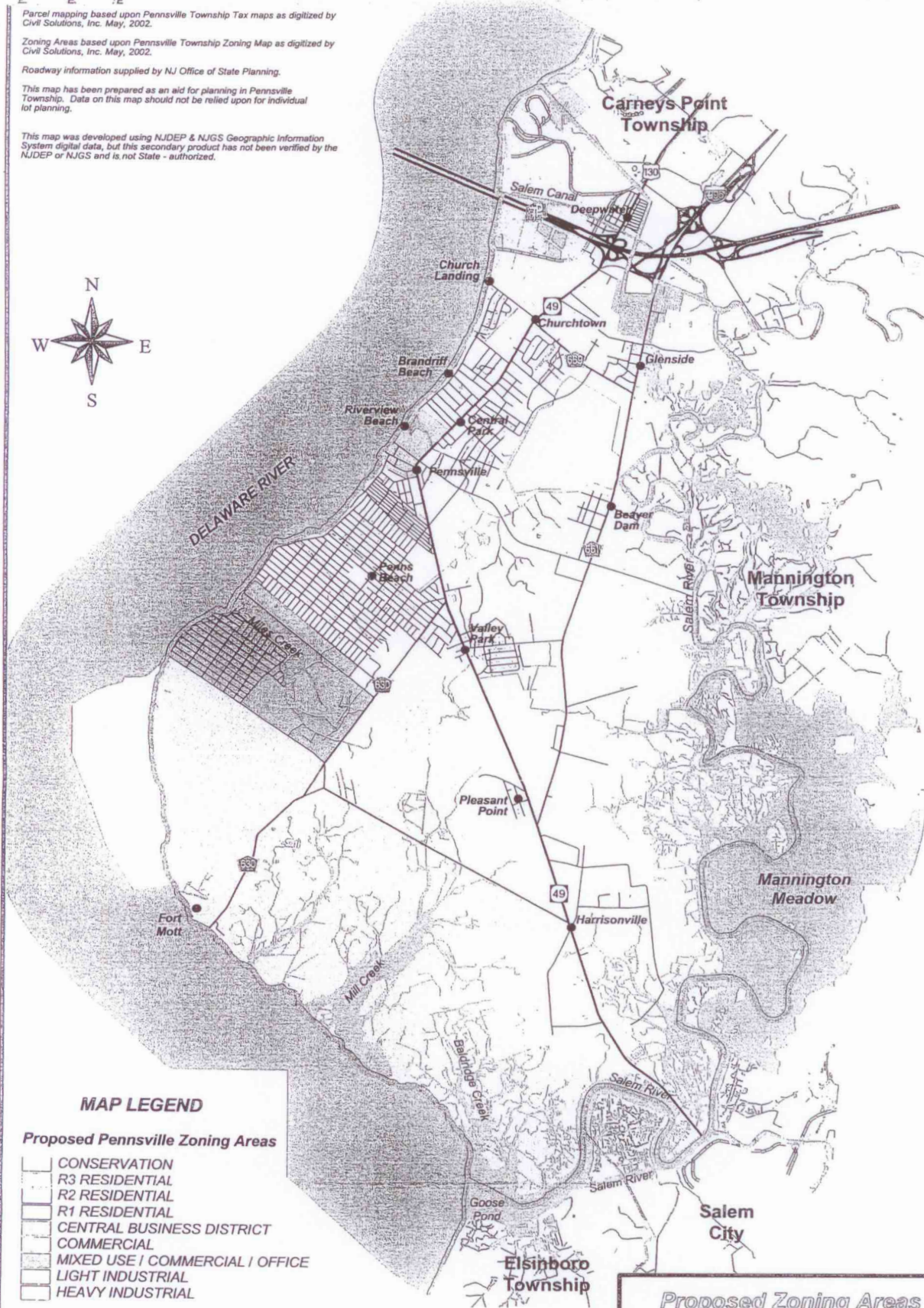
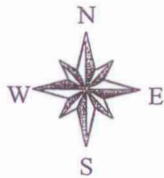
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Proposed Pennsville Zoning Areas

- CONSERVATION
- R3 RESIDENTIAL
- R2 RESIDENTIAL
- R1 RESIDENTIAL
- CENTRAL BUSINESS DISTRICT
- COMMERCIAL
- MIXED USE / COMMERCIAL / OFFICE
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL

WHITE
ENVIRONMENTAL SERVICES

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Phillipsburg, NJ 08865
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Proposed Zoning Areas Pennsville Township Salem County, New Jersey

Scale: 1" = 3/4 mile

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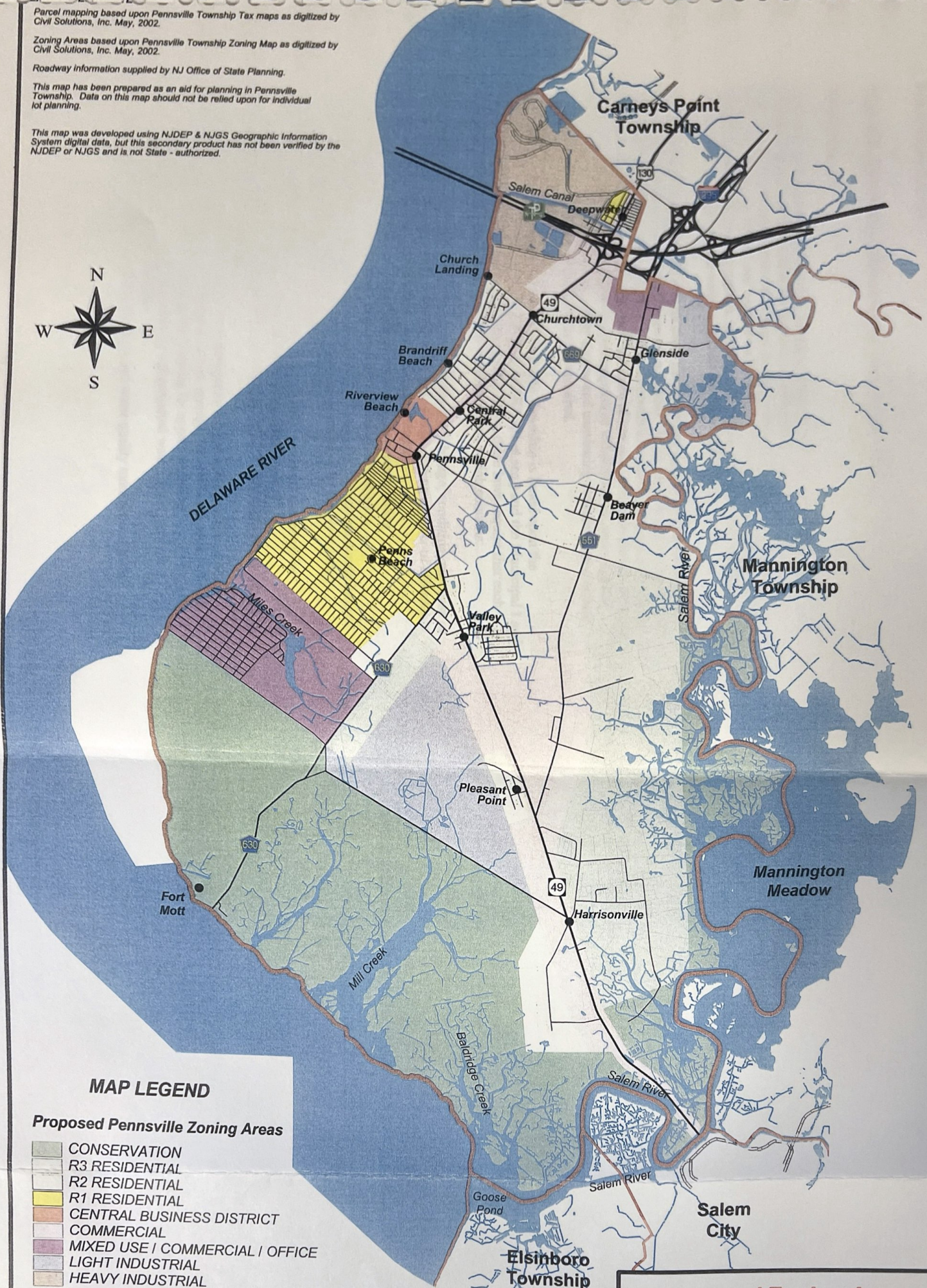
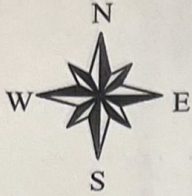
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Part III: The Housing Element and Fair Share Plan

Introduction

In a series of decisions known as Mt. Laurel I, II, and III, the New Jersey Supreme Court ruled that all municipalities have a constitutional obligation to provide a realistic opportunity for the construction of low and moderate income housing. On July 2, 1985 the Fair Housing Act (FHA) was enacted creating the NJ Council on Affordable Housing (COAH) to establish housing regions, quantify regional housing need and to provide guidance for municipalities in addressing their fair share obligations.

The FHA provides municipalities with more flexibility and control in addressing their constitutional obligation than court-imposed solutions. As an administrative alternative to lengthy and costly litigation, COAH offers substantive certification to municipalities that choose to preemptively address their fair share of low and moderate-income housing. Once certified, municipalities enjoy the presumption of validity for six years against allegations of exclusionary zoning. Only a clear and convincing evidence can overturn COAH's certification; to date, this has never occurred.

This Master Plan Housing Element for Pennsville Township is based upon the requirements of the Fair Housing Act (NJSA 52:27D-301 et seq.) and the Municipal Land Use Law (NJSA 40:55D-1 et seq.). Among other items, these laws require that each municipality include a housing element in its Master Plan, which contains:

- An analysis of current and projected housing stock by age, condition, purchase or rental value, occupancy characteristics, and type (including number of affordable units and number of rehabilitatable substandard units)
- An analysis of current and projected demographic characteristics
- An analysis of current and projected employment characteristics
- A "Fair Share" Analysis of the municipality's need for low and moderate income housing, prepared in accord with guidelines established by the New Jersey Council On Affordable Housing (COAH)
- A description of land that could be developed for, and units that could be converted to, low and moderate income housing if needed
- If a development fee is imposed pursuant to NJAC 5:93-8, a copy of the spending plan must be included
- A map of sites designated by the municipality for low and moderate income housing, including a site listing by owner, acreage, lot and block, also wetland mapping and USGS Topographic mapping for appropriate sites
- The location and capacity of current and projected water, sewer, and other relevant community facilities
- Copies of relevant sewer applications and water quality management plans

Inventory of Housing Stock

The 2000 Census was used as the basis for this evaluation of the Township's housing stock.

Housing Types

As shown in Table 1, traditional single-family detached homes remain the most common form of residential development in the Township. There are a total of 5,686 housing units in Pennsville Township, with 4,398 (77 percent) single-family homes, 317 (4.4%) mobile homes or trailers and 971 (17.3 percent) in structures with 2 or more units.

Table 1 - Housing Types		
Pennsville Township, Salem County		
Type	2000	% Units
Single Family - detached	4353	77.50%
Single Family - attached	45	0.80%
Two or More Units	971	17.30%
Mobile Home or Trailer	317	4.40%
Other	0	0.00%
Total	5686	100.00%
Source: Census 2000 Summary File 1 (SF1)		

Age of Housing Units

Nearly 75 percent of the Township's housing stock was built between 1940 and 1980. Census figures indicate that the largest number of new housing units constructed in any decade was in the 1960's when 1,072 units (19 percent) of all Township housing was built. The age of the housing stock corresponds with the growth period in Pennsville's population.

Almost 15 percent of the housing stock was constructed prior to 1939. This figure highlights the potential for historic preservation efforts; however, the Census does consider age to be one of the factors used to evaluate housing deficiency. The other factor used to evaluate housing deficiency includes the presence of two or more negative structural characteristics, described below.

Table 2 - Age of Housing Stock Pennsville Township, Salem County		
Years Constructed	Number of Units	% Units
1999 to 2000	21	0.37%
1995 to 1998	40	0.71%
1990 to 1994	163	2.90%
1980 to 1990	415	7.39%
1970 to 1979	1055	18.78%
1960 to 1969	1072	19.08%
1940 to 1959	2035	36.22%
1939 and earlier	818	14.56%
Total	5,619	98.91%
Census 2000 Summary File 1 (SF1)		

Condition of Housing Units and Rehabilitation Potential

The characteristics below indicate substandard and deficient housing conditions. As demonstrated in Table 3, more than 99 percent of all housing units contain complete kitchens, plumbing facilities and telephone service. Table 4 summarizes the different types of heat sources used by Township residents. More than 96 percent of all units are heated by gas, oil, or electric heating systems. The lack of heating fuel is also considered a housing deficiency.

Based upon this analysis, 23 units lack plumbing or kitchen facilities and 49 units lack fuel-heating systems for a total of 72 incidences of documented housing deficiency. The likelihood of these deficiencies occurring simultaneously in a single unit makes the probable number of deficient units fewer than the Township's COAH obligation of 69 indigenous units (See Page 29, below) requiring housing rehabilitation.

Table 3 - Housing Conditions for Year-Round Units Pennsville Township, Salem County		
Item	No (lacking)	% Lacking
Plumbing Facilities	10	0.19%
Telephone	33	0.62%
Complete Kitchen	13	0.24%
Total	56	
Census 2000		

Table 4 - Types of Heating Fuel		
Pennsville Township, Salem County		
Types of Heating Fuel Used	Number of Units	% of Total Units
Utility gas	2,164	40.54%
Bottled, tank or LP gas	105	1.97%
Electricity	795	14.89%
Fuel oil, kerosene, etc.	2,191	41.05%
Coal or coke		0.00%
Wood	6	0.11%
Solar energy	9	0.17%
Other fuel	19	0.36%
No fuel used	49	0.92%
Total Reported	5,338	100.00%
Census 2000 Summary File 1 (SF1)		

Housing Units Affordable to Low and Moderate Income Households

The Census 2000 housing purchase and rental values were reviewed to evaluate the availability of affordable housing. The New Jersey Council on Affordable Housing (COAH) has established guidelines that define "low" and "moderate" income housing. A low-income household earns up to 50 percent of the median eligible household, a moderate-income household can earn more than 50 but less than 80 percent median income. Furthermore, COAH has designated that 28 percent of gross monthly income is an appropriate housing allowance (not including utilities) for owner-occupied housing and 30 percent for rent. Per the 2000 Census, the median household income in 1999 was \$47,250 (see Table 13, below).

COAH also has adopted Income Limit standards by region for 2002. The standards for Salem County are as follows:

Table 5 COAH 2002 Regional Income Limits										
Persons:	1	1.5*	2	3*	4	4.5*	5	6	7	8
Median Income	\$36,927	\$39,565	\$42,202	\$47,478	\$52,753	\$54,863	\$56,973	\$61,193	\$65,414	\$69,634
Moderate Income	\$29,542	\$31,652	\$33,762	\$37,982	\$42,202	\$43,890	\$45,578	\$48,954	\$52,331	\$55,707
Low Income	\$18,464	\$19,783	\$21,101	\$23,739	\$26,377	\$27,432	\$28,487	\$30,597	\$32,707	\$34,817
*These columns are for calculating the pricing for one, two, and three bedroom sale and rental units as per NJAC 5:93-7.4										
Source: COAH 2002 Regional Income Limits, Adopted April 3, 2002										

Housing Unit Purchase Value:

Table 6 indicates that the housing unit purchase values throughout the Township are distributed in a bell curve pattern with 86 percent of the units falling between \$50,000 and \$149,999. The median value is \$103,700, which is up from \$88,100 in 1990 (Source: 1990 Census Table 1).

To determine the number of units affordable to low and moderate-income households for owner-occupied housing, an interest rate of 7 percent for a 30-year mortgage was applied to the regional income limits shown in Table 5, above. Affordability for a 4 person low-income household would be 28 percent of \$26,377, or $7,38.66 = \$614.46$ per month and for moderate income, it would be 28 percent of \$42,202, or $11,818 = \$984.71$. A 4 person low-income household could thus afford a \$62,802 house and a moderate-income family could afford a \$101,158 house.

Based on the 2000 Census table of housing values shown below, 91 units of housing are available for owner-occupancy to low-income families at a value of less than \$60,000. 1,717 or 46 percent are valued at less than \$100,000 and are thus available to moderate-income 4-person households.

Table 6 - Housing Unit Purchase Value		
Owner-occupied Housing Units		
Pennsville Township, Salem County		
Value	Number of Units	% Units
< \$50,000	44	1.19%
\$50,000 to \$99,999	1673	45.23%
\$100,000 to \$149,999	1509	40.79%
\$150,000 to \$199,999	349	9.43%
\$200,000 to \$299,999	117	3.16%
\$300,000 to \$499,999	0	0.00%
\$500,000 to \$999,999	7	0.19%
\$1,000,000 or more	0	0.00%
Total	3,699	100.00%
Median Value of Housing Units - \$103,700		
Source: Census 2000 Summary File 1 (SF1)		

For rental properties, COAH recommends 30 percent of income be used as the housing allowance. For a 4-person family, rent available for a low-income family is \$659.42 per month. Per table 7, below, there are 291 units, (22 percent) at a rent of less than \$500 and another 615 between \$500 and \$749, bringing the percentage up to 70% at less than \$750 per month; moderate-income families have available \$1,055.05 per month for rent and all but 7 units in Pennsville (99 percent) rent for \$1,000 or less.

Table 7 - Rental Housing Rates			
Renter-occupied Units			
Pennsville Township, Salem County			
Value	Number of Units	% Units	Cumulative %
< \$200	64	4.94%	4.94%
\$200 to \$299	43	3.32%	8.26%
\$300 to \$499	184	14.21%	22.47%
\$500 to \$749	615	47.49%	69.96%
\$750 to \$999	303	23.40%	93.36%
\$1,000 to \$1,499	13	1.00%	94.36%
\$1,500 or more	7	0.54%	94.90%
No cash rent	66	5.10%	100.00%
Total	1295	100.00%	N/A
Median Gross Rent - \$640			
Source: Census 2000 Summary File 1 (SF1) 100% data			

Occupancy Characteristics and Type

Nearly 95 percent of all units in Pennsville are occupied, leaving a vacancy rate of 5.4 percent. Of those occupied units, 71 percent are owner-occupied and the remaining 23 percent are renter-occupied. Table 7 below provides a complete analysis of Pennsville's housing stock occupancy status.

Table 7 - Tenure			
Pennsville Township, Salem County			
Tenure	Number of Units	% of All Units	% of Occupied Units
Owner - Occupied	4,010	71.31%	75.42%
Renter - Occupied	1307	23.24%	24.58%
Total Occupied Units	5,317	94.56%	100.00%
Vacant Units	306	5.44%	N/A
Total Units	5,623	100.00%	N/A
Source: 2000 US Census Summary File 1 (SF1) 100% data			

Projection of Housing Stock

Derived from Table 8, the average number of permits per year since 1990 is 23.1, with net new single units (new permits minus demolitions) averaging 19.5 per year. Assuming past trends continue, it can be estimated that an average of 19.5 units per year will be added to the housing stock during the next five year period, resulting in an additional 97 units of housing. Consistent with a stable, if slightly declining population, this figure represent only .2 percent projected growth in the total number of households over the next five years.

Table 8A - Building Permit Summary 1990 - 1997					
Pennsville Township, Salem County					
Year	Residential Building Permits Authorized			Demolitions	Net Permits (minus Demolitions)
	Single	Multi	Total		
1990	16	0	16	N/A	N/A
1991	7	0	7	N/A	N/A
1992	14	0	14	N/A	N/A
1993	16	0	16	N/A	N/A
1994	14	0	14	N/A	N/A
1995	21	0	21	2	19
1996	10	0	10	0	10
1997	58	44	102	5	97
1998	16	0	16	0	16
1999	22	0	22	7	15
2000	19	0	19	11	8
2001	21	0	21	7	14
Total	234	44	278	32	246
Average	19.5		23.17	4	30.75
Source: Prepared by NJ Department of Labor from US Census data and the NJ Department of Community Affairs Construction Reporter					

Table 8B provides a twenty-year summary of permitted units by housing type.

Table 8B - Residential Housing Units Authorized by Building Permits Pennsville Township, Salem County					
Year	Total	Single-Family Units	Two Family Units	3-or-4 Family Units	5-or-More Family Units
1980	11	11	0	0	0
1981	4	4	0	0	0
1982	8	8	0	0	0
1983	17	17	0	0	0
1984	124	24	0	0	100
1985	18	18	0	0	0
1986	33	33	0	0	0
1987	29	29	0	0	0
1988	27	27	0	0	0
1989	28	24	4	0	0
1990	16	16	0	0	0
1991	7	7	0	0	0
1992	14	14	0	0	0
1993	16	16	0	0	0
1994	14	14	0	0	0
1995	21	21	0	0	0
1996	10	10	0	0	0
1997	58	14	0	0	44
1998	16	16	0	0	0
1999	22	22	0	0	0
2000	19	19	0	0	0
2001	21	21	0	0	0
2002 to	13	13	0	0	0
Total	546	398	4	0	144
Source: Prepared by NJ Department of Labor from US Census data					

*Analysis of Demographic Characteristics***Population**

As illustrated in Table 9, the Township's population grew most dramatically in the early half of the century and nearly doubled between 1950 and 1970, tapering off after that point and showing a slight decline. However, during that same period of decline Pennsville's population, as a percentage of the County's population, has remained fairly consistent since 1970 ranging from 20-23 percent of the County's total population.

Due in part to reduced employment opportunities, particularly in the manufacturing sector, Salem County is trending toward redistribution of population from the western to the central and eastern areas. The leading population-growth municipalities in Salem County over the past two decades were Pilesgrove, Pittsgrove and Upper Pittsgrove. Pittsgrove Township, located at the eastern end of the County, is the fastest growing municipality. Pittsgrove's development pressures are related to growth along NJ Route 55, which provides access to the more developed and populated labor areas in Vineland-Millville, Camden and Philadelphia. Pilesgrove has become a prime target for growth from Gloucester County with both US 40 and NJ 45 traversing the center of the Township. Upper Pittsgrove also is located near US 40 and NJ 55. The population increase in these three municipalities has occurred despite the lack of public sewer or water infrastructure.

The recent population increase in the eastern, rural portions of the County is at odds with Salem County and NJ State Plans to maintain the rural character of the County. Since 1996, Salem County and municipal leadership have participated in economic development conferences and collaborated with business groups and people interested in the future of the County. The consensus of these efforts is that future growth should be directed to the western end of the County, where infrastructure and major roadways already exist and will be best utilized. Furthermore, growth in the eastern and central portions of the County should be contained to protect the traditional agrarian economy of that area. For these reasons Salem County is now preparing a plan to designate a western economic growth and development corridor, while facilitating development in a manner that encourages and preserves the character and history of the County.

Population projections in Pennsville Township should consider past trends in light of current development plans and visions for growth management within the County.

**Table 9 - Population Growth
Pennsville Township, Salem County**

Year	Pennsville Township	Absolute Increase	Percent Change	Salem County	Percent Change	Town Pop Relative to County Pop
1930	2,933	—	—	35,465	—	8.27%
1940	5,113	2180	74.33%	40,700	14.76%	12.56%
1950	7,376	2263	44.26%	47,658	17.10%	15.48%
1960	10,417	3041	41.23%	56,508	18.57%	18.43%
1970	13,296	2879	27.64%	58,095	2.81%	22.89%
1980	13,848	552	4.15%	62,250	7.15%	22.25%
1990	13,794	-54	-0.39%	65,294	4.89%	21.13%
2000	13,194	-600	-4.35%	64,285	-1.55%	20.52%

Source: US Census 1990 (STF3 & STF1) & 2000 (SF1)

Age Groups

The age distribution characteristics of Pennsville is shown below in Table 10 and indicates that the largest age group in the Township is persons 25-44 years of age, comprising 28 percent of the population. More than 59 percent of the population is of employment age (20-64 years) while nearly 16 percent is of retirement age (65 and over.) The township has seen an overall population decrease of 4.35 percent during the past decade. However, there has been a substantial loss – nearly 20% of 20 to 24 year olds and a substantial increase, 12.7 percent of retirement-aged people.

**Table 10 - Age Distribution of Population
Pennsville Township, Salem County**

Age Group	2000	% of pop.	1999	% change
4 years and under	758	5.75%	789	-3.93%
5 years to 19	2596	19.68%	2899	-10.45%
20 years to 24	728	5.52%	907	-19.74%
25 years to 44	3718	28.18%	4166	-10.75%
45 years to 54	1917	14.53%	1799	6.56%
55 years to 64	1430	10.84%	1418	0.85%
65 years and over	2047	15.51%	1816	12.72%
Total	13,194	100.00%	13,794	-4.35%

Source: 2000 US Census SF1 - Table DP-1, 1990 Census, Summary Tape File 1

Persons Per Household

According to Table 11, the total number of households in Pennsville increased a quarter of a percent between 1990 and 2000 while both the Township's overall population and average household size declined approximately 4.5 percent a piece during that period. Comparing this information with that shown on Table 10, above, it is clear that the decline in household size stems from an exodus of young adults. The County has seen a similar change with 2 percent more households during the last decade by 1.5 percent less people.

Table 11 - Household Size 1990 and 2000						
Pennsville Township, Salem County						
	Pennsville 1990	Pennsville 2000	Pennsville's Percent Change	Salem County 1990	Salem County 2000	Salem's Percent Change
Total Population	13,794	13,194	-4.35%	65,294	64,285	-1.55%
Total Households	5,304	5,317	0.25%	23,794	24,295	2.11%
Person per Household	2.60	2.48	-4.58%	2.74	2.65	-3.58%
A household includes a single family, one person living alone or other related or unrelated persons who share living arrangements.						
Source: 1990 US Census STF3 & 2000 US Census SF1						

Household Income

Table 12 indicates that the Township's percentages of higher ranges of income are slightly better than those of the County as a whole, but somewhat less than the State as a whole. Overall, the standard of living, as indicated by the median household incomes, is almost 15 percent higher in Pennsville (\$38,025) than is the County median (\$33,155.) While 31 percent of Pennsville households earn below \$25,000, 37.5 percent of Salem County fall below this line. Similarly, 32 percent of households earn over \$50,000 within the Township as compared to 25.6 percent for the entire County.

Table 12 - Household Income 1999						
Pennsville Township vs. Salem County and New Jersey						
Income	Pennsville		Salem County		New Jersey	
	Households	Percent	Households	Percent	Households	Percent
< \$10,000	262	4.82%	1,867	7.68%	213,939	7.94%
\$10,000 to \$14,999	332	6.11%	1,404	5.77%	143,783	5.33%
\$15,000 to \$24,999	533	9.81%	2,887	11.87%	288,606	10.71%
\$25,000 to \$34,999	659	12.12%	2,876	11.83%	305,499	11.33%
\$35,000 to \$49,000	1059	19.48%	4,093	16.83%	437,373	16.22%
\$50,000 to \$74,999	1293	23.79%	5,399	22.20%	608,244	22.56%
\$75,000 to \$99,999	785	14.44%	3,196	13.14%	43,928	1.63%
\$100,000 to \$149,999	439	8.08%	2,060	8.47%	391,123	14.51%
> \$150,000	74	1.36%	534	2.20%	263,329	9.77%
Total	5,436	100.00%	24,316	100.00%	2,695,824	100.00%
Median Household Income	\$47,250		\$45,573		\$55,146	
Source: Census 2000 SF1						

Percent of Income Spent on Housing

The table below depicts various percentages of owner-occupied housing units in relation to the percentage of household income spent for those units. The 2000 census shows that 52 percent of homeowners in Pennsville spent 20 percent or less of their household income to meet housing costs (65% in 1990). In contrast, 14 percent spent more than 35 percent of their income for shelter costs. Tables 13 and 14 both show an inverse relationship between income and the percentage of income spent on shelter costs: households with higher incomes tend to spend smaller percentages of their incomes on housing, and households with lower incomes tend to spend a higher percentage of their incomes on housing.

Table 13 - Percent of Income Spent on Housing							
Owner Occupied Households							
Pennsville Township, Salem County							
Percent of Income for Housing	Percent of Units	<\$10,000	\$10,000 to \$19,999	\$20,000 to \$34,999	\$35,000 to \$49,999	\$50,000 to \$74,999	\$75,000 or more
< 20	52.77%	0	0	215	301	561	875
20 - 24.9	13.35%	0	11	75	85	178	145
25 - 29.9	10.62%	0	29	41	89	181	53
30 - 34.9	8.08%	6	45	66	106	68	8
35 or more	14.25%	62	149	109	119	81	7
Not computed	0.92%	34	0	0	0	0	0
Total Owner Occupied Units	100.00%	102	234	506	700	1069	1088
Source: Census 2000 Summary File 3, Matrix H97							

Table 14 - Percent of Income Spent on Housing						
Renter Occupied Households						
Pennsville Township, Salem County						
Percent of Income for Housing	Percent Of Units	<\$10,000	\$10,000 to \$19,999	\$20,000 to \$34,999	\$35,000 or more	Total
0 - 19	33.44%	0	36	67	330	433
20 - 24	12.43%	9	18	46	88	161
25 - 29	6.72%	0	10	62	15	87
30 - 34	7.57%	0	33	50	15	98
35 or more	33.82%	126	244	63	5	438
Not computed	6.02%	12	28	26	12	78
Total Renter Occupied Units	100.00%	147	369	314	465	1295

Poverty Status

Table 15 confirms for both Pennsville Township and Salem County the familiar national statistic that female-headed households have a significantly higher percentage of households below the poverty level than either two-adult households or male-headed households. In addition, there is a higher incidence of poverty in the County as a whole than in Pennsville Township.

Table 15 - Poverty Status				
Pennsville Township, Salem County				
1999 Poverty Status	Pennsville Absolute Number	Pennsville Percent	Salem County Absolute Number	Salem County Percent
<i>1999 Poverty Status of Persons, by Age</i>				
Under Age 5	28	4.29%	611	10.22%
5 years	0	0.00%	86	1.44%
6 to 11 years	84	12.86%	852	14.25%
12 to 17 years	39	5.97%	645	10.79%
18 to 64 years	396	60.64%	3,208	53.65%
65 to 74 years	37	5.67%	329	5.50%
75 years and over	69	10.57%	249	4.16%
Total	653	100.00%	5,980	100.00%
<i>Under 65 Year Olds with income below poverty line</i>				
In married couple	140	25.59%	1,165	21.57%
In male family: No wife present	27	4.94%	371	6.87%
In female family: No husband present	247	45.16%	2,685	49.70%
Unrelated individuals*	133	24.31%	1,181	21.86%
Total	547	100.00%	5,402	100.00%
<i>65 Years & over with income below poverty line</i>				
In married couple	16	15.09%	144	24.91%
In male family: No wife present	0	0.00%	9	1.56%
In female family: No husband present	0	0.00%	77	13.32%
Unrelated individuals*	90	84.91%	348	60.21%
Total	106	100.00%	578	100.00%
*includes unrelated individuals in family households, living alone, or in group quarters.				
Source: Census 2000 Summary File 3				

Analysis of Employment Characteristics

Once a thriving "company town" for DuPont, Pennsville is seen an economic decline in the last half of the twentieth century. Starting in the 1960's, the U.S. manufacturing industry declined and DuPont and other manufacturing companies in Salem County followed suit. During the past 30 years, global competition and environmental regulations required that DuPont relocate many of the site's business lines, cease operations of some altogether, and otherwise downsize its operation at the Chambers Works facility.

More than 4,000 people were employed in moderate to high paying jobs at Chambers Works in the mid-80's; now there are approximately 1,200. Some of the former employees have been unable to find suitable alternative employment in the area and the stagnation of employment opportunities has contributed to a loss of population and inability to increase the population. Simultaneously, Delaware Generating was forced to eliminate many of its employment opportunities when it became Conectiv. More recently, the closure of the Bristol-Myers pharmaceutical research facility on the DuPont Chambers Works site further reduced employment opportunities.

Table 16 provides covered employment data for Pennsville as recorded by the NJ Department of Labor and reveals employment trends for the period 1993-1999. According to this data, the last decade has seen a roller-coaster effect in employment in Pennsville, with much lower peaks than high peaks. The overall affect for the Township has been a staggered decline of 20 percent in covered employment since 1993. During the same decade from 1990-2000, the population of Pennsville decreased from 13,794 to 13,194, or -1.55 percent which contributes slightly to the decline in employees.

Table 16 - Covered Employment Data		
Pennsville Township, Salem County		
Year	Number of Employees (Month of July of each year)	Percent Change
1993	5217	—
1994	4623	-11.39%
1995	4776	3.31%
1996	4568	-4.36%
1997	4636	1.49%
1998	4081	-11.97%
1999	4151	1.72%
Source: NJ Department of Labor		

Table 17 (next page) gives a detailed look at the types of occupations held by Pennsville residents, the location of employment for residents, and the amount of travel time residents spend commuting to work. It is interesting to note the relative stability of all occupation types and industries. The most commonly held types of occupation for

Pennsville residents are office jobs: managerial/professional and technical/administrative. The least common occupation is in Farming, Forestry, & Fishing (0.7 percent.) These trends extend beyond Pennsville as they are also mirrored in statistics for Salem County as well.

Table 17 - Employment Characteristics				
Pennsville Township, Salem County				
	Pennsville Township		Salem County	
Occupation	Number	Percent	Number	Percent
Managerial and Professional	1843	28.30%	8,331	28.38%
Technical, Sales and Administrative Support	1,794	27.54%	7,275	24.78%
Service Occupations	936	14.37%	4,398	14.98%
Farming, Forestry and Fishing	23	0.35%	223	0.76%
Construction, extraction, and maintenance	754	11.58%	3,348	11.40%
Production, transportation, and material moving	1163	17.86%	5,785	19.70%
Total	6,513	100.00%	29,360	100.00%
Place of Work				
In County	3,419	52.50%	14,248	49.56%
Outside of County	1108	17.01%	9,391	32.67%
Outside of State	1854	28.47%	5,109	17.77%
Total	6,513	N/A	28,748	N/A
Travel Time				
< 10 minutes	1119	17.54%	4,689	16.31%
10 to 14 minutes	1001	15.69%	4,004	13.93%
15 to 19 minutes	1043	16.35%	4,203	14.62%
20 to 24 minutes	777	12.18%	4,082	14.20%
25 to 29 minutes	547	8.57%	2,115	7.36%
30 to 34 minutes	749	11.74%	3,279	11.41%
35 to 44 minutes	319	5.00%	1,832	6.37%
45 to 59 minutes	472	7.40%	1,992	6.93%
60 to 89 minutes	155	2.43%	1,230	4.28%
90 or more minutes	134	2.10%	682	2.37%
Work at home	65	1.02%	640	2.23%
Total	6,381	100.00%	28,748	100.00%

Fair Share Analysis**Determination of Need**

The New Jersey Council on Affordable Housing (COAH) issued its 1993-1999 Low and Moderate Income Housing Need Estimates on October 11, 1993. These estimates are being used by COAH as the basis for computing each municipality's current affordable housing obligation.

The estimate for the Township of Pennsville is calculated by COAH as follows:

Indigenous Need 75		Reallocated Present Need 27		Present Need (1993) 102
	+		=	
Present Need 102		Prospective Need 160		Total Need (1993-1999) 262
	+		=	
Total Need 262		Prior-Cycle Need 54		Demolitions 14
	+		+	
Filtering 21		Residential Conversions 6		Spontaneous Rehabilitation 6
	—		—	
		Pre-credited Need 297		
	=			

COAH classifies each municipality's affordable housing obligation into two components: rehabilitation and inclusionary. Thus, Pennsville's calculated need of 297 dwelling units would be divided into a 69-unit rehabilitation component (75 units indigenous need less 6 units spontaneous rehabilitation) and a 228 unit inclusionary component.

COAH'S 1993-1999 CALCULATED FAIR SHARE OBLIGATION

NEW CONSTRUCTION	228
REHABILITATION	+ 69
TOTAL	297

Credits, Reduction and Rentals

1. Rehabilitation Credits: The Fair Housing Act specifies certain grounds upon which a municipality may apply for credits to reduce present and prospective municipal needs. Specifically, COAH will grant municipalities "credits" against the calculated need for any affordable housing units rehabilitated since April 1, 1990. During the period from April 1, 1990 to the present, a total of 108 units of low or moderate income housing were

rehabilitated in the Township, consistent with the eligibility criteria established under N.J.A.C. 5:92-1.3.

Alternatives

Having determined its fair share, Pennsville should now create a plan to describe how its remaining fair share obligation will be achieved. COAH has a variety of options, which are described in N.J.A.C. 5:9305.2 – 6, and are summarized below²:

- Rehabilitation of Substandard Units – The rehabilitation component of the township's obligation may be met through either rehabilitation of existing units or new construction. If rehabilitation is chosen, the township must demonstrate that the program has adequate funding and an experienced entity to administer and market the program.
- Zoning for inclusionary Development – The township can rezone so long as the site is available suitable, developable and approvable as defined in the statute. Briefly, the land must have clear title, be adjacent to compatible land uses and with necessary infrastructure, and in line with current regulations with all agencies with jurisdiction over the site and consistent with the State Development and Redevelopment plan.
- Municipally sponsored new construction and gut rehabilitation – A municipal construction program must meet four criteria:
 - Site control, including being “available suitable, developable and approvable” as discussed above
 - An administrative entity must be named to monitor construction, income qualify applicant and administer occupied units.
 - The municipality must secure adequate funding
 - A timetable must be submitted to COAH for each step in the construction process
- Alternative, innovative approaches, including:
 - Alternative living arrangements, such as transitional housing for the homeless, group homes and congregate housing, residential health care facilities
 - Accessory apartments – created through the conversion of an existing home or an adjacent, existing structure.
 - Illegal accessory apartments may be eligible if they meet the criteria in N.J.A.C. 5:92-5.9(a) and (e).
 - Municipal purchase of existing housing, similar to gut rehab, above.
 - Write-down/buy-down program

² Source: The 1990 COAH Handbook

- Elder cottage housing opportunities may be used for up to 10 units of the township's obligation
 - Age-restricted units may be used to address up to 25 percent of the township's obligation and receive rental bonuses of one third for up to 50 percent of the rental obligation
- Regional Contribution Agreement – a municipality may transfer up to 50 percent of its obligation to another municipality
- Assisted Living Facilities where residents qualify as moderate or low income.
- COAH requires that twenty five percent of the housing obligation be satisfied by rental housing.