

*Reexamination Report*  
*of the*  
MASTER PLAN



*West Mill Street, Pedricktown*

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PLANNING BOARD

TOWNSHIP OF OLDMANS

SALEM COUNTY, NEW JERSEY

FEBRUARY 20, 2024

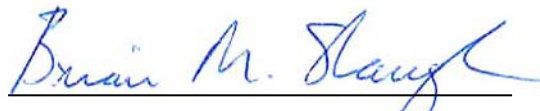
# *Reexamination of the Master Plan*

Township of Oldmans  
Salem County, New Jersey

Adopted by Resolution of the Planning Board  
Pursuant to *N.J.S.A. 40:55D-89*

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# Reexamination of the Master Plan

## INTRODUCTION TO THE REEXAMINATION REPORT

The Reexamination Report focuses on the planning activities of the current Master Plan and previous reexamination reports in accordance with the governing statute<sup>1</sup>. A reexamination report analyses the Master Plan's policies and determines the degree to which those policies have been affected by subsequent events. These events can encompass a wide variety of effects from economic changes in conditions, changes in the demographic characteristics of the population, climatic changes and effects, adoption of different policies at higher levels of government, new direction at the local level and similar factors.

The Township Oldmans adopted a comprehensive master plan in January 1990 to plan its long-range development. In 2009, Oldmans adopted a planning document that reestablished its goals and objectives and contained an updated land use plan element. These goals and objectives were reviewed in a reexamination report that was analyzed and prepared by a subcommittee to the full Planning Board in 2017 but only adopted by the Planning Board in November 2022.

The Township originally adopted a Housing Element and Fair Share Plan (HEFSP) in 2008 and subsequently adopted a new Plan in 2021 to address the NJ Supreme Court's decision<sup>2</sup> concerning the Third Round of Affordable Housing. The Third Round's implementation was taken over by the judicial system after failures by the executive and legislative branches of state government in 2015. This process saw the granting to Fair Share Housing Center (FSHC), a non-profit affordable housing advocate intervenor, as an interested party in any affordable housing matter before the court. Consequently, Third Round HESFP's have only been approved with the consent of FSHC in settlement agreements. Finalization of the Township's settlement agreement is imminent and approval of the 2021 Housing Element and Fair Share Plan by the court is expected shortly thereafter.

Additional previous planning efforts in Oldmans Township include an Environmental Resource Inventory prepared in 2011, a Utility Service Element and Recycling Element prepared in 2012, and a Farmland Preservation Plan Element prepared in 2023.

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<sup>1</sup> - N.J.S.A. 40:55D-89. The statute requires the reexamination report at least every 10 years.

<sup>2</sup> - In re Adoption of N.J.A.C. 5:96 & 5:97, 221 N.J. 1 (2015), commonly called Mount Laurel IV.

## CONTENTS OF THE REEXAMINATION REPORT

The Reexamination Report is a review of the adopted Master Plan, its amendments, and their associated development regulations which often serves as a catalyst for changes in the Master Plan and zoning ordinance. The Master Plan provides guidance for public and private purposes by embodying a vision of Oldmans' future land use and certain programmatic activities of government. Whether implicit or explicit, the Master Plan incorporates a concept of the future which is revised over time in anticipation of, or in response to, changing circumstances – whether by economic events, the creation of new land uses, development pressure, new political leadership or changing social trends.

The Reexamination Report provides the analysis necessary to determine if new policies and objectives are necessary for the Master Plan and in what specific areas. The Reexamination Report analyzes whether certain provisions of the zoning ordinance are outdated or need to be expanded to address new issues and problems that have been identified. Lastly, a relatively new change to the components of a Reexamination Report requires a recommendation from the Planning Board regarding locations for public electric vehicle charging stations. In total, the Reexamination Report has the following sections, each of which will be dealt with in turn in this document:

- 1) The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report;
- 2) The extent to which such problems and objectives have been reduced or have increased subsequent to such date;
- 3) 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;
- 4) 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; and
- 5) The recommendations of the Planning Board concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law 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.
- 6) The recommendations of the Planning Board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the

local development regulations necessary or appropriate for the development of public electric vehicle infrastructure.

This document will be primarily focused on the changed circumstances affecting Oldmans since the 2017 Master Plan Reexamination Report. As will be discussed later in this report, new state statutes have been enacted since 2017 that have created mandates affecting land use directly and require municipalities to address climate change and the transition from reliance on fossil fuel as an energy source. State administrative rules, either stemming from existing statutes or new legislation have also been adopted that have extensive effects on the development of land, most notably the adoption of new regulations for the control of stormwater and the recharge of groundwater following rainfall events, consideration of resiliency measures to proactively protect life and property, and provisions for electric vehicle charging.

### EXISTING MASTER PLAN GOALS & OBJECTIVES

The following goals and objectives for the Township of Oldmans were adopted by the Township Planning Board in 2009 and were found to be still relevant to the municipality in the 2017 Master Plan Reexamination:

- 1) *To maintain the existing quality of life in Oldmans Township by encouraging a continuation of the neighborhood pattern of development, by providing guidelines for the conservation of natural resources and open space, and by providing housing types to meet the needs of residents.*

Objectives related to this goal included implementing clustered housing to support a neighborhood environment; adopting a Historic Preservation Element of the Master Plan; preserving open space and farmland; implementing sewer and water infrastructure in the appropriate areas of the Township; promoting the redevelopment of brownfields; and allowing cell phone towers to be built in specific locations of Oldmans.

- 2) *To promote sustainable or “green” design and development in order to achieve a more environmentally and socially responsible, healthy and prosperous environment that improves the quality of life for Oldmans Township residents.*

Objectives included adopting a Green Building and Environmental Sustainability Element of the Master Plan; revising the land use ordinance to promote sustainable design; and encouraging the implementation of renewable energy facilities and development projects with LEED certification.

- 3) *To protect the environmental quality of the Township’s natural resources in order to preserve the balance of its ecological systems and safeguard the future health and welfare of its residents.*

Objectives attached to this goal are preparing an Environmental Resource Inventory and Farmland/Open Space Element of the Master Plan; establishing a wellhead and aquifer recharge protection program; and encouraging the protection of wetlands.

- 4) *To provide for a continuing assessment of the Township's needs and responsibilities within a local and regional planning context.*

The objectives for this goal relates to retaining the Township's *Suburban Area Planning* designation in the central portion of Oldmans and also implementing the Township's affordable housing obligations.

- 5) *To continue to promote commercial development in the appropriate areas of the Township, while providing standards to encourage greater design flexibility for commercial sites.*

The Township aimed to encourage industrial park development along Interstate 295 and to encourage residential and commercial development in the VR and VC zoning districts compatible with the existing vernacular architectural.

- 6) *To promote transportation infrastructure in accordance with the principles of smart growth in order to provide the Township's residents with a more efficient, multi-modal transportation system that meets their needs.*

Objectives included adopting a circulation element of the Master Plan, developing public transportation facilities to lessen the dependence on automobiles, and establishing a continuous network of safer transportation routes for pedestrians and bicyclists.

#### **CHANGE IN THE STATUS OF THE MAJOR PROBLEMS AND POLICIES OF PREVIOUS PLANS**

The current planning efforts to date in Oldmans Township have identified several key problems and objectives pertaining to land development. A summary of these issues and the extent to which they have been addressed is provided below:

##### LAND USE

##### ***Industrial Park Development***

During the 2000s, one of the key land use policies in Oldmans was to encourage industrial park development. Perhaps the strongest evidence of this goal was the adoption of a redevelopment plan for the Salem County Industrial Park (now known as the Gateway Business Park) in November 2000 and the later expansion of this redevelopment area in 2006 and 2016 to its present size of 415 acres. Additional land on the zoning map has also been earmarked for industrial development on the southeast side of Interstate 295 (including the former Oldmans Township Airport Authority Airport) and along Route 130 reaching northward to the middle of Oldmans (including the Camp Pedricktown Army Base, which is partially within the IPRA district).

However, in recent years, public sentiment and political consensus in Oldmans has moved away from this emphasis on industrial development, recognizing the lack of public infrastructure for this to occur, its expense, the significant environmental impact from the build out of industrially zoned land, and the effects on the Township's existing quality of life from an already high level of heavy truck traffic. Unlike the individual industrial development that has occurred in Oldmans in the past along Route 130, the development of the Gateway



Business Park has been entirely for warehouse/distribution purposes, which was not its original intent of providing job opportunities for a wide variety of skill levels and at a greater employment level per given floor area.

One of the keys to understanding the rethinking of land use in Oldmans came from the realization of the effects of a change in State policy. In 2007 New Jersey revised the Water Quality Management Planning Rule (N.J.A.C. 7:15) in an effort to protect groundwater and surface water resources from pollution and to better align the sewer service area with the State Plan of New Jersey<sup>3</sup>. In Oldmans, this limited the possibility to expand the sewer service area beyond those areas targeted for “Suburban Development” (known in the State Plan as *Planning Area 2*).

The 2007 rules expanded the authority of NJDEP, requiring regular updates to wastewater management plans and mandating new groundwater protection measures. However, for a small and rural municipality such as Oldmans, the effect of these rules have made it challenging to receive the necessary environmental permits and to finance the construction of additional wastewater treatment facilities by either a municipal or regional governmental entity, or through private development interests.

As mentioned, part of the rethinking of the desirability of warehousing and distribution in Oldmans is also due to the impact of truck traffic on the local circulation network. Many trucks currently use the County road system as cut-throughs to nearby warehouse facilities; in particular, the warehouses located in nearby Logan Township and increasingly in Carney’s Point. However, because the local roads in Oldmans were not designed to accommodate these types of vehicles, the effect of speeding and wide-radius turns necessary by tractor trailer drivers at narrow intersections have made the local roads feel less safe in the eyes of many residents. Since the jurisdiction of this road system is not at the municipal level, there is limited ability to ensure that engineering standards appropriate to such traffic are applied and enforced. Furthermore, since Oldmans as a rural municipality has relied upon the NJ State Police to provide public safety and enforcement services, there is an institutional limit to the ability to make changes in policing activity. If the municipality desired a greater level of speed control, or enforcing mandates for truck drivers to follow designated routes, it would likely require the municipality to establish a local police force at great cost.

### ***Oldmans Township Airport / Spitfire Aerodrome***

In April 2023, the Oldmans Township Airport was acquired by Knight Owl Holdings, a real estate developer that previously bought nearly 600 acres of land adjacent to this site. The airport, which formerly was known as Spitfire Aerodrome, is located on the south side of I-295 just east of the interchange with Straughns Mill Road. One of the objectives of the Oldmans’ prior planning efforts was to establish an Airport Hazard Area on the Township’s zoning map. However, with the airport now acquired and its closure complete, this objective is no longer relevant.

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<sup>3</sup> - Water Quality Management Planning Rule N.J.A.C. 7:15 Fact Sheet, [https://www.nj.gov/dep/rules/proposals/052107a\\_fs.pdf](https://www.nj.gov/dep/rules/proposals/052107a_fs.pdf), accessed November 15, 2023

The future use and redevelopment of the airport site should be further studied. For example, the Township could consider revising its land use policies to target this site for industrial manufacturing and assembly purposes and relegate warehousing as an accessory use to these principal uses. These operations typically place less strain on the local transportation networks in contrast to warehouse/distribution operations, which have a high volume of inbound and outbound shipments. Assembly and fabrication operations also require skilled labor and typically produce higher-paying positions which can help to diversify job opportunities for local residents.

#### FARMLAND PRESERVATION

On February 21, 2023, Oldmans Township adopted a Farmland Preservation Plan Element of the Master Plan to ensure the preservation and growth of agriculture for the future of the community. Over fifty percent of the total land area in the Township is classified as agricultural land. Agricultural production has a long-standing history in Oldmans as well as Salem County and continues to be a significant part of the Township's economy. Fragmentation of agricultural land by infill development has deleterious effects on the continuation of farming. It increases inefficiencies in agricultural production, often increases complaints from non-farmers about common practices, and creates conflicts between road use for farm equipment and commercial users.

In conjunction with this Master Plan Reexamination Report, the Township is preparing a comprehensive update to the 2023 Farmland Preservation Plan intended to meet the State Agriculture Development Committee's (SADC) criteria for the municipal Planning Incentive Grant (PIG) program. A key goal of these current planning efforts is to maintain an appropriate balance between the retention of agriculture as a viable economic sector and industrial development.

#### AFFORDABLE HOUSING

On October 18, 2021, Oldmans Township adopted a Housing Element and Fair Share Plan which addresses its constitutional obligation to provide for affordable housing under the mandate of the Mount Laurel Doctrine established by the New Jersey Supreme Court beginning in 1975 and codified by the state legislature in the New Jersey Fair Housing Act of 1985. As detailed in this report, the Township's current affordable housing obligations are as follows:

- Rehabilitation Share of 0 units;
- Prior Round obligation of 183 units adjusted downward to 125 units; and
- A Third Round obligation encompassing both the Gap Present Need and Prospective Need of 120 units.

Oldmans had previously participated in a rehabilitation program funded by a Small Cities grant, though it does not have an obligation now. As noted in the introduction, the Township has reached agreement with the designated intervenor in municipal affordable housing matters and has or will shortly file a consent order in Superior Court seeking its approval of the housing plan.

## CIRCULATION

One of the goals from Oldman’s prior planning efforts was to “promote transportation infrastructure in accordance with the principles of smart growth in order to provide the Township’s residents with a more efficient, multi-modal transportation system that meets their needs.” The language of this goal, however, does not reflect the on-the-ground realities of a small and rural community such as Oldmans, where there is a low concentration of transit use and transportation is almost entirely by private automobile.

Currently, public transit in the Township includes a bus line located along Route 130. NJ Transit’s paratransit program called *Access Link* is also available for commuters with disabilities, but with pickup and drop-off locations limited to within  $\frac{3}{4}$  mile of regular bus routes. However, transit is not available either to or from Pedricktown, the village center of Oldmans, or the hamlet of Auburn where the population is concentrated in the municipality.

The Township should consider amending its goal related to transportation and mobility to better illustrate the needs of a rural place. As one resource, the *Transit Friendly Planning Guide* (authored by NJ Transit) offers a variety of policy recommendations for different types of communities<sup>4</sup>. In rural places, the guide recommends “focusing on key destinations and improving walkability in a manner that respects the small-scale context and character of the area” (p. 26). This would suggest incremental improvements for pedestrians and bicyclists in concert with Salem County, since once again, most of the primary routes through Pedricktown and Auburn are under their jurisdiction.

According to Salem County’s *Bicycle Facilities Inventory & Analysis*, a bicycle path is proposed along the portion of Route 130 that passes through Oldmans<sup>5</sup>. The proposed path not only enhances local connectivity, but also supports several bicycle and trail networks in the broader region, including the East Coast Greenway, the DVRPC Circuit Trails, and the New Jersey Coastal Heritage Trail Route.

In addition, updates to the Circulation Plan Element should also address the adverse effects of truck traffic on Oldmans’ local road network, described in the previous section regarding industrial park development.

## CHANGES IN THE ASSUMPTIONS, AND POLICIES UNDERLYING THE MASTER PLAN

Since the 2017 Master Plan, there have been momentous changes to the economic, social and political fabric not only of New Jersey, but the United States and indeed the world. Perhaps foremost among those is the COVID-19 pandemic that originated in China in 2019 and

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4 - *Transit Friendly Planning: A Guide for New Jersey Communities* (2022), accessed November 15, 2023 <https://transit-friendly-planning-njtransit.hub.arcgis.com/pages/guide>

5 - *Salem County Bicycle Facilities Inventory & Analysis*, prepared by Cross County Connections, dated September 2012, accessed December, 2023 [https://www.salemcountynj.gov/wp-content/uploads/filebase/planning\\_board/Salem%20County%20Bicycle%20Report.pdf](https://www.salemcountynj.gov/wp-content/uploads/filebase/planning_board/Salem%20County%20Bicycle%20Report.pdf)

rapidly spread around the world – the largest health crisis since the 1918 Spanish Flu. Governmental response or the lack thereof to the pandemic reverberates through society today and has raised or continues to raise questions about the effectiveness of public health policies and facilities. In turn, this has implications for land use in Oldmans at County facilities and their needs and operations. The recognition of mental health stresses from the pandemic has also put a spotlight on the need for better support for the treatment of mental illness.

Due to the pandemic, both parties at the federal level developed unprecedented income support for households. Consequently, the United States avoided a depression as governmental lockdowns to slow the pandemic were put into effect. Economically, inflation has risen during this period, peaking in April 2022, but still at this point considerably higher than the Federal Reserve’s target of 2% annual inflation. Several factors have been pointed to, depending on one’s school of economic theory. Some point to too much federal stimulus money, some point to a problem of obtaining goods and services – the “supply chain” issue, others to low unemployment causing employers to raise pay to obtain new employees and retain current ones thus increasing their prices for services and goods to recoup their higher costs, or to companies taking advantage of the confusion to raise prices to increase their margin of profit. The response has been a very quick rise in the Federal Reserve’s interbank interest rates over the past year, which in turn has raised consumer and business costs to borrow money. Evidence at this time suggests a slowing of economic activity and, if lucky, a “soft landing” that lowers inflation. Other economic data, such as continued strong hiring on the one hand, but bank runs and failures on the other, make this an uncertain time.

In addition to these uncertainties, there has been rapid social and political changes in the United States, many driven by newly discovered and perfected technological advancements that make for easy connections among disparate groups and information sharing, whether or not such information is objectively accurate. These changes in the public realm have made it more difficult to find a consensus about the direction and policies that should apply to growth, development and redevelopment in any particular town. Oldmans is not immune to these trends, but creating a written document will at least allow the public to read and see for themselves what is the intent for the future of the municipality.

DEMOGRAPHIC CHANGES

The population of Oldmans grew by approximately 13% (227 persons) between 1990 and 2020, with a slight decrease between 2000 and 2010 (*see* Table 1). By contrast, the population for all of Salem County has remained nearly constant over the same time period.

**Table 1. Population Change, Salem Co. and Oldmans, 1990 to 2020**

Government	1990	2000	% Change	2010	% Change	2020	% Change
Oldmans	1,683	1,798	6.8%	1,773	-1.4%	1,910	7.7%
Salem County	65,294	64,285	-1.5%	66,083	2.8%	64,837	-1.9%

Source: U.S. Census 1990, 2010, 2020

One reason for Oldman’s higher growth pressure compared to the County is its closer proximity to Philadelphia and connectivity along major roads, including the New Jersey Turnpike, Interstate-295, and Route 130. County-wide, the lack of growth is also attributed to the restrictions from the NJDEP on where sanitary sewers may legally be built and rising costs for the construction of any utility infrastructure in addition to the larger forces at work in the economy.

**Table 2. Age of Population, 2010 to 2020 and 2021.**

Age in Years	Number in 2010	Percent	Number in 2020	Percent	Percent Change 2010-2020	Number in 2021	Percent	Percent Change 2020-2021
Under 5	105	5.9%	96	5.0%	-8.6%	173	9.7%	80.2%
5-9	101	5.7%	129	6.8%	27.7%	82	4.6%	-36.4%
10-14	122	6.9%	134	7.0%	9.8%	116	6.5%	-13.4%
15-19	124	7.0%	112	5.9%	-9.7%	71	4.0%	-36.6%
20-24	88	5.0%	88	4.6%	0.0%	132	7.4%	50.0%
25-29	88	5.0%	109	5.7%	23.9%	232*	13.0%	19.0%
30-34	101	5.7%	86	4.5%	-14.9%			
35-39	109	6.1%	130	6.8%	19.3%	202*	11.3%	-21.1%
40-44	108	6.1%	126	6.6%	16.7%			
45-49	159	9.0%	107	5.6%	-32.7%	216*	12.1%	0.9%
50-54	178	10.0%	107	5.6%	-39.9%			
55-59	135	7.6%	149	7.8%	10.4%	121	6.8%	-18.8%
60-64	117	6.6%	169	8.8%	44.4%	131	7.4%	-22.5%
65-69	91	5.1%	109	5.7%	19.8%	206*	11.6%	-2.4%
70-74	56	3.2%	102	5.3%	82.1%			
75-79	38	2.1%	84	4.4%	121.1%	85*	4.8%	-33.1%
80-84	28	1.6%	43	2.3%	53.6%			
85+	25	1.4%	30	1.6%	20.0%	14	0.8%	-53.3%
<b>Total</b>	<b>1,773</b>	<b>100%</b>	<b>1,910</b>	<b>100%</b>	<b>7.7%</b>	<b>1,781</b>	<b>100.0%</b>	<b>-6.8%</b>

Source: 2010 US Census; P12 Sex by Age; Census 2020 (Table DP-1); 2017-2021 American Community Survey 5-Year Estimate (Table DP-05)

\* - The American Community Survey combines these age brackets in its estimates.

The U.S. Census and the American Community Survey use different data sets. There has been concern about the integrity of the data from both the 2020 Census and the data collected in the 2021 ACS, so the conclusions to be drawn from the information presented in Table 2 should be viewed contingently, with the hope of better data in the future. Interestingly, it indicates that in the last full decade, there has been an increase in the population of children

(ages 5 to 14), an increase in people in early to mid-adulthood (ages 35-44), a substantial decrease in middle-aged persons (ages 45-55), and an increase in the baby boom retirement contingent. The reduction in middle-aged adults could have been the result early in the decade of bank foreclosures in Oldmans and those households leaving the municipality, which has been seen in other South Jersey municipalities.

In addition, the census data also shows a decrease of people in their early-30s and children under 5 years old, possibly suggesting that young couples may not be choosing to start families in Oldmans or may be choosing to delay or not have children at all. Table 3, looks at housing units and occupancy by owners or tenants.

**Table 3. Housing Units by Number of Units and Tenure of Occupant, 2021.**

Number of Units	Owner Occupied	Percent of Total	Renter Occupied	Percent of Total	Vacant	Percent of Total	Total
1, Detached	510	75.7%	64	9.5%	43	6.4%	617
1, Attached	0	0.0%	18	2.7%	7	1.0%	25
2	3	0.4%	8	1.2%	0	0.0%	11
3 or 4	3	0.4%	9	1.3%	9	1.3%	21
5 to 9	0	0.0%	0	0.0%	0	0.0%	0
10 or more	0	0.0%	0	0.0%	0	0.0%	0
Other	0	0.0%	0	0.0%	0	0.0%	0
<b>Total</b>	<b>516</b>	<b>76.6%</b>	<b>99</b>	<b>14.7%</b>	<b>59</b>	<b>8.8%</b>	<b>674</b>

Source: Table DP-04: Selected Housing Characteristics, ACS 2017-2021; Table B25032: Tenure by Units in Structure, ACS 2017-2021.

The Housing Element from 2021, which uses the 2013-2017 American Community Survey data set, lists 715 total housing units in Oldmans (Table 4 in that document), 41 more dwellings than listed in Table 3 (again pointing to some of the data issues with the 2021 ACS). In comparison to the 2017 ACS data, in 2021 there was a decrease in the number of vacant dwellings (by 16 units) and an increase in the number of rented homes (by 18 units). This could reflect a situation where houses that had previously been vacant were either demolished or rehabilitated as rental homes. Since 2017, the percentage of owner-occupied homes in Oldmans has slightly decreased from 78% to 76.6% (43 fewer units).

Table 4, Oldmans Property Classifications for Tax Purposes, 2011-2022, examines the increase or decrease in the number of parcels classified for different uses. Most notably, since 2011, the number of industrial parcels in Oldmans has nearly doubled and the number of qualified farms has increased by one third. Concurrent with these changes have been the decrease in vacant land and non-qualified farms. These trends suggest that, over the past decade, the Township has been attempting to protect its agricultural resources from increasing pressures for warehouse development by encouraging more agricultural development. Consequently,

one sees a rise in *Class 3B Qualified Farms*, which are taxed at a lower rate based on their farm value rather than their potential development value.

**Table 4. Oldmans Property Classifications for Tax Purposes, 2011-2022.**

Class	Parcels in 2011	Percent of Total	Parcels in 2022	Percent of Total	Number Change 2011-2022	Percent Change 2011-2022
Class 1: <i>Vacant Land</i>	262	20.4%	191	14.2%	-71	-27.1%
Class 2: <i>Residential</i>	586	45.7%	646	48.1%	60	10.2%
Class 3A: <i>Farmstead</i>	111	8.7%	96	7.1%	-15	-13.5%
Class 3B: <i>Qualified Farm</i>	275	21.5%	354	26.4%	79	28.7%
Class 4A: <i>Commercial</i>	35	2.7%	31	2.3%	-4	-11.4%
Class 4B: <i>Industrial</i>	13	1.0%	25	1.9%	12	92.3%
Class 4C: <i>Apartment</i>	0	0.0%	0	0.0%	0	No Change
<b>Total</b>	1,282	100.0%	1,343	100.0%	61	4.8%

Source: Salem County Taxation Office, 2011 and 2022 Abstract of Ratables

#### STATE POLICIES

In recent years, New Jersey has made significant efforts to prioritize climate change resiliency and sustainability through a range of policies and regulations. These initiatives aim to address an urgent need for action on climate change while promoting a clean energy future and equitable economic development. A number of major initiatives on land use policy had been undertaken by the State over the past decade.

*Effect of Superstorm Sandy* - In 2012, though Oldmans escaped most of its effects, Superstorm Sandy lashed the Atlantic Seaboard and then crossed onto land at Brigantine on October 29, 2012 and eventually dissipated by November 2. In the United States, property damage was estimated at \$65 billion<sup>6</sup>.

While the intensity and damage of that storm cannot be linked directly to climate change, that is one of the predictions in the climate models of a warming earth, regardless of which model is used. The storm became a wakeup call for the necessity for better emergency management coordination during such events, as well as directly leading to amendments to the Municipal Land Use Law. In the aftermath of the storm, funding from the Federal Emergency Management Agency (FEMA) was made available to state and local communities to plan resiliency strategies and coastal hardening. The storm surge, which is the abnormal rise in seawater level during a storm, measured as the height of the water above the normal predicted astronomical tide, was studied intensively. Storm surge is caused primarily by a storm's winds

<sup>6</sup> - <https://www.nhc.noaa.gov/news/UpdatedCostliest.pdf>, accessed November, 2023

pushing water onshore. FEMA studied the storm surge as well as the intensity of rainfall and developed new models to predict where flooding risk had changed. The agency then issued new Federal Flood Insurance Rate Maps at substantially higher elevations, though a new map has not yet been issued for Oldmans. It also caused NJDEP to rethink inland flooding, away from the coasts, because of the new intensity of storms has simply overwhelmed existing storm water management systems and natural streams. Sandy also has led to ideas such as creating storm surge barriers across New York Harbor like those that exist in the Thames River to protect London and the Maeslant Barrier in the Netherlands to protect South Holland. The U.S. Army Corps of Engineers unveiled a \$52 billion plan in September 2022 to build 12 moveable barriers across bays and rivers around New York Harbor, for example<sup>7</sup>.

*Water Quality Management Planning* - At about the same time as the 2007 Master Plan, the NJ Department of Environmental Protection set deadlines for wastewater management that centralized planning with counties and required this level of government to submit plans by April 2009 (though extensions were eventually granted). Previously, wastewater management planning was the responsibility of the individual operator. When the state moved this responsibility to the county level, Salem County assigned responsibility to the Department of Planning and Agriculture. The Salem County Planning Board adopted a Future Wastewater Service Area – Map 3 and submitted it for consideration to NJDEP on June 28, 2012, which was subsequently revised following comment and adopted on September 30, 2013. About one twentieth of the municipality is located in the sanitary sewer service area.

While statutory and administration rules have had the greatest impact on land use planning in Oldmans, the state has also unleashed a blizzard of its own planning documents, but oddly, has not adequately funded the State Planning Commission and its staff at the Office of Planning Advocacy, who would logically be issuing these documents and coordinating all of these efforts to have cohesive state policies.

*State Planning Efforts* - the State of New Jersey has published a series of planning documents to improve climate change resiliency and sustainability throughout the State. Some of these planning documents include:

1. New Jersey Energy Master Plan: Pathway to 2050, published 2019;
2. New Jersey's Scientific Report on Climate Change, published 2020;
3. *New Jersey's Global Warming Response Act 80 x 50: Evaluating our Progress and identifying Pathways to Reduce Emissions 80% by 2050*, published 2020; and
4. State of New Jersey Climate Change Resiliency Strategy, published 2021.

*Office of Climate Action and the Green Economy* - Governor Murphy signed Executive Order #221 in 2021 which established the Office of Climate Action and the Green Economy. The

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<sup>7</sup> - *A \$52 Billion Proposal Aims to Protect New York Harbor from Storm Surges*, New York Times, September 26, 2022.



new office will focus on the interlocking priorities of addressing climate change, ensuring New Jersey's clean energy future, and transitioning to a green economy while prioritizing equity and environmental justice.

*Zero and Low Emission Transportation Projects* - New Jersey currently is supporting the development of various zero and low emission transportation projects through the following programs:

1. VW and RGGI. New Jersey is investing over \$100 million in clean transportation projects using funds from the Regional Greenhouse Gas Initiative (RGGI) and the Volkswagen Mitigation Trust. The projects include electrification programs, equitable mobility initiatives, and electric charging infrastructure in environmental justice communities.
2. EDA NJ ZIP. The Zero-Emission Incentive Program (NJ ZIP) is a voucher program that supports businesses and institutions in purchasing new medium-duty zero-emission vehicles. The program focuses on the Greater Newark, Greater Camden, Greater New Brunswick, and shore areas.
3. Congestion Mitigation and Air Quality (CMAQ) Improvement Program. The North Jersey Transportation Planning Authority (NJTPA) provides funding for projects that aim to reduce emissions in northern and central New Jersey. Projects funded under the Transportation Clean Air Measures (TCAM) program include EV charging stations, electric shuttles, and electric charging infrastructure installations.
4. TCI Cap and Invest. New Jersey is part of the Transportation and Climate Initiative (TCI), a regional collaboration of 13 states and the District of Columbia. The TCI program aims to reduce carbon emissions from on-road vehicles and invest in cleaner transportation options. The program generates revenue through the sale of emission allowances, which is then used to fund low-carbon transportation projects.
5. Electricity Grid Impacts from Charging. New Jersey is expanding its renewable energy portfolio, including solar and wind energy, to achieve its goal of 100% clean energy by 2050. As more electric vehicles are adopted, the average unit cost of electricity is expected to decrease, benefiting all electric utility customers. Managed charging scenarios can further optimize the use of existing power assets and infrastructure.

*Green Infrastructure Requirements* - On March 2, 2020, NJDEP published amendments to the Stormwater Management rules, in N.J.A.C. 7:8. The new rules, which took full effect on March 21, 2021, require that green infrastructure (GI) best management practices (BMPs) be used to meet groundwater recharge standards, stormwater runoff quantity standards, and stormwater runoff quality standards. Under the prior rules, GI BMPs were only required to the "maximum extent possible." The new rules effectively will require decentralized, distributed stormwater management practices that enable stormwater to infiltrate and more closely emulate the natural water cycle. The effect seen so far, is to require even more land area to mimic natural systems, thereby reducing developable acreage.

*Inland Flood Protection Rule* - New rules to address inland flooding were just released by NJDEP and are slated for imminent adoption<sup>8</sup>. NJDEP published proposed amendments to the rules governing Stormwater Management, N.J.A.C. 7:8, and the Flood Hazard Area Control Act Rules, N.J.A.C. 7:13 on December 5, 2022. As a response to Tropical Storm Ida, these proposed amendments and new rules are designed to ensure that development in flood prone areas and stormwater management systems throughout the State are constructed to more protective standards that reflect projected precipitation due to a changing climate, especially as to increased precipitation events. Key changes from the new rules include:

1. New Design Flood Elevation raises fluvial (non-tidal) flood elevation mapped by NJDEP by two feet;
2. Requires use of future projected precipitation when calculating flood elevations;
3. Ensures that NJDEP's Flood Hazard Area permits conform to NJ Uniform Construction Code standards and meet or exceed minimum FEMA National Flood Insurance Program requirements;
4. Requires stormwater Best Management Practices (BMPs) to be designed to manage runoff for both today's storms and future storms; and
5. Removes the use of the long used Rational and Modified Rational methods for stormwater calculations.

*Wind Energy* - Governor Murphy's has promoted the development of renewable energy, in particular wind energy, through a number of executive orders.

*Successor Solar Incentive Program* - on July 28, 2021, the New Jersey Board of Public Utilities established the Successor Solar Incentive Program (SuSI Program) in order to enable the continued efficient and orderly development of solar renewable energy generating sources throughout the state. The SuSI Program implements the Clean Energy Act of 2018 (L. 2018, c.17) and the Solar Act of 2021 (L. 2021, c. 169) and replaces the prior Solar Renewable Energy Credit (SREC) Program and the Transition Incentive (TI) Program. The SuSI Program contains two sub-programs:

1. The Administratively Determined Incentive (ADI) Program provides administratively set incentives for net metered residential projects, net metered non-residential projects of 5 MW or less, all community solar projects.
2. The Competitive Solar Incentive (CSI) Program will be open to qualifying grid supply installations and non-residential net metered solar installations with a capacity greater than five (5) megawatts (MW) and eligible grid supply solar installations in combination with energy storage.

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<sup>8</sup> - See <https://dep.nj.gov/rules/notice-of-rule-proposals/20221205b/>, accessed November, 2023.

*Municipal Land Use Law Amendments* – various amendments to the Master Plan components, which are found in N.J.S.A. 40:55D-28 starting in 2017. The most significant change is with a 2021 amendment where the law was amended requiring municipalities to incorporate a climate change-related hazard vulnerability assessment into any Master Plan Land Use Element. The amendments specifically require municipalities to:

1. Analyze current and future threats to, and vulnerabilities of, the municipality associated with climate change-related natural hazards;
2. Include a build-out analysis of future residential, commercial, industrial, and other development in the municipality, and an assessment of the threats and vulnerabilities identified above related to that development;
3. Identify critical facilities, utilities, roadways, and other infrastructure that is necessary for evacuation purposes and sustaining quality of life during a natural disaster, to be maintained at all times in an operational state;
4. Analyze the potential impact of natural hazards on relevant components and elements of the master plan;
5. Provide strategies and design standards that may be implemented to reduce or avoid risks associated with natural hazards;
6. Include a specific policy statement on the consistency, coordination, and integration of the climate-change related hazard vulnerability assessment with certain other plans adopted by the municipality; and
7. Rely on the most recent natural hazard projections and best available science provided by the NJDEP.

The *Salem County Multi-Jurisdictional Multi-Hazard Mitigation Plan* prepared in 2016 includes a mitigation plan for Oldmans Township. A draft of an updated mitigation plan was prepared in 2023, however has not yet been finalized<sup>9</sup>. Municipal efforts will be aided by the release of a number of documents produced by the state, including: the New Jersey Energy Master Plan, the Scientific Report on Climate Change, the Global Warming Response Act 80 x 50, and the Climate Change Resiliency Strategy, as was referenced above.

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<sup>9</sup> - Oldmans Township Emergency Management <https://oldmantownship.com/emergency-numbers/>, accessed December, 2023.

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## RECOMMENDATIONS FOR GOALS, MASTER PLAN AND LAND DEVELOPMENT REGULATIONS

The analysis preceding this section focused on the major changes to conditions, laws and economics that affect Oldmans' Master Plan and land development regulations and provides the basis for the recommendations that follow.

### LAND USE AND ZONING

- Reduce warehouse use to an accessory role in industrial development.
- Conduct a study regarding a desirable future land use of the Oldmans Township Airport. Consider light industrial manufacturing as a potential use for this facility.

### FARMLAND PRESERVATION

- Continue to preserve farmland in Oldmans Township.
- Adopt the pending SADC Farmland Preservation Plan.

### OPEN SPACE PRESERVATION

- Continue to preserve open space in Oldmans Township.
- Adopt an Open Space Element to the Master Plan.

### ENVIRONMENTAL PROTECTION & NATURAL RESOURCES PRESERVATION

- Adopt an updated Environmental or Natural Resource Inventory, as funding permits.
- Establish a wellhead protection ordinance for groundwater resources.

### AFFORDABLE HOUSING

- Continue to implement Oldmans' Third Round affordable housing obligation under the Township's 2021 Housing Element and Fair Share Plan.

### CIRCULATION

- Adopt a Circulation Element to the Master Plan, as funding permits.
- Evaluate improvements to the local circulation network in order to make the roads safer for all users and to mitigate the adverse impacts from truck traffic.
- Evaluate the existing network of trails for pedestrian and bicycle users.
- Evaluate other incremental improvements to improve mobility for residents.

### HISTORIC PRESERVATION

- Evaluate historic resources in Oldmans that may warrant preservation.

## INCORPORATION OF REDEVELOPMENT PLANS INTO THE MASTER PLAN AND ORDINANCES

The advantages and tools of redevelopment under the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq. have become more obvious since the law was enacted in 1991, and it can assist in jumpstarting moribund or stagnant areas where private capital has decided the risks outweigh the rewards. Oldmans Township established a redevelopment area in 2000 in the Salem County Industrial Park Redevelopment Plan on the westerly side of Interchange 7 of I-295, which was subsequently expanded in 2006 and developed as the Gateway Business Park. An additional expansion in 2016 resulted in its full areal extent of 415 acres that utilizes the available sanitary sewer capacity allocated to Oldmans Township from Carneys Point Township. This area is the main location for warehousing under the policies of the municipality.

In 2005, Oldmans established a redevelopment designation for the former Sievers-Sandberg US Army Reserve Enclave, also known as Camp Pedricktown, located at the intersection of Route 130 and Artillery Avenue. The Township has entered into an agreement with Matrix Development Group, and the redevelopment of this site is pending. Other, smaller areas zoned for warehouse use with lower building heights on the easterly side of I-295 and adjacent to Route 130 remain for warehousing that is able to obtain the necessary NJPDES permits for on-site disposal.

In addition, the Township has designated three additional sites as *Areas in Need of Redevelopment*, although redevelopment plans for these properties have not been adopted. The sites include the former Truck Stop and Oldmans Airport on the south side of I-295 just east of the Straughns Mill Road (designated in 2015), the former elementary school located at 15 South Railroad Avenue (designated 2019), and a former landfill east of Pedricktown Woodstown Road (designated 2022).

## PUBLIC ELECTRIC VEHICLE INFRASTRUCTURE RECOMMENDATIONS

The final component of the Reexamination Report concerns recommendations for the locations of development of public electric vehicle infrastructure in each municipality. This part of the Municipal Land Use Law was amended by P.L. 2019, Chapter 267, which was put in effect on November 6, 2019. Subsequent to the 2019 law, however, the state legislature passed and Governor Murphy signed P.L. 2021, Chapter 171, often called the “Make-Ready” law, that effectively established electric vehicle charging requirements statewide. The law directed the NJ Department of Community Affairs (DCA) to create a model ordinance that then applied to all municipal land development regulations, but also permits municipalities to craft their own local ordinance as long as the standards are reasonable and do not conflict with the intent of the statewide model ordinance. In this matter at least, the state realized that “one size fits all” was not the right approach. DCA published their model ordinance on September 21, 2021.

Oldmans’ policy with regard to electric vehicle charging stations was that it was just another type of parking space, just as a barrier free stall was just another type of parking space and did

not consider it a separate accessory use or structure category. If electrical sub-station, transformers or other type of equipment was required to be sited, they were treated as an accessory use customarily incidental to a principal or accessory use. According to the United States Department of Energy (USDOE), Oldmans contains only three EV charging facilities: two located within the NJ Turnpike service areas on Stumpy Lane and Clara Barton Lane and the third located at the Salem Oak Vineyards on Railroad Avenue.<sup>10</sup> The Turnpike facilities are each equipped with eight EV chargers.

The state's establishment in the Make-Ready law of Electric Vehicle Supply/Service Equipment (EVSE) and Make-Ready parking spaces – meaning the electrical cabling for charging is put in place – creates the policy for how electric vehicle charging will occur in the future. Best practice would be to make the Township's policy more explicit if any future amendment to the parking regulations occurs or if it is decided to incorporate the DCA model ordinance into the land development regulations.

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<sup>10</sup> - See [https://afdc.energy.gov/fuels/electricity\\_locations.html#/find/nearest?fuel=ELEC](https://afdc.energy.gov/fuels/electricity_locations.html#/find/nearest?fuel=ELEC), accessed November, 2023.