



Salem County New Jersey
Multi-Jurisdictional Multi-Hazard Mitigation Plan Update
Participating Jurisdiction Appendices

**Appendix 4
Elmer Borough**

January 2025

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Part 1: Overview

Part 1.1: Salem County Multi-Jurisdictional Multi-Hazard Mitigation Plan Update

The *Salem County Multi-Jurisdictional Multi-Hazard Mitigation Plan Update* (SC HMPU) incorporates input from participating jurisdictions in Salem County, including Salem County and 14 separate municipalities.

The SC HMPU is an update of the *Mitigation Plan for Four New Jersey Counties* (NJ4 HMP) that was completed by all 16 jurisdictions in Salem County along with over 70 additional jurisdictions from Camden, Cumberland, and Gloucester, Counties. The Salem County portions of the NJ4 HMP were adopted by the participating jurisdictions and approved by the Federal Emergency Management Agency in January 2017.

The SC HMPU has two main parts:

- Salem County Multi-Hazard Mitigation Plan Update, or the “Base Plan”.
- County and Municipal Appendices.

The Base Plan includes descriptions and information common to all participating jurisdictions organized according to the following three focus areas:

- Planning Process
- Hazard Identification and Risk Assessment
- Mitigation Measures

The County and Municipal Appendices include specific information for these same three focus areas for each of the participating jurisdictions. Detailed tabulations are included in these Municipal Appendices for critical facilities, the status of past mitigation activities, and proposed mitigation measures for each municipality.

Part 1.2: Elmer Borough Municipal Appendix

This Municipal Appendix is focused on Elmer Borough in Salem County, New Jersey.

The Elmer Borough Municipal Working Group developed the Elmer Borough Municipal Appendix for adoption by the Elmer Borough Council and subsequent approval by Region II of the Federal Emergency Management Agency.

Part 2: Participation

Part 2.1: Municipal Working Group Participation

Part 2.1 includes:

- *Municipal Working Group members including positions in the community, meetings and work sessions attended, and specific contributions to the Municipal Appendix*
- *Municipal positions and organizations that were invited but were not able to participate in the plan update process*
- *Municipal positions and organizations that have been recommended by the Federal Emergency Management Agency (FEMA) as candidates for participation on Municipal Working Groups but do not exist in the municipality*

Table 4-1 identifies the Municipal Working Group members. As detailed in *Section 2: Planning Process* of the Base Plan, the Municipal Working Groups are comprised of community representatives who worked to make sure mitigation measures included in the Municipal Appendix addressed the risks faced by residents, businesses, and property owners and reflected the priorities of the community.

Working Group meetings were conducted as both in-person and virtual meetings. Municipal Working Group members reviewed briefing materials and contributed during meetings and reviewed the Preliminary Draft and Public Review Draft versions of the SC HMPU Base Plan and Appendices. The Working Group will also continue to stay involved during the implementation and maintenance of the SC HMPU.

Note: One of the members of the Working Group participated in the development of the 2017 NJ4 HMP. This member is indicated with an () following their last name.*

Table 4-1: Elmer Borough Working Group

First Name	Last Name	Department	Position	Project Kick-off Meeting ¹	Round 1 Work Session ²	Round 2 Work Session ³	Contribution ⁴
Evan	Crim	Elmer Borough Office of Emergency Management (OEM)	OEM Coordinator			<input checked="" type="checkbox"/>	Organized Working Group and Work Sessions.
Glenn	Davis	Elmer Borough OEM	Deputy OEM Coordinator		<input checked="" type="checkbox"/>		
Bruce	Foster	Elmer Borough Council	Councilman		<input checked="" type="checkbox"/>		
Cindy	Strang	Elmer Borough Administration / Elmer Presbyterian Church	Borough CFO / Church Representative			<input checked="" type="checkbox"/>	
Sarah	Walker	Elmer Borough Administration	Clerk				

¹ Project Kickoff Meeting was held on February 27, 2023.

² Round 1 Work Session was held on April 13, 2023.

³ Round 2 Work Session was held on June 21, 2023.

⁴ Additional or unusual contributions are noted in the far-right hand column.

Part 2: Participation

First Name	Last Name	Department	Position	Project Kickoff Meeting ¹	Round 1 Work Session ²	Round 2 Work Session ³	Contribution ⁴
Jack	Justice Jr.*	Elmer Borough Fire Department	Chief		<input checked="" type="checkbox"/>		
Charles	Hughes	Elmer Borough Zoning Office	Township Construction Code Official / Floodplain Administrator				
Chuck	McSweeney	Municipal Ambulance Corps	President		<input checked="" type="checkbox"/>		
Jessica	Shaw	Municipal Ambulance Corps	Director		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Charley	Puff	Elmer Presbyterian Church	Church Representative		<input checked="" type="checkbox"/>		

The following lists candidate positions and organizations within the community that were extended invitations to participate during the development of the Municipal Appendix. These positions and organizations will continue to be extended invitations to participate during subsequent plan implementation and maintenance activities.

- Community / Faith-Based Organizations
- Healthcare Institutions
- Public Works Department
- School Board Officials

The following lists positions and organizations that are generally recommended for consideration as members of the Municipal Working Groups by FEMA but do not currently exist within the community. An invitation to participate will be extended if positions are created or filled and as organizations are formed.

- Business Associations
- Environmental Organizations
- GIS/IT Specialist (Services provided by contract or by Salem County)

Part 2: Participation

Part 2.2: Public Participation

Part 2.2 includes all opportunities provided to the public and interested parties in the municipality to participate during the plan update process.

Table 4-2 identifies the date, type of involvement, and location (where applicable) for all opportunities provided to the public and interested parties to participate in the development of the plan update.

Table 4-2: Public Participation

Date	Type of Involvement	Location
June 2023	Link to Project Website ⁵ established and maintained.	Borough website ⁶
June 2023	Link to Project Website ⁵ established and maintained.	Borough OEM Facebook page
June 2023	Public outreach conducted via local weekly newspaper.	The Elmer Times
June 2023	Notice posted re: Preliminary Draft Appendix and Round 2 Working Group Meeting with link to Project Website.	Borough website ⁶
June 2023	Preliminary Draft Appendix available for public comment.	Project website ⁵
August 4, 2023	Notice posted re: Public Review Draft Appendix review period with link to Project Website.	Borough website ⁶
August 9, 2023	Availability of Public Review Draft announced at Borough Council Meeting	Borough Hall
August 18 through September 15, 2023	Public Review Draft Appendix available for public comment.	Project website ⁵
July 8, 2024	Revised Draft Municipal Appendix posted to Project Website	Project website ⁵
October 9, 2024 and November 14, 2024	Revised Draft Appendix Review Public Meetings (open to all County residents and interested parties)	PSEG Energy & Environmental Resource Center, Salem and Penn Towers South, Penns Grove
December 11, 2024	Final Municipal Appendix posted to Project Website	Project website ⁵

Public comments and input received for all versions of the Municipal Appendix were considered by the Municipal Working Group and incorporated into the Municipal Appendix where appropriate. In addition, the Municipal Appendix was adopted as part of a regularly scheduled public meeting.

Public education and outreach is an on-going mitigation measure included in the Municipal Appendix.⁷ In addition, public participation will continue to be encouraged during subsequent plan implementation and maintenance activities.⁸

⁵ <https://schmpu23.com/documents>

⁶ <http://elmerboroughnj.com/OfficeEmergencyManagement.html>

⁷ See Mitigation Measure M-1 in Part 4 of the Municipal Appendix.

⁸ Public education and outreach is described in *Section 4: Mitigation Measures* of the SC HMPU Base Plan.

Part 3: Hazard Identification and Risk Assessment

Part 3: Hazard Identification and Risk Assessment

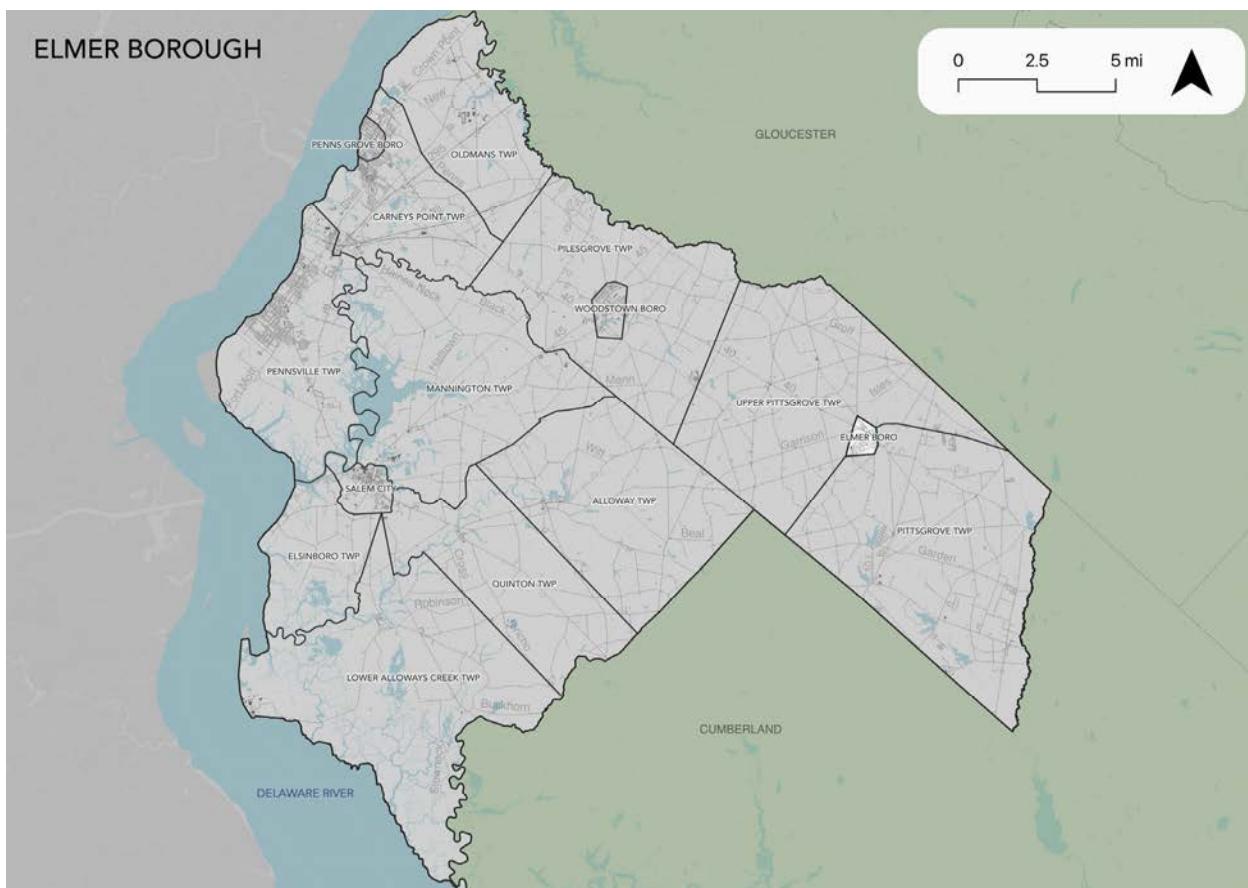
Part 3 includes seven subparts:

- *Part 3.1: Profile*
- *Part 3.2: General Building Stock*
- *Part 3.3: Critical Facilities*
- *Part 3.4: Hazard Exposure Assessment*
- *Part 3.5: Demographic Considerations*
- *Part 3.6: Observations*
- *Part 3.7: Hazard Priorities*

Part 3.1: Profile

Elmer Borough is located in the eastern part of Salem County (See Figure 4-1).

Figure 4-1: Elmer Borough Location Map



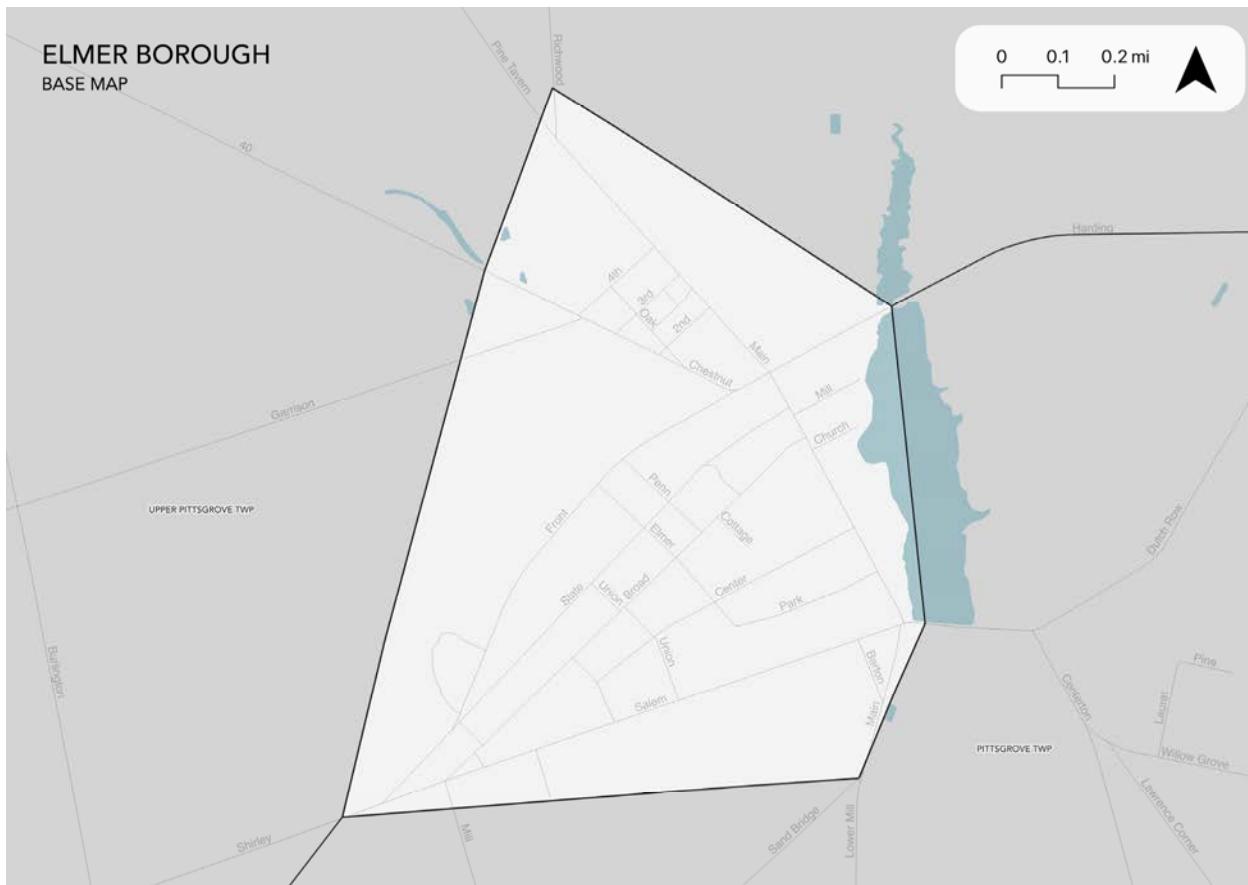
Part 3: Hazard Identification and Risk Assessment

Elmer Borough is an inland, rural residential community. The borough is one of the smallest in land area in Salem County and one of the smallest in the region and state both in terms of population and land area. About 68% of homes in Elmer Borough were built prior to 1939.

Per Figure 4-2, the major water bodies include Elmer Lake and Muddy Run tributary. Major transportation routes include U.S. Highway 40 and Salem County Route 611.

The land is gently rolling.

Figure 4-2: Elmer Borough Base Map



Part 3: Hazard Identification and Risk Assessment

Part 3.2: General Building Stock

As of 2021, there are 594 buildings in Elmer Borough with a total assessed value of improvements of \$77,604,600. Figure 4-3 shows the footprints of these buildings.

Figure 4-3: Elmer Borough Building Footprints⁹

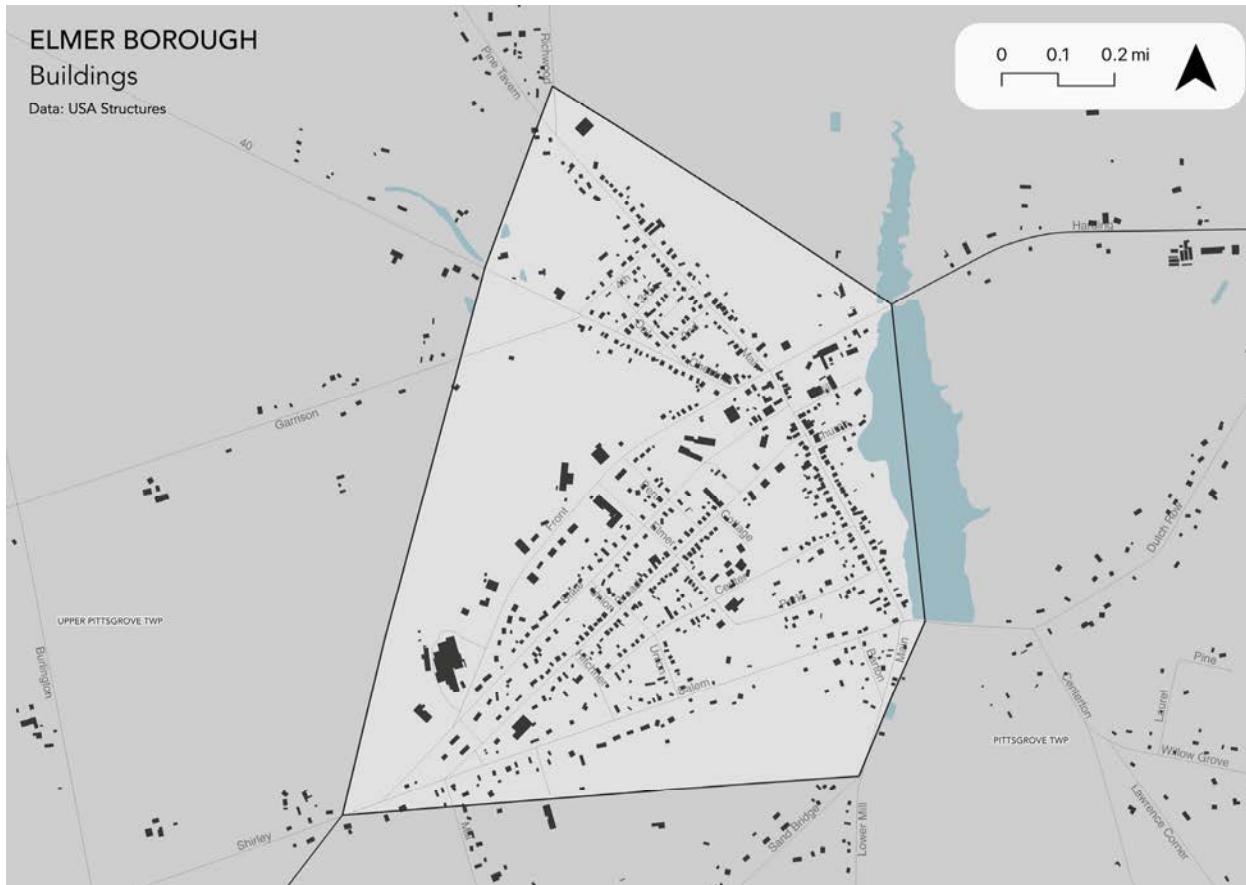


Table 4-3 shows the distribution of these structures according to land use distinctions.

Table 4-3: Elmer Borough Buildings per Land Use Type¹⁰

Land Use Type	Residential (<4 units)	Multi-Family	Farm	Commercial	Industrial	Other ¹¹
Number of Buildings	501	0	5	59	0	29
% of Total	84.3%	0.0%	0.8%	9.9%	0.0%	4.9%

⁹ Building footprint data was isolated from FEMA's "USA Structures" data (2022) per https://disasters.geoplatform.gov/publicdata/Partners/ORNL/USA_Structures/New%20Jersey/.

¹⁰ Land use types were isolated from MOD-IV Parcels and Tax Assessor data composite (2021) per <https://www.state.nj.us/treasury/taxation/pdf/lpt/modIVmanual.pdf>.

¹¹ Other includes: Schools, Public Use, and other Exempt uses

Part 3: Hazard Identification and Risk Assessment

Part 3.3: Critical Facilities

As of September 2023, there are twelve (12) critical facilities in Elmer Borough.

Critical facilities are prime candidates for mitigation measures due to important functions staged from these facilities prior to, during, and after natural hazards including emergency services and housing vulnerable populations.

Table 4-4 includes current inventory information for municipal critical facilities and includes cross-references to related mitigation measures identified in Part 4 of the Municipal Appendix. Figure 2.4 shows the location of these critical facilities.

Table 4-4: Elmer Borough Critical Facilities Inventory

CF #	Name	Type ¹²	Sub-Type	Address	Co-located CF #	Shelter (Y/N)	Generator (Y/N)	Comments	Mitigation Measure #
CF-1	Borough Hall	Municipal	Administrative Offices	120 South Main Street, Elmer	CF-3	N	N		M-2
CF-2	Emergency Operations Center	EOC	Co-located Facilities	110 Penn Street, Elmer	CF-4	N	Y		
CF-3	Police Station	Law Enforcement Facilities		120 South Main Street, Elmer	CF-1	N	N		M-2
CF-4	Fire Station	Fire Stations		110 Penn Street, Elmer	CF-2	N	Y		
CF-5	EMS Station	EMS		30 Broad Street, Elmer		N	N		
CF-6	Elmer Presbyterian Church	Vulnerable Population Facility	Shelters	107 Chestnut Street, Elmer		Y ¹³	N		M-3
CF-7	Inspira Hospital - Elmer	Health Care Facilities	Private Hospitals	501 West Front Street, Elmer		Y ¹⁴	Y		
CF-8	Pump Station	Utilities – Water	Pump Stations	56 State Street		N/A	Y		
CF-9	Pump Station at Water Tower	Utilities – Water	Pump Stations	440 Broad Street		N/A	N		M-4

¹² Critical facility type and subtype definitions and considerations are described in *Section 3: Hazard Identification and Risk Assessment* of the SC HMPU Base Plan.

¹³ Elmer Presbyterian Church will function as a backup shelter in the event the primary shelter (CF-10) is unable to fulfil its obligation.

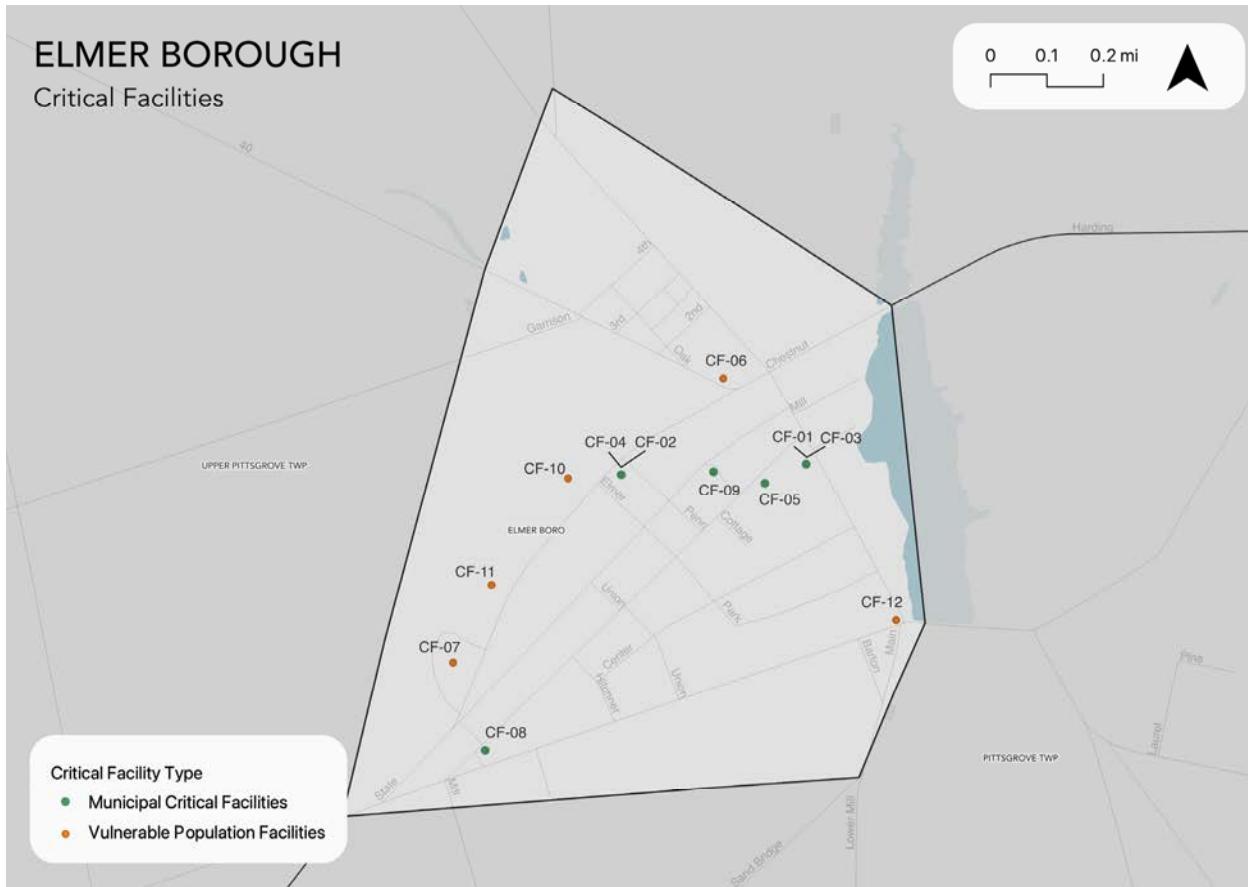
¹⁴ Shelter-in-place.

Part 3: Hazard Identification and Risk Assessment

CF #	Name	Type ¹²	Sub-Type	Address	Co-located CF #	Shelter (Y/N)	Generator (Y/N)	Comments	Mitigation Measure #
CF-10	Elmer Elementary School	Schools	Public Schools	207 Front Street, Elmer		Y ¹⁵	N	Primary shelter location.	M-5
CF-11	Firm Foundations Pre-School	Schools	Public Schools	431 Front Street, Elmer		N	N		
CF-12	Lakeside Manor	Vulnerable Populations Facilities	Private Transitional Housing	326 South Main Street, Elmer		Y ¹⁴	N	Basement flooded frequently prior to recent dam renovation.	

¹⁵ Elmer Elementary School does not have food preparation area.

Figure 4-4: Elmer Borough Critical Facilities



Part 3.4: Hazard Exposure Assessment

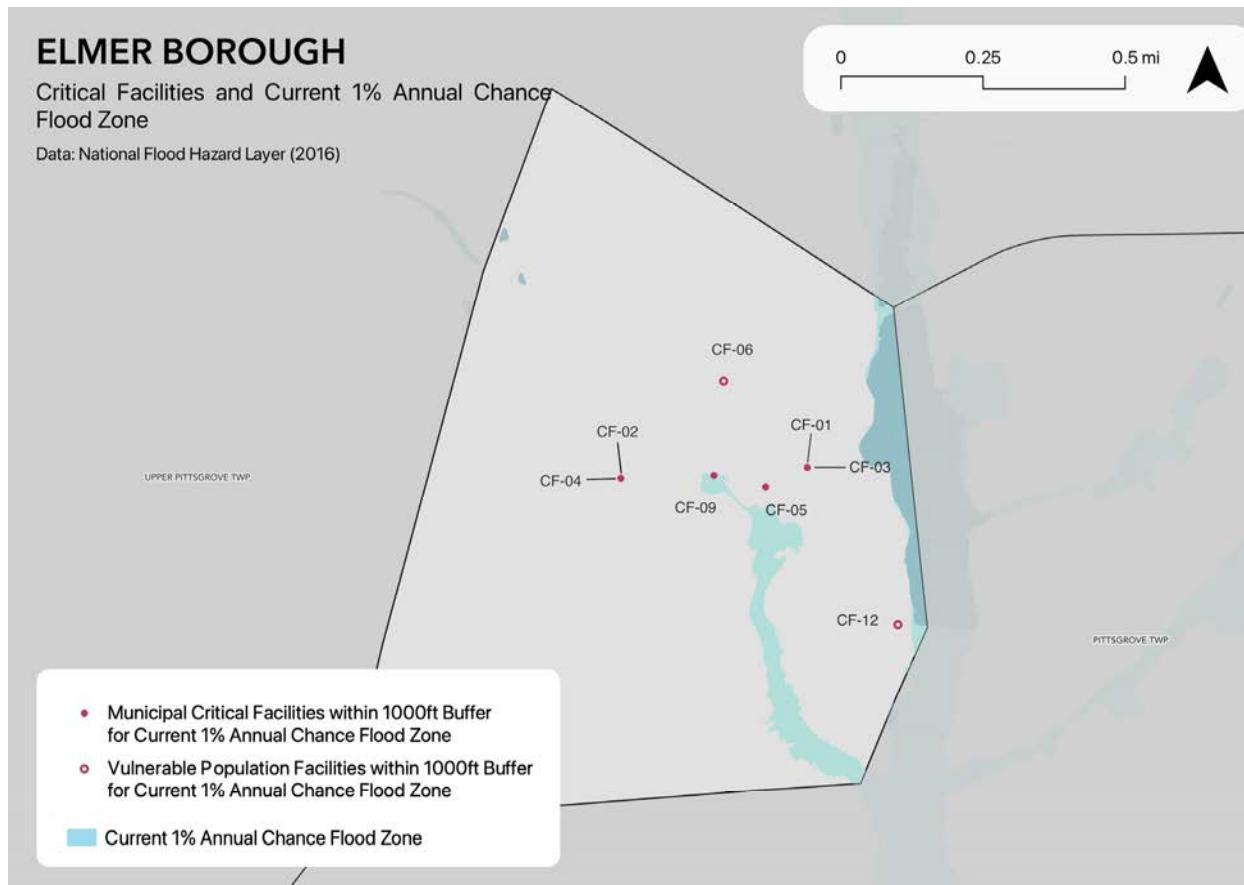
Hazard exposure assessments were completed for the eleven (11) natural hazards identified in the SC HMPU Base Plan¹⁶.

Key results for Elmer Borough are depicted in the following.

Mapping: Figure 4-5 is illustrative of the type of mapping available as a result of the hazard exposure assessment. This figure shows general building stock that are located in or near (i.e., within 1,000 feet) the 1% annual chance flood zone on FEMA's Flood Insurance Rate Maps (FIRMs).

¹⁶ Hazard profiles are included for all eleven natural hazards in *Section 3: Hazard Identification and Risk Assessment* of the SC HMPU Base Plan.

Figure 4-5: Elmer Borough General Building Stock & 1% Annual Chance Flood Zone



Mapping results are available for general building stock and critical facilities for the following hazards:¹⁷

- Earthquake
- Flood - per FEMA flood hazard mapping
- High Wind and Severe Weather (heavy summer rains and winter snow loads)

Tabulations: Selected data culled from the hazard exposure assessment process is displayed in the following tables:

- Table 4-5 indicates hazard exposure for general building stock
- Table 4-6 indicates hazard exposure for critical facilities, differentiated between municipal and vulnerable population critical facilities

In addition, available information regarding Wildfire is included.

¹⁷ All mapping corresponding to results described in Parts 3.3 through 3.5 are viewable in .pdf format at: <https://www.dropbox.com/sh/1om9p8vogs03jxz/AABuCWd9odbr2KsbcD9YrFyCa?dl=0>.

Part 3: Hazard Identification and Risk Assessment

Table 4-5: Elmer Borough General Building Stock Hazard Exposure

Hazard	Number of Exposed Buildings	Percent of Total Buildings in the Jurisdiction	Value of Exposed Buildings	Percent of Total Value in the Jurisdiction
Sea Level Rise - 3 feet increase ¹⁸	0	N/A	N/A	N/A
Flood - Within 1 % Annual Chance Zone	2	0.3%	\$178,600	0.2%
Flood - Near (within 1,000 feet) of 1% Annual Chance Zone	310	52.2%	\$37,002,767	47.7%
Earthquake – Structure built before 1927 ¹⁹	311	56.4%	\$33,468,700	43.1%
High Winds / Severe Weather – Structure built before 1976	499	90.6%	\$55,539,800	81.5%

Table 4-6: Elmer Borough Critical Facilities Hazard Exposure²⁰

Hazard	Number of Critical Facilities	Municipal CF #s	Vulnerable Populations CF #s
Sea Level Rise	0	N/A	N/A
Flood - Within 1 % Annual Chance Zone	0	N/A	N/A
Flood – Future potential (within 1,000 feet) 1% Annual Chance Zone	8	CF-01, CF-02, CF-03, CF-04, CF-05, CF-09	CF-06, CF-12

Regarding Wildfire, according to the 2017 NJ4 HMP, Elmer Borough is one of 8 municipalities in Salem County with less than one acre of land that intersects with an extreme level of potential fuel and potentially high levels of wildland urban interface. Therefore, Wildfire is not considered a significant hazard for Elmer Borough.

In addition, all critical facilities in Salem County are exposed to the following hazards and potentially subject to power outages, and structural and/or contents damage:

- Earthquake
- Extreme Temperatures
- High Winds
- Severe Weather – Summer (including heavy rains)
- Severe Weather – Winter (including heavy snow loads)

¹⁸ All supporting data for Sea Level Rise (3-foot rise), and Flood (all) are viewable at [SALEM_Buildings_Values_SLR_Flood](#)

¹⁹ All supporting data for Earthquake, High Winds, and Severe Weather are viewable at [SALEM_Buildings_Values_EQ_Wind_SWW](#)

²⁰ All supporting data for critical facility hazard exposure are viewable at [SALEM_CFs_HazardExposure](#)

Part 3: Hazard Identification and Risk Assessment

Information from the 2017 NJ4 HMP HIRA was also reviewed with the Working Group to determine the need for updates to hazard exposure results for Dam and Levee Failure.

Dam Failure

Per the New Jersey Department of Environmental Protection (NJDEP) data²¹:

- There are no (0) “High Hazard” and no (0) “Significant Hazard” dams located in the Borough

Levee Failure

Per the South Jersey Levee Inventory²²:

- There are no (0) levees in the Borough:

Working Group members were asked the following questions for Dam and Levee Failure:

- ✓ *Are these facilities still in operation?*
- ✓ *Are there updated Emergency Action Plans or inundation maps for these facilities?*
- ✓ *Have there been any other incidents of failure since the reported records?*

Per the Elmer Borough Working Group, there were no changes to the NJ4 HMP HIRA Dam Failure hazard exposure results and no changes to the NJ4 HMP HIRA Levee Failure hazard exposure results.

²¹ (1) NJDEP Dam Safety and Flood Control (Dam Locations); (2) NJDEP Land Use / Land Cover; (3) US Census Bureau 2010 Census

²² US Department of Agriculture, National Resources Conservation Services (NRCS) South Jersey Levee Inventory, 2010.

Part 3: Hazard Identification and Risk Assessment

National Flood Insurance Program Information

One additional metric discussed with the Working Group was statistical information from the National Flood Insurance Program (NFIP)²³. The following depicts relevant numbers for Elmer Borough as of September 2023 as provided by the Region II office of the Federal Emergency Management Agency (FEMA):

Active Policies

- Active Policies – 7 active NFIP flood insurance policies, which represents 0.46% of all active policies in Salem County
- Total Premiums – \$3,962 paid in total annual premiums
- Average Premium – \$566 average annual premium per policy, as compared to the overall average for all Salem County of \$985

Repetitive Loss Properties

- No (0) properties are designated as either Repetitive Loss (RL) or Severe Repetitive Loss Properties (SRL)

For comparison relative to the number of active NFIP flood insurance policies, the following are the number of potentially exposed buildings (per Table 4-5), which are essentially the same as the number of active policies for properties in the 1 % Annual Chance Zone but significantly higher for properties within 1,000 feet of the 1% zone:

- Flood - Within 1 % Annual Chance Zone: 2 buildings ~ 0.3% of total buildings, with a value of \$178,600 ~ 0.2% of the total building value in the Borough.
- Flood - Near (within 1,000 feet) of 1% Annual Chance Zone: 310 buildings ~ 52.2% of total buildings, with a value of \$37,002,767 ~ 47.7% of the total building value in the Borough.

²³ Information on the NFIP is described in *Section 3: Hazard Identification and Risk Assessment* of the SC HMPU Base Plan.

Part 3: Hazard Identification and Risk Assessment

Part 3.5: Demographic Considerations

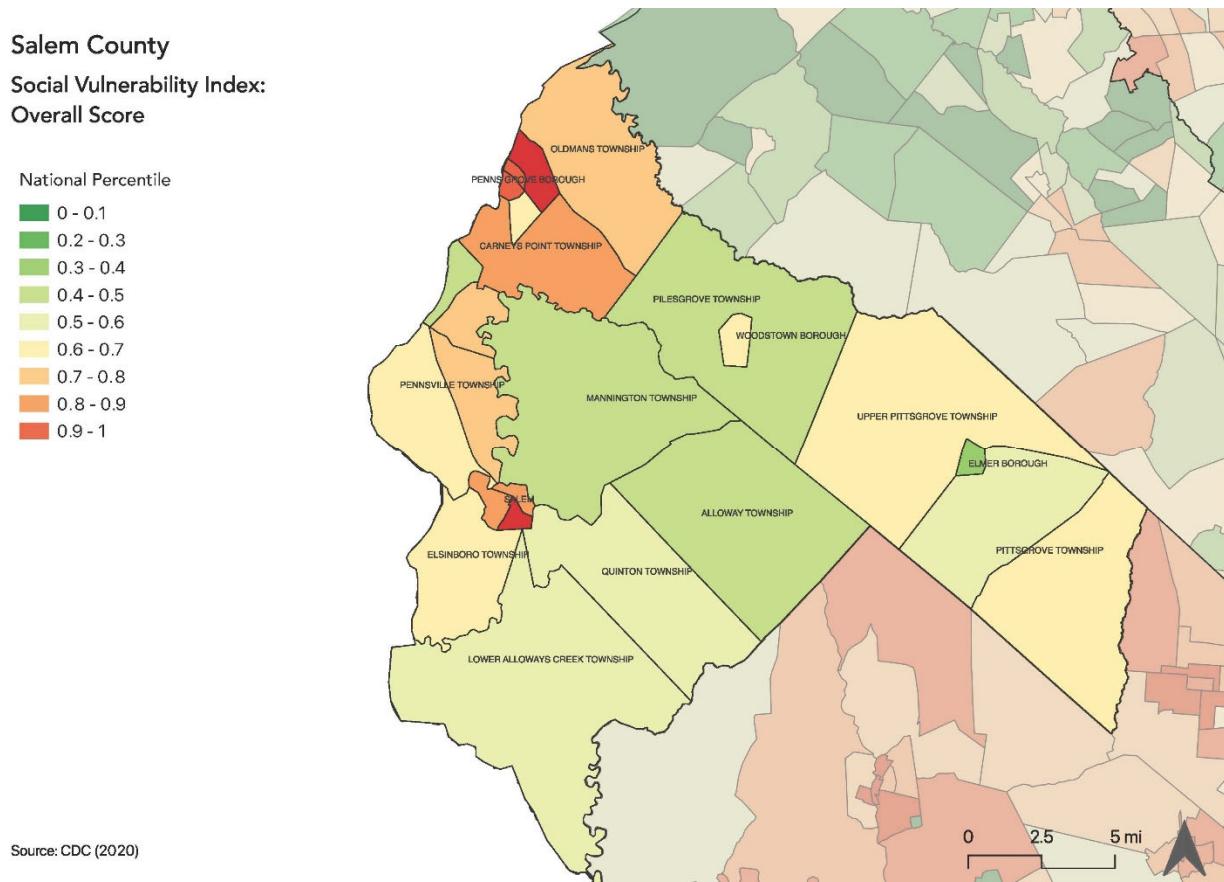
Demographic considerations include general population and land use factors. Table 4-7 includes current population estimates and changes since the previous US Census²⁴:

Table 4-7: Elmer Borough General Population Demographics

Metric	Current Estimates
2020 Population	1,347
Percent Population Change (2010-2020)	- 3.44%
Land Area	0.87 sq. miles
Population Density	1,548.3 / sq. mile

Demographic considerations also include differences in social vulnerability²⁵. Figure 4-6 shows the overall Social Vulnerability (SVI) Index overall scores for Salem County.

Figure 4-6: Salem County Social Vulnerability Index: Overall Scores



²⁴ 2020 US Census

²⁵ Social vulnerability considerations are described in *Section 3: Hazard Identification and Risk Assessment* of the SC HMPU Base Plan.

Part 3: Hazard Identification and Risk Assessment

For Elmer Borough, Table 4-8 includes selected metrics where social vulnerability considerations are noteworthy when compared with all national census tracts:

Table 4-8: Elmer Borough Social Vulnerability Considerations²⁶

Metric	Comparison with all National Census Tracts
Socioeconomic Status	27 th percentile
Household Characteristics	16 th percentile
Racial and Ethnic Minority Status	5 th percentile
Housing Type and Transportation	44 th percentile

In addition, the percentage of residents earning below poverty level = 4.3% (compared with the average in Salem County of 12.6 % and New Jersey of 10.4%).

Part 3.6: Observations

- Outreach and guidance should be provided for residents, business owners, and property owners for:
 - Properties in or near flood hazard areas.
 - Older buildings to help evaluate potential risk of damage due to hazards such as Earthquake, High Winds, and Severe Winter Weather (i.e., heavy snow loads).
- All critical facilities are potentially vulnerable to Earthquake, High Winds, and Severe Weather (heavy rains in summer and snow loads in winter).
- Several critical facilities are potentially vulnerable to flood hazards and will be identified as priorities for follow-up critical facility field evaluations.
- Priority for follow-up should also be focused on critical facilities housing vulnerable populations related to Extreme Temperature and Severe Weather hazards. For example, determining and documenting (cross referencing EOP) how residents will be moved to facilities providing shelter including cooling and warming centers (all of which would need adequate back-up power and hardening).

²⁶ All supporting data for SVI is viewable at [SVI Data](#) .

Part 3: Hazard Identification and Risk Assessment

Part 3.7: Hazard Priorities

As a key step in the Hazard Identification and Risk Assessment (HIRA) process, the eleven (11) natural hazards identified in the SC HMPU Base Plan were discussed during the Municipal Working Group Work Sessions and the relative priority of these hazards was identified.

Based on their personal experience as well as the results of the HIRA, the Municipal Working Group rated the hazards as follows:

High Priority

- High Wind

Moderate Priority

- Severe Weather – Winter

Low Priority

- Dam Failure
- Earthquake
- Extreme Temperature: Hot & Cold
- Flood
- Severe Weather – Summer

Four additional hazard was considered but were not considered applicable to the municipality:

- Drought
- Levee Failure
- Sea Level Rise
- Wildfire

Part 3: Hazard Identification and Risk Assessment

Part 3.8: Climate Change Considerations

The following is based on results and assumptions from Sections 3.2 and 3.6 of the Base Plan regarding potential consequences of climate change. Table 4-9 is an excerpt from Table BP.3-44 that shows the potential impacts of climate change on a hazard-by-hazard basis for Elmer Borough.

Table 4-9: Potential Climate Change Impacts

Municipality	Dam Failure	Drought	Earthquake	Extreme Temperature	Flood	High Wind	Levee Failure	Sea Level Rise	Wildfire	Composite Score
Elmer Borough	N/A	L	H	L	L	M	N/A	N/A	N/A	L

Based on these results and assumptions, when compared to the other 13 participating municipalities, the overall potential for climate change impacts on Elmer Borough is low.

The hazards where climate change may create the most impact for Elmer Borough are:

- Earthquake
- High Wind

See the discussion in Section 3.2 and summary points in Section 3.6 of the Base Plan regarding how these potential impacts can be reflected in the implementation of the SC HMPU and mitigation measures in the community's Appendix.

Part 4: Mitigation Measures

Part 4: Mitigation Measures

Part 4 includes six subparts:

- *Part 4.1: Mitigation Goals and Strategy*
- *Part 4.2: NJ4 HMP Mitigation Measures*
- *Part 4.3: Municipal Mitigation Measures – Identification*
- *Part 4.4: Municipal Mitigation Measures – Implementation*
- *Part 4.5: Multi-Jurisdictional Mitigation Measures*
- *Part 4.6: Authorities, Policies, Programs, Resources, and Plan Integration*

Part 4.1: Mitigation Goals and Strategy

Goals were originally established by the SDVR Hazard Mitigation Steering Committee and validated by the four County Hazard Mitigation Working Groups in response to risk and capability assessment results.

As part of the NJ4 HMP plan update process, these goals were reviewed and edited by the Municipal Working Groups for use in the Municipal Appendices. In addition, the Municipal Working Groups for the SC HMPU reviewed and reaffirmed these goals for continued use in the Appendices.

All mitigation measures in the Municipal Appendix are related to at least one of these four goal statements.

- Goal 1: **Improve education and outreach efforts** regarding potential risk of natural hazards and appropriate mitigation measures that can be used to reduce risk (including programs, activities, and projects)
- Goal 2: **Improve data collection, use, and sharing** to reduce the risk of natural hazards
- Goal 3: **Improve capabilities and coordination** at municipal, county, and state levels to plan and implement hazard mitigation measures
- Goal 4: **Plan and implement projects** to mitigate identified natural hazards, known problems, and areas of concern

Based on these goals, the results of the HIRA, and experience of participants in the plan update process, the Municipal Working Group identified an overarching strategy for mitigation:

- Identify and address known problems or areas of concern for critical facilities and vulnerable populations
- Provide opportunities for residents and property owners to access available information about risk reduction and mitigation measures, e.g., useful links added to municipal websites
- Institutionalize hazard mitigation into municipal activities and programs through regular interactions of the Municipal Working Group and integration of related regulatory programs and planning initiatives
- Stay informed regarding changing conditions and related improvements in hazard and risk data due to future natural hazard events and increasing understanding of the effects of climate change and use the information as part of periodic evaluations of and refinements or additions to the municipality's mitigation program

The mitigation measures described in Parts 4.3 through 4.5 of the Municipal Appendix reflect this strategy.

Part 4: Mitigation Measures

Part 4.2: NJ4 HMP Mitigation Measures

Known problems and areas of concern were the basis for mitigation measures identified in the NJ4 HMP. In cases where these problems and concerns still exist at the time of the SC HMPU, the related NJ4 HMP mitigation measures were candidates for inclusion in the Municipal Appendix.

Table 4-10 identifies the status of mitigation measures included in the NJ4 HMP. These entries were based on information provided by the Municipal Working Group. In some cases, the NJ4 HMP mitigation measures were carried over as part of the Municipal Appendix as indicated in the “Comments” column and the far right-hand column of Table 4-10.

Table 4-10: Status of Elmer Borough NJ4 HMP Mitigation Measures

Mitigation Action, Program, or Project	Status	Comments	Mitigation Measure # 2728
M-1: Identify and pursue outreach and education opportunities to inform municipal residents, businesses, and property owners.	Work-in-progress	<p>Work-in-progress included:</p> <ul style="list-style-type: none"> ▪ Use of municipal website for emergency or hazard information dissemination ▪ Informal discussions among municipal officials, etc. 	
M-2: Prioritize critical facilities and complete site and facility surveys to identify vulnerabilities and potential mitigation measures.			Carried over as part of M-1
M-3: Conduct regular Municipal Working Group meetings.			
M-4: Install backup emergency power generator at Elmer Borough Hall (Police Department). (CF-1 and CF-3).	No progress		Carried over as part of M-2
M-5: Install backup emergency power generator to EOC (Elmer Fire Department) (CF-2 and CF-4).	Completed	Funded partially through USDA and partially financed through loan from Borough to Fire Department in 2020.	N/A
M-6: Install backup emergency power generator at Elmer Presbyterian Church (back-up shelter) (CF-6).	No progress		Carried over as part of M-3
M-7: Install back-up emergency power generator at municipal water supply pump station (CF-8).	Completed	Completed in 2017 using financing provided by the NJ Environmental Infrastructure Financing Program with construction oversight provided by NJ DEP Division of Water Quality.	N/A

²⁷ Detailed information for identification and implementation of municipal (designated with “M”) mitigation measures is included in Tables 4-11 and 4-12.

²⁸ Detailed information for identification and implementation of multi-jurisdictional (designated with “MJ”) mitigation measures is included in Table 4-13.

Part 4: Mitigation Measures

Mitigation Action, Program, or Project	Status	Comments	Mitigation Measure # 2728
M-8: Install back-up emergency power generator at municipal water supply pump station (CF-9).	No progress	Facility is setup to use a portable generator.	Carried over as part of M-4
M-9: Install backup emergency power generator at Elmer Elementary School (primary shelter) located at 207 Front Street (CF-10).	No progress		Carried over as part of M-5
M-10: Determine structural integrity of abandoned grain elevator structure.	Completed	Demolished by property owners in 2017.	N/A
MJ-1: Muddy Run Drainage Improvements/Canal Project.	Work-in-progress	Clearing completed by the Borough in 2017 relieved the problem. However, the end of Muddy Run toward Salem Street has again become overgrown and needs recurring maintenance and improvement.	Carried over as MJ-1

Part 4: Mitigation Measures

Part 4.3: Municipal Mitigation Measures – Identification

Table 4-11 includes the list of mitigation measures that are considered the responsibility of the municipality. These mitigation measures:

- Reflect the goals and strategy identified in Part 4.1
- Include projects carried over from NJ4 HMP as detailed in Part 4.2
- Include new projects, programs or activities identified by the Municipal Working Groups including measures to address known problems or areas of concern for critical facilities and vulnerable populations
- Address Repetitive Flood Loss (RL) and Severe Repetitive Flood Loss Properties (SRL)²⁹ if applicable

Table 4-11 includes:

- Brief description of the mitigation action, program, or project
- Hazard(s) addressed by the measure
- Relevant goal(s) addressed by the measure
- Whether the measure pertains to existing or new structures or both

Table 4-11: Elmer Borough Municipal Mitigation Measures Identification

#	Mitigation Action, Program, or Project	Hazard(s)	Goal (s)	Existing or New Structures
M-1	<u>Municipal Mitigation Program</u> – including sustained efforts in cooperation with Salem County Office of Emergency Management (SC OEM) to: <ul style="list-style-type: none">▪ Conduct outreach and education for residents, businesses, and property owners▪ Complete critical facility field evaluations to identify potential vulnerabilities and mitigation measures▪ Compile relevant data regarding hazard impacts▪ Support regular interactions of the Municipal Working Group▪ Seek integration of hazard mitigation with other parallel planning initiatives	All	All	All
M-2	Install backup emergency power generator at Elmer Borough Hall (Police Department). (CF-1 and CF-3).	All	Goal #4	Both
M-3	Install backup emergency power generator at Elmer Presbyterian Church (back-up shelter) (CF-6).	All	Goal #4	Both

²⁹ Section 3: *Hazard Identification and Risk Assessment* of the SC HMPU Base Plan includes a description of RL and SRL properties.

Part 4: Mitigation Measures

#	Mitigation Action, Program, or Project	Hazard(s)	Goal (s)	Existing or New Structures
M-4	Install permanent back-up emergency power generator at municipal water supply pump station (CF-9).	All	Goal #4	Both
M-5	Install backup emergency power generator at Elmer Elementary School (primary shelter) located at 207 Front Street (CF-10).	All	Goal #4	Both

Part 4.4: Municipal Mitigation Measures – Implementation

Table 4-12 includes information identified by the Municipal Working Group:

- Part(ies) responsible for following up with implementation of the measure
- Priority for implementation considering a range of criteria³⁰
- Project Type to help determine funding options and implementation mechanisms at the municipal level³¹
- Estimated Cost, including estimates provided by the Municipal Working Group or approximate ranges for projects that are in early stages of development
- Target Date, indicating desired completion dates assuming availability of funding
- Next step(s) anticipated to implement the identified mitigation measures at the municipal level

Table 4-12: Elmer Borough Municipal Mitigation Measures Implementation

#	Mitigation Action, Program, or Project	Responsible Part(ies)	Priority	Project Type	Estimated Cost (\$)	Target Date	Next Step(s)
M-1	Municipal Mitigation Program	Office of Emergency Management	High	Program	Staff Time	On-going, sustained effort	<ul style="list-style-type: none"> ▪ Identify outreach and education objectives and methods (working with SC OEM) ▪ Set priorities (if necessary) and initiate critical facility field assessments ▪ Identify schedule for plan updates (including sustained public participation and plan integration efforts)

³⁰ Section 4: Mitigation Measures of the SC HMPU Base Plan includes a description of evaluation criteria considered by the Municipal Working Group.

³¹ Section 4: Mitigation Measures of the SC HMPU Base Plan includes a description of project types and related information regarding funding options and implementation mechanisms.

Part 4: Mitigation Measures

#	Mitigation Action, Program, or Project	Responsible Part(ies)	Priority	Project Type	Estimated Cost (\$)	Target Date	Next Step(s)
M-2	Install backup emergency power generator at Elmer Borough Hall (Police Department). (CF-1 and CF-3).	Elmer Borough OEM	Moderate	Back-up Emergency Power Generator	< \$100K	One to three years	Conduct project scoping. ³²
M-3	Install backup emergency power generator at Elmer Presbyterian Church (back-up shelter) (CF-6).	Elmer Borough OEM	Moderate	Back-up Emergency Power Generator	< \$100K	One to three years	Conduct project scoping.
M-4	Install permanent back-up emergency power generator at municipal water supply pump station (CF-9).	Elmer Borough DPW	Moderate	Back-up Emergency Power Generator	< \$100K	One to three years	Conduct project scoping.
M-5	Install backup emergency power generator at Elmer Elementary School (primary shelter) located at 207 Front Street (CF-10).	Elmer Borough School Board	Moderate	Back-up Emergency Power Generator	< \$100K	One to three years	Conduct project scoping.

The following are additional notes regarding the implementation of Mitigation Measure M-1 (consistent with *Part 3.6: Observations*):

- Outreach and guidance should be provided for owners of :
 - Buildings potentially exposed to Flood.
 - Buildings in or near the 1% annual flood zone regarding potential risk and availability of NFIP flood insurance.
 - Older buildings to help evaluate potential risk of damage due to hazards such as Earthquake, High Winds, and Severe Weather (heavy rains in summer and heavy snow loads in winter).
- Considerations for prioritizing and conducting critical facility field evaluations were reviewed as part of the Round 2 Working Group Meeting and include:
 - All CFs are potentially vulnerable to Earthquake, High Winds, and Severe Weather (heavy rains in summer and heavy snow loads in winter).
 - In addition, some CFs are potentially vulnerable to Flood and should also be considered as candidates for follow-up facility-level evaluations.
 - Priority for follow-up should also be focused on critical facilities housing vulnerable populations, e.g., group homes, related to Extreme Temperature and Severe Weather hazards. For example, determining and documenting (cross referencing the jurisdiction's Emergency Operations Plan) how residents will be moved to facilities providing shelter including cooling and warming centers (all of which would need adequate back-up power and hardening).
- Provisions for Plan Maintenance include :
 - Sustain public outreach and participation (including but not limited to targeted outreach and guidance efforts)
 - Conduct regular interactions of the Working Group to keep the plan current (e.g., an annual plan review and amendment process at a minimum)
 - Track and take advantage of plan integration opportunities including noting all upcoming plan updates as part of regular Working Group interactions

³² Project scoping for M-2, M-3, and M-5 to include determining feasibility to install hookup and transfer switch for using portable generator(s) to accommodate need, at least as a temporary measure (Note: CF-9, the subject of M-4, already has a hook-up for a portable generator).

Part 4: Mitigation Measures

Part 4.5: Multi-Jurisdictional Mitigation Measures

During the Municipal Working Group Work Sessions, the Working Group identified some NJ4 HMP mitigation measures to be carried over, as well as adding new areas of concern, all of which were designated as multi-jurisdictional mitigation measures. Implementation of these measures, in the opinion of the Municipal Working Groups, requires participation or leadership from other levels of government, including county, state, and federal agencies. These multi-jurisdictional mitigation measures were compiled in Table 4-13.

These measures have been referred to the County Working Group for consideration. As part of the implementation of the SC HMPU, the County Working Group will be working with the municipalities to:

- Confirm identified issues are valid multi-jurisdictional measures
- Identify specific responsibilities amongst different level(s) of government to address these problem areas
- Identify mitigation measures or related projects which may address the described problem areas that are already acknowledged as County responsibilities including identifying the appropriate County agency or department taking the lead role and status of implementing these mitigation measures
- Identify which, if any, additional mitigation measures the member agencies of the County Working Group will assume responsibility to implement

Table 4-13: Elmer Borough Multi-Jurisdictional Mitigation Measures

#	Problem Description	Hazard(s) Addressed	Goal Addressed	Applies to Existing or New Structures	Potential Partners	Priority
MJ-1	Muddy Run Drainage Improvements/Canal Project.	Flood	Goal #4	Both	Elmer Borough, Salem County Department of Public Works.	High

Part 4: Mitigation Measures

Part 4.6: Authorities, Policies, Programs, Resources, and Plan Integration

Part 4.6 includes three (3) subparts:

- Authorities, Policies, and Programs - Cross referencing relevant information and recommendations in the SC HMPU Base Plan regarding existing authorities, policies, and programs in the County and specific information about the Elmer Borough's participation and continued compliance in the National Flood Insurance Program (NFIP)
- Resources - Cross referencing relevant information and recommendations in the SC HMPU Base Plan regarding improving capabilities and coordination at the County and municipal level and specific information about Elmer Borough's available resources
- Plan Review and Integration – Identifying plans and programs included in the development of Plan Integration recommendations in the SC HMPU Base Plan

4.6.1: Authorities, Policies, and Programs

Section 4.6: Authorities, Policies, Programs, Resources, and Plan Integration of the SC HMPU Base Plan summarizes relevant authorities, policies, and programs related to hazard mitigation in Salem County including the NFIP.

Continuing participation in the NFIP as part of the implementation of the SC HMPU includes:

- Involvement of Floodplain Administrator during the SC HMPU implementation process
- Commitment to adopt updated FIRMs (if appropriate) and evaluate / update the municipality's Flood Damage Prevention Ordinance as appropriate per recommendations included in Section 4.6 of the SC HMPU Base Plan and under Part 4.6.3: Plan Review and Integration of this Appendix.

4.6.2: Resources

The update of the NJ4 HMP included reexamining participating jurisdictions' hazard mitigation and floodplain management capabilities; potential for improving capabilities and coordination within and between jurisdictions; and plan integration considerations, including:

- *Section 4: Mitigation Measures* of the SC HMPU Base Plan includes summary observations and recommendations concerning:
 - Capabilities for hazard mitigation planning and mitigation measure implementation and floodplain management for the participating jurisdictions
 - Coordination within municipal governments, between municipal governments and their communities, and between municipal, county, and state agencies responsible for hazard mitigation
- *Section 4.6: Authorities, Policies, Programs, Resources, and Plan Integration* of the SC HMPU Base Plan also includes summary statements regarding county and municipal resources and the impact of resource limitations on the overall approach to the SC HMPU mitigation strategies.

Table 4-14 compares the results of the Capability Assessment Survey for the County as a whole and Elmer Borough.

Part 4: Mitigation Measures

Table 4-14: Elmer Borough Capability Assessment Survey Results

Metric	Elmer Borough Results (n=2)	Salem County "as a whole" Results (n=52)
Position Type: Full-time	0%	29%
Position Type: Part-time	100%	71%
Position Type: Volunteer	0%	0%
Time in Position: Less than 1 year	50%	23%
Time in Position: 1 to 2 years	0%	12%
Time in Position: 2 to 5 years	50%	19%
Time in Position: More than 5 years	0%	46%
Prior Experience: None	50%	50%
Prior Experience: with hazard mitigation planning	50%	37%
Prior Experience: with HMA grant administration	0%	12%
Prior Experience: with floodplain management	0%	12%
Training / Certifications: None	50%	71%
Training / Certifications: for hazard mitigation planning and implementation	50%	19%
Training / Certifications: for floodplain management	0%	10%

In general terms, when compared to the sampled individuals from across all the Working Groups, Elmer Borough has:

- Lower percentage of full-time staff
- Lower average time in current positions
- Similar percentage of staff with experience in hazard mitigation planning and HMA grant administration
- Lower percentage of staff with experience in floodplain management
- Higher percentage of staff with training for hazard mitigation planning and implementation
- Lower percentage of staff with training for floodplain management

4.6.3: Plan Review and Integration

Section 4.6: Authorities, Policies, Programs, Resources, and Plan Integration of the SC HMPU Base Plan includes:

- Table BP.4-2 that identifies primary plans and documents collected from each of the participating municipalities.
- Results of reviewing primary plans and documents to determine the extent to which these documents reflect up-to-date hazard risk and mitigation.
- Recommendations for integrating the results of the SC HMPU, including hazard mitigation data, goals, measures, and/or recommendations with existing plans and programs at the municipal level that are relevant to all participating municipalities and incorporated by reference in each of the jurisdiction-specific Appendices

The plan maintenance process articulates and specifies a commitment to review and follow these recommendations during future scheduled updates of these various documents as considered appropriate by the Working Group and the governing body of the municipality.

Specific documents obtained during the plan update process from the Elmer Borough Working Group include:

- Elmer Borough Emergency Operations Plan (2023)
- Elmer Borough Master Plan and Reexamination Report (2015)
- Elmer Borough Land Use and Development Ordinances (2014)³³
- Elmer Borough Zoning Map (2002) and Floodplain Map³⁴

In addition, the following is the status of the Flood Damage Prevention Ordinance (FDPO):

- Current version was adopted in June 2016 and is consistent with the most recent FDPO per NJDEP available at that time.
- The Construction Code Official is the responsible party for enforcement. The individual who currently holds that position is included on the Working Group and has completed the capability assessment survey.
- The document is accessible to the public via internet.³⁵

³³ <http://www.elmerboroughnj.com/files/91206477.pdf>

³⁴ <http://www.elmerboroughnj.com/LandUseBoard.html>

³⁵ <https://ecode360.com/35942865>