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## OBJECTIVES OF THE NEW BETHLEHEM BOROUGH COMPREHENSIVE PLAN

As a preliminary to the preparation of the Plan, the New Bethlehem Borough Planning Commission, in conjunction with Borough officials, residents, and the consultants, formulated a series of objectives. The Plan was guided by and designed to meet these objectives.

### Objectives

The purpose of the New Bethlehem Borough Comprehensive Plan is to provide:

Historical information necessary to gain a perspective of past development in New Bethlehem.

A description of the Borough's regional location so that this asset can be fully capitalized upon in future development.

A summary of the natural elements that shape the environment of New Bethlehem, since future planning decisions and proposals must consider and integrate these physical features with suitable and economical development.

An economic analysis which will indicate why the Borough exists as it does, how it has developed and what prospects are for future development.

A financial analysis which seeks to determine what current programs are costing the Borough and what financial resources the Borough might reasonably expect to have at its disposal to continue these programs and others introduced by the Plan.

Information on population growth trends, composition and distribution, since all planning studies and the resultant provision of municipal

services are dependent on the characteristics of and the number of people residing now and expected to reside in a community in the future..

A thorough study of land use relationships and the identification of problems so that long term arrangements can be made to insure future growth and stability.

A summary of the condition of structures in the Borough so that the need for redevelopment or rehabilitation can be determined.

A program for optimum use of land which will guide Borough growth and, at the same time, provide a healthful and aesthetically pleasing community environment.

A traffic analysis and program which can promote uncongested circulation patterns and minimize hazards in the daily movement of people and goods.

An analysis of existing public utilities and a program for future development so that adequate facilities can be provided for the safety and convenience of presently developed areas and to serve as a guiding stimulus for future land development activity.

A thorough survey of existing community facilities and services, an analysis of their adequacy in satisfying existing and future demands, and a program which will promote the social welfare of New Bethlehem residents.

A guide for action which serves to effectuate the recommendations outlined in the Comprehensive Plan by outlining the immediate steps the Borough should take to begin and complete a short-range action program.

## HISTORY

The land on which New Bethlehem now stands was granted by warrant to Timothy Pickering, Samuel Hodgden, Dwaean Ingram, Jr. and Tench Cox. The warrant was dated May 17, 1785 and known as No. 185, situated in Brodhead's former district, No. 6 containing 631 acres, 16 perches. Timothy Pickering, etc., above-named, conveyed the tract to William E. Hulings, by deed dated December, 1821. Hulings on the same day conveyed said tract to Anne Wickoff, of Philadelphia, Pennsylvania.

Henry Dovenspike located on an adjoining tract belonging to the Holland Land Company in 1806, and built a log house where William Truitt lived. He purchased part of the Wikoff tract March 1, 1831; and, at his death, two of his heirs laid out part of the land which they inherited in town lots, the history of which is preserved by the form of deeds they had printed, and which they used in conveying the first lot.

Christian Himes located on a fifty acre tract of the Wikoff land, that joined the original borough limits on the north, as early as 1808. He built a log house near the spring above the town. This was the first house built in the present limits of the borough. He died shortly afterwards, leaving two sons, John and Joseph, who were separated and sent to live with strangers. John returned in 1838, purchased a number of acre-lots, and worked at cabinet-making until his death. Joseph returned in 1848, purchased the old homestead and commenced farming. A part of his farm was also laid out in town lots. Keck's addition of town lots was made in 1871, and A. H. Allebach's in the same year.

The town was first called Guntown, in honor of Henry Nolf, Jr., whose popular name was "Gum Nolf", and who located here in 1830. Afterwards it was changed to Bethlehem, and again to New Bethlehem, to distinguish it from a place of the same name in Northampton County.

Henry Nolf was intimately identified with the early business interests of the town. He established the first store, and built the first saw-mill as early as 1815, and the first grist-mill in 1835. The storehouse stood near where the bridge is now located, and was the second building erected. In 1833 he took Mr. Thomas McKelvy in the store and sold out to him the following year. Mr. McKelvy continued in the business until 1858, when he sold to C. E. Andrews, whom he had taken in the store as clerk in 1849.

In 1834 George Space moved here and built a blacksmith shop. Adam Hilliard, P.H. Hoffman, Gabriel Miller, Jacob Shankle, Joseph Conger moved to town soon after. One after another continued to locate and

build here until 1853 when a charter of incorporation was granted by Clarion County Court, creating the town into a borough. John Himes was elected burgess, and George Space, Joseph Conger, Frederick Mohney and Joseph Himes, councilmen. The first act of council was to correct the irregularities of the streets and alleys, and to arrange two lots in a regular plot.

C. E. Andrews built a steam saw-mill about 1860, and at the same time erected a scaffold on which to build flat-bottomed boats.

In 1862 Mr. Andrews built a planing-mill putting in the latest improved machinery. This mill supplied the town with all the dressed lumber and was used until after the railroad was built, which was completed in 1873.

The first grist-mill was built in 1835; previous to this the farmers took their grain to Hesse's mill at Maysville, which, at that time was the only grist-mill in all the country.

A foundry was built by Fulton & Jones in 1837. It was afterwards conveyed to Philip Cobett who sold it to C. R. McNutt & Son, and was purchased by John Hilliard in 1868. They added to it a machine shop for manufacturing plows and threshing machines and a hardware store. The whole business was superintended by S. W. Hamilton.

Redbank Creek was the "Gift of the Nile" to the settlers of New Bethlehem for its transporting power. By the act of Assembly, of March 21, 1798, "Redbank Creek" was declared to be a public stream, "from the mouth to the second or great fork." The place where what is now known as North Fork empties into it.

A pay school, as it was called, was organized in 1828 by Mr. Meredith. It consisted of four or five pupils, who attended part of the time, or as long as their money lasted, which was never more than three months in a year. The following were the pioneer teachers: Smith Lavelly, Mary Tom, Mrs. Alshouse, James Sheals, John Green, William Sloan, Mr. Vandike, Mr. Baker, Miss Baker, Samuel Travis, Mr. Forbes, Adison Wilson, and Joseph Galbreith.

The first school house was built in 1848. One of the school buildings was built by C. R. McNutt in 1855 at a cost of \$2,500. Another was built in 1883. L. L. Himes took charge of the schools in 1875 and by faithful work for eight successive years, succeeded in creating a healthy educational feeling among the people.

P. H. Hoffman was the first member of the M. E. Church and for many years entertained the minister when he visited the town. Mrs. Jacob Hilliard was the first member of the Baptist Church. The Baptist Church was built in 1852. The M. E. Church was built in 1853. The third Church was the Roman Catholic, built in 1872 at a cost of \$3,000. The fourth church was the Presbyterian Church - a two story frame erected in 1877, but was not finished until 1885 at a cost of \$6,500.

The town is surrounded by hills containing vast deposits of coal, iron ore and limestone but little was done toward developing the mineral resources until after the railroad was built which was completed in 1873.

The first locomotive was run into the town on March 14, 1873. Messrs. Jones and Brinker immediately went to work developing the Fairmount Mines which proved a success quite beyond their greatest expectations. Land around the town immediately went up to \$100 and \$200 per acre.

By 1893 there were three coal companies operating in the vicinity of New Bethlehem. The Fairmount Coal and Iron Company which shipped 30 to 35 cars of coal per day. The Oak Ridge Mining Company located in Armstrong County shipped 40 cars per day, and the Northwestern Coal and Iron Company operated the Long Run Mines located one and one-half miles below New Bethlehem and shipped 20 to 25 cars daily.

In 1890 the community had their own gas supply from a 1,400 foot deep well which had 500 pounds of pressure. Officers of the Community Gas Company were: F. P. Williams, President; J. Day O'Donnel, Secretary; Emmett Flarity, Treasurer; F. L. Andrews, Manager; and D. L. Thomas, Superintendent.

In 1882 the citizens organized a water company with a paid up capital stock of \$10,000.

The first distillery was built by George Trumble in 1840. Trumble sold the distillery to Mercer and Slaughenhaupt. The second distillery was built in 1860 by Arthur O'Donnel. A brewery was built on the same site in 1864.

The first cemetery was laid on the corner of Wood and Penn Streets and contained half an acre. In 1865 council purchased three acres from Joseph Himes in the northwest corner of the borough. Many of the dead were then moved to this site.

The first physician that practiced in this place was Dr. James Irwin.

The "New Bethlehem Savings Bank" was organized in 1872 with a capital of \$50,000. The first officers were: C. E. Andrews, President; J. R. Foster, Cashier; Directors were A. H. Allebach, Martin Williams, H. M. Wick and M. Arnold.

By 1890 the New Bethlehem Savings Bank had a capital of \$75,000 and deposits amounting to \$150,000.

Thomas McKelvy was instrumental in establishing the first post office. He held the position of post master till 1854 when C. E. Andrews was appointed.

One of the best known athletes in the community was Offee Schreckengost, commonly called Offee Schreck. He played professional baseball from 1897 through 1908.

New Bethlehem also had a cigar company operated by John Hutchinson in 1898.

The first newspaper was published in New Bethlehem in 1885, and the first automobile was a "Grout Steamer" owned by Dr. R. E. Dinger in 1902.

The community continued to prosper until the great depression and by the end of the Second World War had seen the technological advances erode most of its industrial base and leave the community with serious problems of unemployment.

Perhaps the more current history of New Bethlehem is best summed up by an editorial presented on KDKA Radio by L. R. Rawlins the General Manager in 1959. The following is a quote of the entire editorial because he provides some lessons which are most applicable to the present situation and the potential for future development for the community.

"All of us know and realize the terrible tragedy much of Western Pennsylvania and Ohio suffered in the recent flood, and although it will never seem so to the people whose homes were lost or damaged ... it may well be a blessing in disguise. It has chased the opponents of the Kinzua Dam off the reservation and there is little likelihood of further delays in the construction of upstate flood protection.

But the flood that we want to talk about for a few moments is the flood of unemployment that has literally chased thousands of families from their hometowns. The flood of unemployment is a sinister,

creeping paralysis that has been with us for a long time and cannot be explained away by the 1958 recession, or, for that matter, any recession.

Governor Lawrence, in his inauguration address, labeled this our major problem in the Commonwealth. Specifically, he said that Pennsylvania has a series of economic problems many years in the making that can bring us a grave crisis in the future if we don't learn to act together and act now.

Nearly twelve percent of our labor force of more than a million people were without jobs. In the last twenty-five years, the number of manufacturing plants in the four adjacent counties to Pittsburgh increased only half as much as similar areas throughout the Nation. Allegheny County actually lost manufacturing plants - five hundred (500) plants to be exact.

We are not keeping pace with the industrial growth of the Nation, nor are we diversifying and creating employment to soften the blows of the slumps in coal and railroading.

Many of you live in towns faced with severe economic troubles. A few of you live and work in towns that face a bright, prosperous future. When you look at communities which have solved their problems you find only one thing. The people and the town helped themselves.

How can you do it in your town? Well, let's take a look at a good example.

New Bethlehem, Pennsylvania, is some seventy-five (75) miles northeast of Pittsburgh - population, sixteen hundred and four (1,604).

Over the years the town had only a small lumber company, a little peanut butter firm that wandered in after the war, and several, but modest, tile and fire brick firms - and, on the deficit side, a rapidly depleted strip mining industry. They had an unemployment problem - and were designated a surplus labor area. Their youngsters grew up and graduated from school and those who didn't migrate, just didn't find jobs.

This is a pattern not unlike hundreds of other towns within the range of the KDKA signal.

But in New Bethlehem, businessmen got tired of singing the blues and wringing their hands, and in 1953 set out to do something about their predicament.

Their first step was to form a 'New Industry Committee' and they got every businessman to include in the envelope of every bill paid to suppliers a note with a pointed question: Is your firm thinking of expanding? If so, let us know about it. The Committee buttonholed every salesman who came to town and asked the same question.

In 1954 - roughly one year later - Milo Palaggo and his partner Joseph Constable, who operated the J. and M. Furniture Company, popped the question to Joe Schaffer, a salesman for Crawford Furniture Company. Mr. Schaffer responded in the affirmative: 'Yes, we are thinking of expanding.'

Charley Leach, the town's Industrial Committee Secretary, promptly arranged a meeting with Clyne Crawford, President and Owner of the Crawford firm in Jamestown, New York.

Meetings were held. Crawford was impressed - impressed with the labor pool, the nearness of hard wood such as maple, cherry, and oak. Mr. Crawford was also a man of action and said if the town would build him a seventy thousand square foot building, they would set up operations in New Bethlehem.

The town then formed the New Bethlehem Area Development Corporation, with hardware merchant, W. C. Martin as President, Dean Bowersox, who operates a frozen food locker plant, as Vice-President, auto dealer W. K. Willison as Treasurer, and Charley Leach as Secretary and moving force.

Their first move was to go to the John Hancock Mutual Life Insurance Company of Boston, where they obtained a \$360,000 loan. Then they went to the townspeople to sell bonds, with each merchant urged to buy at least a thousand dollars worth, but no more than ten. One hundred and forty people bought two hundred and ninety-two thousand dollars worth of bonds. A thirty acre site on the edge of town was secured.

To finish the building, the group went to the Pennsylvania Industrial Development Authority and obtained a \$60,000 loan.

On July 1, 1955, New Bethlehem celebrated the opening of the \$700,000 plant, the first hard wood manufacturing plant north of the Mason-Dixon line since the First World War.

It is now running in two shifts with jobs for close to two hundred men.

Most towns would have been satisfied to slow down at this point, but whetted by their initial success, the Committee threw itself into twenty-five additional leads. One of them, turned up by the West Penn Power Company, was the Hawthorne Manufacturing Company of Youngstown, Ohio which was looking for a relocation site.

Well, you perhaps guess by now, Hawthorne did relocate. The Development Committee obtained an eight acre site, the New Bethlehem Bank put up \$75,000 first mortgage money, the State Industrial Development Authority, a loan of \$45,000 and the townspeople bought thirty thousand dollars worth of bonds.

Did the people in New Bethlehem stop here? They did not - but kept plugging away - and New Bethlehem hit the jackpot, as these things go, by landing the Rola Company of Cleveland - an electronics firm employing mostly women for intricate bench work. Four hundred and seventy people responded to the first employment ad.

Rola came to New Bethlehem for two important reasons - labor pool and female workers, and a low three and one-quarter per cent interest loan for their \$250,000 building.

The Rola Plant is scheduled to open in March, providing jobs for 225 women and 75 men.

And here we are - New Bethlehem - population, 1600 - created 500 new jobs with an annual payroll of over two million dollars a year - and they did it in the last five years.

New homes have been built. Not so many people commute elsewhere for employment - and the high school graduate has a better crack at earning a living in his home town.

What's the formula? Well, you need cooperative property owners who are willing to sell land at a fair price. You need low real estate and occupational taxes to attract outside firms. You need a group of energetic people in your community to aggressively seek out potential industry. You have got to make decisions fast and not get trapped in your own red tape.

And as Charley Leach so aptly puts it - and I'll quote here -

' and any community willing to put their money where their mouth is can do it.'"

## REGIONAL LOCATION

New Bethlehem is situated in the extreme southern part of Clarion County in the northwestern quadrant of Pennsylvania. The Borough lies within a 50 mile radius of two-million persons and within a 100 mile radius of over seven and one half million people. Owing to inconvenient access, however, the Borough is handicapped in its efforts to reach this populous or to attract industry which relies heavily upon highway transportation.

The nearest major thoroughfare is Interstate 80 which lies 17 miles north of the Borough via Pennsylvania Route 66. Major egress to the south is along Pennsylvania 28-66 via Kittanning. Should the anticipated Allegheny Valley Thruway be located close to the Borough, the accessibility of New Bethlehem would be greatly improved.

The Borough's location has the natural advantages of being a gateway to Northern Pennsylvania's wooded recreation lands. The rural character of the surrounding area enhances the hometown atmosphere of New Bethlehem - that of being absent from metropolitan tensions. These aspects have not been fully capitalized and are hampered to some degree by many strip mined areas.

Being the largest major Borough in the southern part of Clarion County, New Bethlehem's character is also one of retail significance, since the Borough's strong retail core serves a wide rural area. This fact enhances the opportunities for the Borough to become a retail trade center of regional significance.

## PHYSIOGRAPHY

New Bethlehem Borough is a part of the Allegheny Plateau which extends from New York State to Pittsburgh. The land forms evident in the Borough are a result of a number of geologic stages, the most recent of which was the glacial invasion. The geological action and the great ice cap are responsible for the rugged land forms, steep slopes, and numerous streams which dissect the land to form narrow valleys. Like many neighboring communities, New Bethlehem Borough grew because of the easy access to navigation routes for industrial purposes. Unfortunately, early land developers were primarily concerned with satisfying local industrial demands and paid little attention to severely climbing slopes which rise sharply from Redbank Creek to meet the Plateau.

### Topography

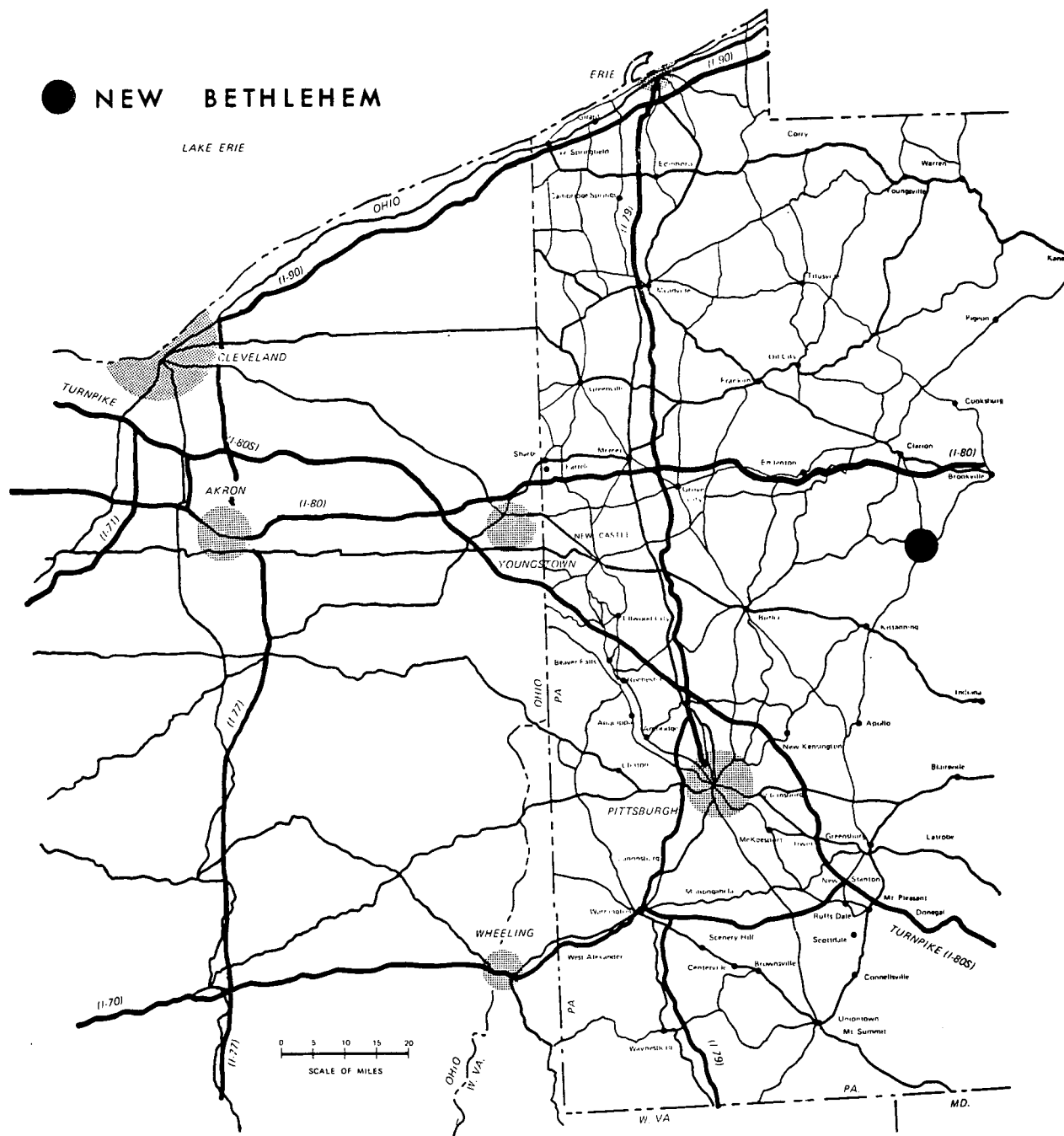
New Bethlehem Borough is characterized by precipitous slopes with a limited amount of level land. A peneplain is evident along Redbank Creek, the southern boundary of the Borough. This plain extends northward to the opposite side of the Penn-Central Railroad line where steadily increasing slopes appear, reaching a contour elevation of 1,481 feet, which represents an increase of approximately 400 feet from elevation at Redbank Creek. As these slopes extend in a northerly direction, they are dissected by Leisure Run, a small stream which empties into Redbank Creek.

With a limited amount of level land and the steep slopes extending northward, New Bethlehem Borough faces several deterrents to development. The steep slope areas not only present a handicap to development but provide inconvenient access to the Borough. In addition, the problem of strip mined areas exists in the northern section of the Borough. Despite the steep slope areas, New Bethlehem Borough is 78 % developed, with most development being residential in nature. However, most of the remaining undeveloped land is unsuited for most urban development. In view of the topography of the Borough and the amount of available land, it appears that New Bethlehem Borough should consider urban renewal as well as additional development.

In fact, any development must respect these unalterable topographic conditions. Only that portion of the Borough between Redbank Creek and the Penn-Central Railroad line is of level to moderate slope (0-8%) involving little hindrance to development. However, this section of the Borough is already developed and contains most of the industry in the Borough.

# REGIONAL LOCATION

● NEW BETHLEHEM



There is a limited amount of land available for development north of Penn Street. The slopes in this area are not as pronounced and could possibly support additional development, excepting industrial and commercial use. The degree of slope, however, requires skill in street layout to avoid long sustained inclines and drainage structures must be carefully designed and properly installed to retard erosion damage.

A large percentage of the undeveloped land within New Bethlehem Borough is unsuited for most urban development. Steep slopes areas usually require expensive, if not totally uneconomical establishment of utilities, public services, and improved streets. For this reason it is unlikely that development will occur on such steeply sloping land. However, steep slope areas provide an excellent opportunity for passive recreation and enhance the natural beauty of the Borough. Such areas existing in New Bethlehem Borough should be preserved as permanent open space.

#### Drainage and Flooding

New Bethlehem Borough is part of the 101 square miles drained by Redbank Creek. All precipitation within the Borough flows into Redbank Creek by gravity. This waterway forms the southern boundary of the Borough and eventually empties into the Allegheny River which drains approximately 40 square miles in Clarion County. Redbank Creek joins the Allegheny River at an elevation of 844 feet which represents a fall of 283 feet from the point at which it enters Clarion County. Traveling a distance of 32 miles in Clarion County, Redbank Creek falls approximately 9 feet per mile providing an excellent drainage system for New Bethlehem Borough and other surrounding communities.

While the Borough is afforded a natural drainage system, the inefficient system of storm sewers within the Borough creates problems. Storm sewers are not widely placed and catch basins are insufficient. Most of the storm sewers are concentrated in the area from Wood Street to the western Borough boundary. However, the storm sewers are integrated with sanitary sewers causing a high degree of surface water to be processed. Independent storm sewers occur on Wood Street, from Washington Street to the Borough line, and on Penn Street, from Walnut to the Borough line; while the remainder of the Borough resorts to open ditches to achieve storm collections.

In addition to the inadequate storm sewer system, the problem of flooding also exists in New Bethlehem Borough. During periods of heavy rainfall, Redbank Creek is unable to handle the increased runoff, and flooding occurs in the southern portion of the Borough. However, the increased runoff at New Bethlehem Borough is not solely responsible for any flooding. Areas farther upstream also affect the amount of water

flowing into Redbank Creek and contribute to any overflow that occurs along the Creek. The problem of flooding therefore, is not unique to New Bethlehem Borough, but occurs in other communities along Redbank Creek. In view of this situation, it appears that any flood control measures should be a result of the combined efforts of those municipalities jointly affected.

Flooding sometimes occurs during the winter months as a result of ice jams near the dam. The accumulation of ice causes flooding farther upstream which results in damage to adjacent properties. In addition, the ice jams also weaken the dam and could create problems over extended periods of time. In order to alleviate the problem of ice jams, the Borough should investigate the possibility of dredging Redbank Creek, as was recommended by the U. S. Army Corps of Engineers. This would not only help to solve the problem of ice jams, but would also provide an excellent opportunity for developing recreational facilities.

### Soil Characteristics

The Soil Survey for Clarion County conducted by the SCS, U. S. Department of Agriculture, was published in 1955. The soils of New Bethlehem and vicinity fall into three general categories. These include the Gilpin-Ernest (GE), Gilpin-Rayne-Ernest (GRE), and the Holston-Monongahela (H-M) series.

The Gilpin-Ernest (GE) soil type is found chiefly on steep valley slopes. They are moderately deep over shale or sandstone and range from sloping to steep. The Ernest soils lie on lower slopes, where they were formed from an accumulation of material that washed downhill or was moved down by gravity. The Ernest soils are characterized by somewhat poor natural drainage.

The Gilpin-Ernest area is occupied mostly by dairy farms and general farms. Only the best fields are used. Erosion has been moderate or moderately severe on much of the cleared land.

Soils of the Gilpin-Rayne Ernest series are most dominant in this area. Slopes range from gentle to steep, but the general landscape is one of much less rugged relief than that of the Gilpin-Ernest area. Considerable strip mining and some deep mining have been done on these soils.

The Holston-Monongahela (H-M) soils lie on the benches of the Redbank Creek. They have been formed of silty materials that are almost free of gravel. The Holston soils have good natural drainage while the Monongahela soils are moderately well drained.

Soil types similar to the Holston-Monongahela series include the Pope and Philo soils which lie in flood plain areas in and around New Bethlehem. They have been deposited from flowing water and are subject to overflow at times of high water. The Pope soils have good natural internal drainage while the Philo soils are moderately well drained. These soils are wet most of the time unless they have been artificially drained.

Although the soils in New Bethlehem Borough belong to three general categories, there are eleven chief soil types found in the area. The following section includes the name, symbol, and a brief description of each found in New Bethlehem Borough and vicinity.

#### *Ha - Holston Silt Loam 0-2% Slopes*

Soils of the Holston series are well-drained soils that developed from acid silty deposits on old alluvial plains. The deposits have been undisturbed long enough to allow normal maturing of the soil profiles. The soils are associated with moderately well drained Monongahela soils.

The Holston Silt Loam 0-2% slopes contain a medium texture and are permeable to water and air. Having a good structure this type soil contains a moderate supply of plant nutrients and can be extensively tilled without any great risk of erosion. The soil is suitable for all general farm crops but requires lime and fertilizer in amounts dictated by field to field tests and requirements of the crop to be grown.

The Holston soils all have a moderately high moisture-supplying capacity and are acid. The location of these soils on gentle to moderate slopes near streams but above the flood level accounts for the high proportion of the total acreage in townsites.

#### *Pe - Pope Silt Loam 0-5% Slopes*

This type soil belongs to the Pope series which are well drained alluvial soils on flood plains of streams that drain acid soils of the uplands. Most of the Pe soil is nearly level. Only areas on small local alluvial fans have slopes up to 5 percent. The soil is acid and is friable and permeable to water, air, and roots. It also has a moderately high water supplying capacity.

The Pe soils in the Borough are generally well suited to general farm crops and pasture but they occupy only small areas. Occasional flooding occurs but seldom when the common crops are vulnerable to serious damage. Winter cover crops are needed where the soil is intensively used for tilled crops. Rotated grazing and mowing weeds will increase the crop yield.

*G1 - Gilpin Shaly Silt Loam - 5-12% Slopes*

This soil is quite variable in depth within short distances because of differences in hardness of rock and rate of weathering. The soil is low in moisture-supplying capacity. Erosion is moderate in nearly all cleared areas and in some of the wooded areas. This soil is naturally acid and contains a limited amount of plant nutrients. It needs careful water control to prevent erosion and to conserve as much rainfall as possible for use where it falls. Contour stripcropping, diversion of excess surface water to safe channels, and keeping as much of the crop residue as possible in the soil will help to prevent erosion and to conserve rainfall. Frequent application of fertilizer is also needed.

Because of the risk of erosion and low-moisture supplying capacity, this soil is only fairly well suited to the general farm crops of the area. Any of the crops can be grown; but, in many seasons, they are subject to damage by drought.

*Pb - Philo Silt Loam 0-6% Slopes*

While most of this soil is level, approximately 3 percent of it is found on moderately sloping fans of recent alluvium. A naturally acid soil, the Pb type is friable and permeable to water.

The texture of this soil varies considerably; and some loamy spots, and a few small areas of silty clay loam, are included with the silt loam. In places the soil is underlain by gravel and sand at depths of 3 or 4 feet. There are some areas with gravel and stone fragments on the surface. Depth to the mottling that indicates the location of the poorly drained layer varies from 12 to 30 inches. In some areas this soil is strongly acid because sulfur water drains from the adjacent upland where mining or coal stripping are extensive. In some watersheds where liming has been heavy, the natural acidity has been partly neutralized by lime washed from the uplands.

As a whole, the deposits outweigh the soil losses through erosion. Some spots show erosion caused by flooding, when the soil was not covered by vegetation and was easily moved, or erosion caused by diversion of strong flow from the main stream channel.

Where cultivated, this soil needs a close-growing winter cover for protection from early spring floods. Along streams that flood frequently in midsummer, the surface should be kept smooth. Ridged cultivation concentrates flow and may cause both erosion and deposition of sandbars. Only crops that are not injured by occasional high water should be used. In fact, the soil is better suited to pasture and should be used as such.

*Gg - Gilpin Channery Silt Loam 12-25% Slopes*

*and*

*Gn - Gilpin Shaly Silt Loam 12-25% Slopes*

The Gg and Gn type soils are very similar and have the same general type characteristics. For this reason, the two types have been grouped together in this section of the report.

These soils are common in New Bethlehem Borough, occurring on moderately steep hillsides. Throughout the profile of these soils appear many fragments of sandstone and hard shale up to 6 or 8 inches in length and 1 or 2 inches thick. These fragments comprise 15 to 25 percent of the upper 24 inches of the soil and as much as 90 percent of the deeper horizons.

These soils are only moderately deep, and their moisture supplying capacity is moderately low. The soils are friable and open, and they have good permeability and aeration. They are naturally acid and moderately low to moderate in content of plant nutrients.

Erosion is moderate in most cleared areas, but slight or none in wooded areas. Some farm woodlots have been grazed and show some sheet erosion. Other woodland shows erosion, mostly on skid trails and logging roads.

In cultivated areas, these soils require contour stripcropping and contour cultivation to hold water where it falls until the soil can absorb it. On long slopes the water should be diverted to safe channels. Pastures need lime and fertilizer and grazing management to keep the sod thick at all times. Harvesting operations should be carefully planned so that the skid trails and logging roads will not start erosion. These soils are suitable for a wide variety of general farm crops but should not be used for row crops more than one third of the time.

*Ec - Ernest Silt Loam 8-15% Slopes*

This soil is rather thoroughly dissected by surface drains and wet weather streams. Included are a few areas that have numerous sandstone fragments, some small well-drained areas, and many small spots over a relatively small acreage that are poorly drained because of the seepage. Erosion is moderate in nearly all cleared areas. About 17 percent of total area is affected by shallow gullies. This is a very high rate of gullying, compared to that for other soils of the County.

This soil is generally suited to pasture and some crops. However, because surface runoff is frequently high, diversion of excess surface water is needed to improve drainage of low spots and reduce erosion.

*Ch - Cavode Silt Loam 8-15% Slopes*

This soil occurs on moderate slopes, frequently as bands or strips between better drained soils that developed from coarser materials. Included with it are some small areas of more poorly drained soils. The Ch soils are naturally acid and are poorly drained. They contain a moderately low supply of plant nutrients. Erosion is moderate on most areas, but there has been slight or no erosion on approximately one-fourth of the total area. This one-fourth includes most of the wooded areas.

This soil needs careful management of surface water to prevent erosion. This soil is best suited to spring grains and similar crops that can withstand wet periods.

*Gv - Gilpin Soils 25-35% Slopes*

These soils are well drained with a medium to coarse texture. They occur on steep slopes which in many places are irregular and broken. They are friable and porous throughout and have a low water-supplying capacity. The Gv soils are acid and low in plant nutrients.

These soils need the protection of good plant cover. Forested areas should remain in that use while cleared areas are best adopted to hay and pasture. These soils should be cultivated only to reseed hay or pasture. General farm crops are not recommended because of the high erosion hazard and low moisture supplying capacity.

*Gw - Gilpin Soils 25-35% Slopes (severely eroded)*

These soils occur on moderately steep to steep land surfaces and have lost most of the original surface soil. A shallow, well-drained soil, they are permeable to water and have a low water-supplying capacity. Shale chips or small fragments of sandstone normally litter the surface. In some places the fragments form an erosion pavement that checks further erosion until the soil is cultivated.

The most practical use for these soils is pasture or forest. The productivity of cleared areas can be restored gradually by planting timber species or Christmas trees.

### Dv - Dekalb Stony Loam 25-35% Slopes

This soil occurs on the sides or valleys and occasionally ledges of bedrock show at the surface. The soil is severely eroded and has a moderate to low moisture supply. Because of the stoniness, shallowness, and risk of erosion, this soil is not suitable for crops. The soil is only suitable for forests and is only fairly productive when used for this purpose.

Certain properties of soils affect land use planning such as the construction of roads, ponds, reservoirs, drainage systems, pipelines, and foundations for buildings. One of these properties is permeability which is important in predicting how effective tile or open drains will be in lowering the water tables. Safe septic tank operations depend to a great extent upon the permeability of the soil. The following list indicates the degree of permeability in the soil types found in New Bethlehem Borough.

Ha	Well drained, permeable
Pe	Well drained, permeable
G1	Low Water Supplying
Pb	Moderately well drained
Gg-Gn	Moderately Permeable
Ec	Moderately well drained
Ch	Moderate moisture supply, run off is rapid
Gv	Well drained, porous and permeable
Gw	Well drained, permeable
Dv	Varies from well drained to poorly drained

The depth of consolidated material is another important soil property which affect the cost of grading or excavation for roads, pipelines, etc. In shallow soils, depth to bedrock is a factor to be considered before installing tile drainage. The following table lists depth of soil type bedrock for all soils in New Bethlehem Borough.

<u>Soil Type</u>		<u>Depth Range</u> <u>Inches</u>
Ernest Silt Loam	8-15%	48 - 120
Holston Silt Loam	0-2%	48 - 240
Pope Silt Loam	0-5%	48+
Philo Silt Loam	0-6%	40+
Cavode Silt Loam	8-15%	30 - 36
Dekalb Stony Loam	25-35%	20 - 60
Gilpin Channery Silt Loam	12-25%	20 - 24
Gilpin Shaly Silt Loam	5-12%	10 - 20
Gilpin Shaly Silt Loam	12-25%	15
Gilpin Soils	25-35%	15
Gilpin Soils (severely eroded)	25-35%	6 - 20

## ECONOMIC ANALYSIS

To a great extent the economic condition of a community dictates its population growth and land development. An analysis of the economic characteristics of the New Bethlehem area is an indication of the Borough's past development, its present status and its prospects for future development.

As with many other facets of a community's makeup, the economy is often interrelated and interdependent on a number of factors both within and without the community. The general conditions of the region in which the community is located and, to a large extent, even natural and international economic conditions may have a direct bearing on the ultimate economic strength of the individual community. Certainly the economy of New Bethlehem is to a large extent dependent and interdependent with the economy of Clarion County and the State of Pennsylvania.

In addition detailed economic statistics for small units of government are not generally available in Pennsylvania; or, because of their confidential nature, they cannot be obtained in the same manner as County or State-wide statistics.

For these reasons this analysis emphasizes the economic conditions in the Clarion County market area and attempts to relate the Borough and the State where possible.

### Economic Growth Indicators

There are many and various methods of judging the economic growth of a particular area. Four indexes commonly used are:

1. Increase in value added by manufacturing
2. Increase in retail sales
3. Increase in wholesale sales
4. Receipts for selected services

From 1961 to 1968, the value added by manufacturing in Clarion County increased from \$24,556,000 to \$27,950,000, or 15%. Pennsylvania, during

the same period of time, demonstrated a 62% increase from \$12,507,580,000 to \$20,265,800,000.

In retail sales the County produced a 9% increase during the period from 1963 to 1967, from \$41,522,000 to \$45,399,000. The increase in retail sales for the State totaled 29% raising total sales per year from \$13,910,693,000 to \$17,497,197,000.

There were 77 food stores and 70 eating and drinking places out of a total of 403 retail establishments in 1967. Food store sales totaled \$11,548,000, while eating and drinking places totaled \$3,184,000 in sales.

During the period from 1958 to 1963, the County's economic growth far surpassed the State's in the area of wholesale sales. The County demonstrated a 36% increase compared to a State increase of only 12% in this area.

For the same period, 1958 to 1963, Clarion County kept step with Pennsylvania in receipts for selected services. Both levels increased receipts by 31%. The average sales per establishment totaled \$14,544 in 1963. By the end of 1969, receipts for selected services in Clarion County had increased to a total of \$4,509,000.

Personal services accounted for 107 establishments out of a total of 248 in 1963; and auto repairs, auto services, and garages made up 51 of the total establishments.

The accompanying table presents statistical information pertaining to these four economic areas

#### Manufacturing

Manufacturing is Clarion County's leading economic activity. The County ranked 54th in the State, based on employment, and 51st in the State from the stand point of value in 1967. In 1968, manufacturing employment was listed as 2,372, while the value of production for the year reached a total of \$52,993,000.

The largest employing group was Stone, Clay, Glass and Concrete Products, whose 10 plants employed 1,389 workers, or 58.5 % of those industrially employed. Following in terms of employment, with about 7% each of the industrial labor force, were the Food Products Manufacturers with 178 employees and the Rubber and Miscellaneous Plastic Products Group, with 185 workers. The only other Groups to have employment in excess of 100 persons were the Lumber and Wood Products Firms, with 150 workers; the Furniture and Fixtures Manufacturers, with 142 people; and the Transportation Equipment Groups, with 144 persons.

STATISTICS FOR MANUFACTURING INDUSTRIES IN CLARION COUNTY: 1968 - 1961

<u>Establishments</u>		<u>Capital Expenditures</u>		<u>Employees</u>		<u>Wages and Salaries</u>		<u>Value of Products and Related Activities</u>		<u>Value added by Manufacture</u>	
1968	1961	1968	1961	1968	1961	1968	1961	1968	1961	1968	1961
51	66	\$2,420	\$1,034	2,372	2,746	\$14,632	\$12,523	\$52,993	\$42,509	\$27,950	\$24,556

RETAIL TRADE STATISTICS FOR CLARION COUNTY: 1967 and 1963  
(money figures in thousands of dollars)

<u>Establishments</u>		<u>Sales</u>		<u>Establishments with payrolls</u>		<u>- 1967</u>
1967	1963	1967	1963	Number	Payroll	Employees
403	464	\$45,399	\$41,522	250	\$4,331	1,311

SELECTED SERVICES STATISTICS FOR CLARION COUNTY: 1963 and 1958 (1)

<u>Establishments</u>		<u>Receipts</u>		<u>Establishments with payrolls</u>		<u>- 1963</u>
1963	1958	1963	1958	Number	Payroll	Employees
248	219	\$3,607	\$2,822	62	\$558	237 (2)

WHOLESALE TRADE STATISTICS FOR CLARION COUNTY: 1963 and 1958

<u>Establishments</u>		<u>Sales</u>		<u>Payroll</u>		<u>Employees</u>	
1963	1958	1963	1958	1963	1958	1963	1958
48	42	\$16,403	\$12,055	\$1,116	\$716	251	195

- (1) Consists of Hotels, Motels, Tourist Courts and Camps, Personal Services, Miscellaneous Business Services, Auto Repair and Garages, Miscellaneous Repair Services, Motion Pictures, Other Amusements and Recreation.
- (2) Employment figures may be misleading because of seasonal employment especially in resort and recreational counties.

The following graphs illustrate manufacturing employment in Clarion County and in Pennsylvania during the period from 1958 to 1968.

It is significant to note that the County has been experiencing a downward trend on the category of manufacturing employment; while the State, with the exception of 1967, has been registering an annual increase.

Of the 2,372 people working in Clarion County industry, 1,786 or 75%, are males; of the 586 jobs held by women, 416 are in the ten Glass Container Plants.

For groups where figures are reported, about 49%, or \$26.1 million, of the total value of production, in 1968, was produced by the Stone, Clay, Glass and Concrete Industry. Another 11.4%, or \$6.06 million, was produced by the Food Industry; and 4.2%, or \$2.2 million, was added by the Lumber and Wood Products Firms.

Wages and salaries were reported at \$14,632,000, the second highest figure during the decade. As should be expected, the Stone, Clay, Glass and Concrete Industry contributed the greatest percentage, 61.9% of the total or just over \$9 million. Approximately 6% was provided by the Food Industry and another 4.7% by the Lumber and Wood Products Group.

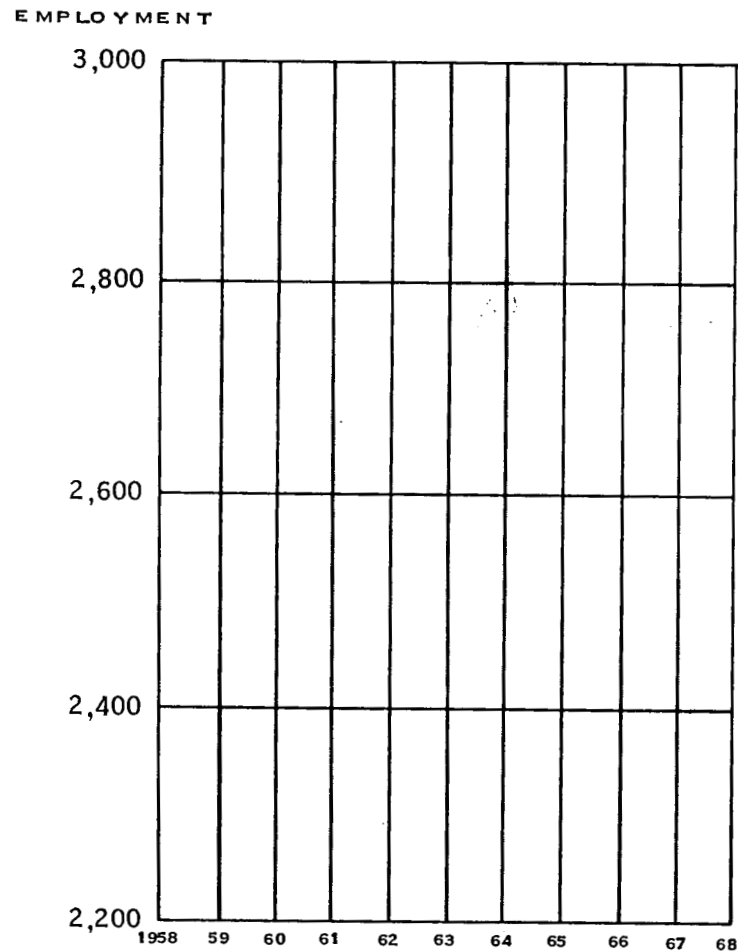
Capital Expenditures during 1968 increased 1.8 % or \$42,000 over the previous year's figure. The amount was \$1 million above the previous five year average of \$1.42 million spent annually by industry for new buildings and additions to plants. While statistics are not available by type of manufacturing for the County, it should be noted that, at the State level, capital expenditures for Food and Kindred Products and for Lumber and Wood Products declined from 1967 to 1968, while Stone, Clay, Glass and Concrete Products increased.

It is highly important to note that the Stone, Clay, Glass and Concrete Products category is considered to be highly sensitive to fluctuations in the economy. This would indicate a lack of stability in the County's economic base, since that base is so strongly dependent upon this industrial classification.

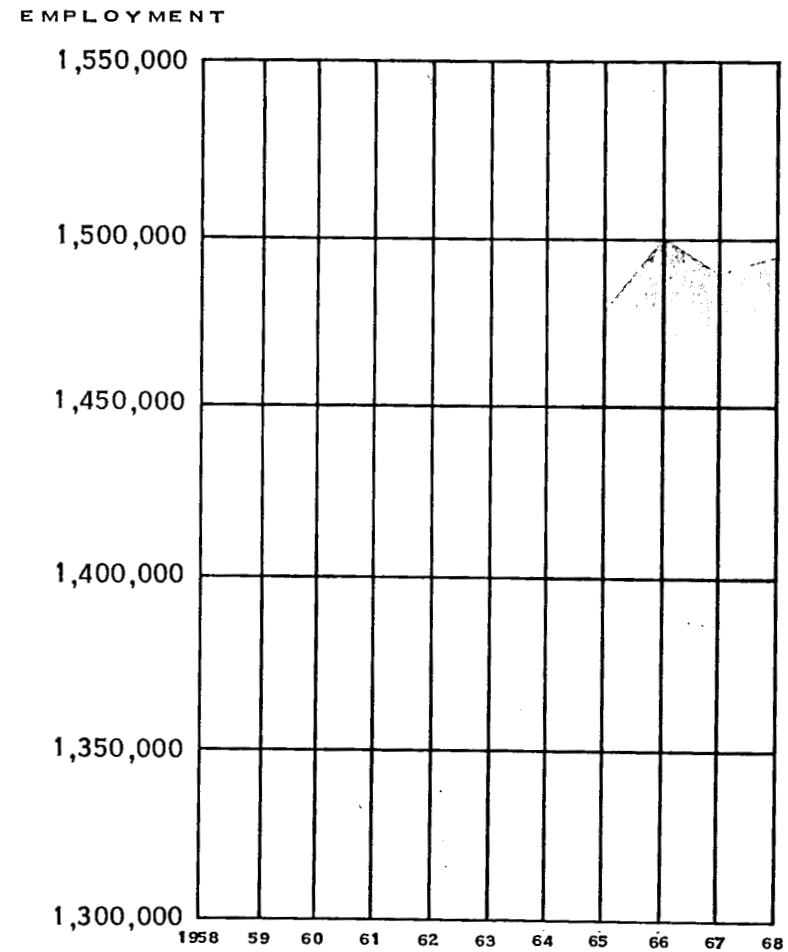
The two most important industrial areas in the County are the Borough of Clarion with nine establishments employing more than 904 workers, or 38% of the total, and providing over \$6.1 million, or 42% of the total, in wages and salaries; and the Borough of Knox with 4 concerns having about 19% of both employees, 464, and payroll, \$2.7 million.

# MANUFACTURING EMPLOYMENT

## CLARION COUNTY



## PENNSYLVANIA



SOURCE - PENNA. INDUSTRIAL CENSUS  
SERIES, M-1-68 AND M-5-68

## Labor Force

The characteristics of the labor force and its components, employment and unemployment, are important considerations in planning a community's future development. Community improvements are largely dependent upon the ability of the citizens to finance various public projects. Analysis of the quality and quantity of the labor force affords reasonable indications of its vulnerability to unemployment as well as its earning potential.

Generally, the labor force is defined as that part of the total population which is gainfully employed or looking for employment. Total employment for 1969 in Clarion County was 12,500. Review of the total employment figures for the County from the period 1960 to 1968 indicates that total employment has increased steadily, but not drastically. During the period unemployment decreased from 10.9% to 6.4%; and, as of June 1969, it was at 6%. Although the decrease in the rate of unemployment is encouraging, it must be noted that the rate in Clarion County has consistently remained higher than the rate for the State of Pennsylvania.

The following chart illustrates this comparison:

### LABOR FORCE AND UNEMPLOYMENT 1960 - 1968

Year	CLARION COUNTY				PENNSYLVANIA			
	Labor Force	Employed	Unemployed Number	%	Labor Force	Employed	Unemployed Number	%
1968	13,200	12,200	800	6.4	4,902,400	4,739,500	155,600	3.2
1966	12,900	12,200	700	5.4	4,788,700	4,525,400	163,300	3.4
1964	12,600	11,700	900	7.1	4,621,100	4,345,400	275,700	6.0
1962	12,800	11,600	1,200	9.4	4,639,300	4,275,600	363,700	7.8
1960	12,800	11,400	1,400	10.9	4,680,500	4,305,100	375,400	8.0

Further characteristics of the labor force are presented in the following breakdown:

### CLARION COUNTY DISTRIBUTION OF LABOR FORCE, BY AGE AND SEX: 1960

	Male	Female
14 to 17 years old	272	98
18 to 24 years old	1,331	800
25 to 34 years old	1,992	582
35 to 44 years old	2,213	781
45 to 64 years old	3,262	1,171
Over 65 years of age	443	130

A cursory review of the labor force and unemployment statistics would seem to indicate that an expansion of employment has been chiefly responsible for the reduction in unemployment; however, a further analysis of the figures in the light of the above age and sex distribution would indicate the possibility that unemployment has been reduced as a result of the out migration of young people of employment age and the retirement of older people.

The following statistics will provide some insight into the distribution of income and employers in the County.

ESTIMATED WAGES AND SALARIES INCOME OF COUNTY, RANKED BY AMOUNT: 1964

Source	Rank	Amount
Manufacturing (1)	1	\$14,306,000
Wholesale and Retail Trade (2)	2	7,190,000
Services	3	4,350,000
Transportation, Communication and Public Utilities	4	3,315,000
Mining	5	2,885,000
Government	6	2,554,000
Contract Construction (2)	7	1,537,000
Finance, Insurance and Real Estate (2)	8	351,000
Farms	9	341,000
Others	10	52,000

- (1) Difference between total wages and salaries for manufacturing industry as reported in U. S. Department of Commerce, Survey of Current Business, August 1964 and in Department of Internal Affairs, Bureau of Statistics.
- (2) Estimate based on covered wages and salaries, first quarter of year.

Per capita income in Clarion County was estimated at \$2,240 in 1963, and State per capita income was \$2,450. The ratio of County per capita income to State per capita income was 91.4%. Wages and salaries accounted for 58.4% of the County per capita income.

Coal and Oil Production

Clarion County is located in the northern section of the bituminous coal area. Production of this product, mostly by strip mining, amounted to 2.8 million tons in 1967, ranking at 10th in the State, and employed an average of 552 people daily. Estimated recoverable resources in 1967 were just under 1.2 billion tons.

Just south of the major oil producing area of the State, Clarion County ranked 10th among the 26 natural gas producing counties and 11th among the 17 crude petroleum producing counties in 1967. Activity in the latter field diminished steadily from 1958 to 1968, however, with only about one-third of the number of producing wells (429), and only about one-half the production of 1958.

### Agriculture

Clarion County is a part of the "Appalachia" Region, about median in size, a semi-agricultural area of high plateau, roughly half in woodland and a quarter in crop land. In 1967, there were 1,070 farms, producing cash receipts of about \$6.5 million annually, of which about 55% was derived from dairy products. The County ranked 48th in the State for agricultural production, producing crops valued at \$878,000 and livestock and livestock products valued at \$5,627,000. The average sales per farm, excluding government payments, totaled \$6,079.

By January 1, 1969, the estimated number of farms had dropped to 1,020 with an average value of production per farm set at \$2,829.

### Industrial Survey

As part of the preparation of this plan ten major manufacturing employers within a 30-mile radius of New Bethlehem were interviewed. These ten firms employed a total of 2,905 of which approximately 407 resided in New Bethlehem.

The interviews indicated that the basic employment picture is stable with no apparent indication of dramatic change in the immediate future. There is a possibility for expansions which could create approximately 400 new jobs. None of the industries anticipated any cut back in production or employment. The following is a tabulation of the industrialists view of the area's assets and deterrents to attracting or supporting industry.

The following were felt to be the area's assets to attracting or supporting industry:

- 1.....Good Labor Supply
- 2.....Good Supply of Raw materials
- 3.....Good market location
- 4.....Availability of natural gas and coal
- 5....."Gateway to the north"
- 6.....Interstate 80
- 7.....Good supply of female labor
- 8.....Good social atmosphere in rural area
- 9.....New Bethlehem Area Development Corp.
- 10.....Good Wage Rates
- 11.....Reasonable taxes, State and local

The following were felt to be the area's detriments to attracting or supporting industry:

- 1.....Inadequate feeder highways to the Interstate System
- 2.....Inadequate sewage facilities
- 3.....Availability of suitable industrial land
- 4.....Community too small for cultural benefits
- 5.....Distance to some markets
- 6.....Housing
- 7.....Poor medical facilities (lack of doctors)
- 8.....Shortage of good male labor
- 9.....Lack of good residential area
- 10.....Lack of zoning
- 11.....Lack of support in beautifying both urban and rural areas that do have great potential
- 12.....Lack of good common carrier freight service
- 13.....High natural gas rates
- 14.....Poor highways for Pittsburgh-New Bethlehem traffic

#### New Bethlehem

As previously mentioned detailed economic statistics for small units of government are generally not available or difficult to obtain; however, it is possible to present a somewhat limited picture of the Borough's economic conditions from what information is available.

New Bethlehem has a manufacturing base of its own. The accompanying tables provide statistics for manufacturing industries in New Bethlehem for 1967, 1968 and 1969.

The first table, Financial Statistics for Manufacturing Industries, clearly illustrates a decided erosion of the manufacturing base. The reduction in employment opportunity is significant, but the most serious factor influencing Borough residents is the dramatic decrease in wages and salaries.

The table headed Stability of Manufacturing Industry: 1967-1969 reveals that the predominant industry in New Bethlehem is now the Food and Kindred Products category accounting for 66.2% of the total manufacturing employment in the Borough. It is important to note that this category is markedly insensitive to fluctuations in the economic cycle. Further establishment or expansion of these insensitive firms in the Borough's industrial complex should prove highly beneficial from the standpoint of stability.

The last table gives a more detailed breakdown of manufacturing employment in New Bethlehem. It provides further evidence of the decline in manufacturing employment and, more specifically, indicates the types of industry which make up the major portion of the community's manufacturing base.

FINANCIAL STATISTICS FOR MANUFACTURING INDUSTRIES  
New Bethlehem

Number of Establishments		Wages and Salaries		Capital Expenditures	
1967	1968	1967	1968	1967	1968
10	8	\$1,077,000	\$299,000	\$38,000	\$44,000

Value of Production		Miscellaneous Receipts		Net Resale of Other Products	
1967	1968	1967	1968	1967	1968
\$4,321,000	\$2,174,000	--	--	\$44,000	\$4,000

Value of Production and Related Activities		Value Added by Manufacture	
1967	1968	1967	1968
\$4,365,000	\$2,178,000	\$1,596,000	\$485,000

STABILITY OF MANUFACTURING INDUSTRY - 1967-1969

	Establishments			Employment			Percentage Of Total Manufacturing Employment		
	67	68	69	67	68	69	67	68	69
<u>Markedly Insensitive</u>									
Food and Kindred Products	6	5	3	6	47	53	25.8	62.7	66.2
Printing, Publishing and Allied Products	1	1	1	17	18	15	7.8	24.0	18.7
<u>Markedly Sensitive</u>									
Furniture and Fixtures	2	1	1	142	8	10	65.4	10.7	12.5
<u>Highly Sensitive</u>									
Machinery (except electrical)	1	1	1	2	2	2	.92	2.7	2.5
TOTAL	10	8	6	217	75	80			

## NEW BETHLEHEM

## EMPLOYMENT STATISTICS FOR MANUFACTURING INDUSTRIES, 1967-1969

		Number			Employees			EMPLOYEES							
		Establishments			Total			Production				All Other		Other	
		67	68	69	67	68	69	Male	Female	Male	Female	Male	Female	Male	Female
		67	68	69	67	68	69	67	68	67	68	67	68	67	68
Food and Kindred Products															
2026	Fluid Milk	2	2	0	17	7	0	13	5	0	0	0	1	1	1
2042	Prepared Feeds for Animals & Fowl	1	0	0	4	0	0	3	0	0	0	0	0	1	0
2099	Food Preparations	1	1	1	26	31	44	7	11	14	17	3	1	2	2
2051	Bread and Other Bakery Products (except cookies)	1	1	1	2	2	2	2	0	0	0	3	0	0	0
2071	Candy & Other Confections	1	1	1	7	7	7	1	7	6	0	0	0	0	0
Furniture and Fixtures															
26	2511	Wood Household Furniture Except Upholstered	1	0	0	118	0	0	101	0	0	13	0	4	0
	2541	Wood Partitions, Shelving, Lockers, Office-Storage Fixtures	1	1	1	24	8	10	19	3	0	0	4	4	1
Printing and Publishing															
	2711	Newspapers, Publishing, Printing	1	1	1	17	18	15	9	6	8	5	0	4	0
Machinery Except Electrical															
	3599	Miscellaneous Machinery Except Electrical	1	1	1	2	2	2	2	2	0	0	0	0	0
TOTAL		10	8	6	217	75	80	157	34	28	24	20	10	9	7

Source: Pennsylvania Industrial Census Series, Clarion County, Releases No. M - 5 - 67 and M - 5 - 68.

Although detailed statistics are not available, the Borough provides significant employment through its retail and service establishments. The communities location places it in a position to serve as a regional retail and service center; and, as previously noted, these economic activities have been experiencing relatively high rate of growth in the Clarion County Market Area. Any improvement in this section of the economy of the Borough could serve to offset the decline in manufacturing employment.

The location of the Borough provides still another opportunity for economic growth in a rapidly developing and expanding category. New Bethlehem is situated in the center of a natural recreational area and, consequently has ease of access to several important tourist attractions and recreational facilities.

Two outstanding facilities are located in the immediate area. Cook Forest, where the largest remaining stand of virgin timber in Pennsylvania is preserved, lies partially in the County along the Clarion River. This 7,821.78 acre State park contains camping, fishing, hunting, picnicking, horse-back riding and swimming and bathing facilities and attracted 978,779 visitors in 1968. The second facility is the Foxburg Country Club at Foxburg whose Golf Course is the oldest Course (1887) in continuous use in the United States and where the American Golf Hall of Fame Museum is located.

The areas forest lands, wooded hills, brooks and streams contain an abundance of small game and fish and several State Game Lands are located in close proximity to New Bethlehem. During 1968 the Game and Fish Commission released 9,293 game animals and 331,606 fish in the County. The increase in hunting activities in Pennsylvania can be demonstrated by the fact that hunting licenses increased 107% from 1950 through 1968.

The development of recreational facilities and the encouragement of tourism in the area would create a decided improvement in the economy of the County and contribute greatly to the economy of New Bethlehem.

## Summary

Manufacturing is Clarion County's leading economic activity and serves as a base for the economy of New Bethlehem. While experiencing growth in value produced, this growth has not kept pace with the State. In addition manufacturing employment in the County and the Borough has been declining; and in New Bethlehem, wages and salaries paid by manufacturing has shown a marked decline.

The Stone, Clay, Glass and Concrete Industry is the chief support of the County's economic base contributing 58.5% of industrial employment and 49% of the total value produced. This industry is considered to be highly sensitive to fluctuations in the economy and, therefore, accounts for a lack of stability in the County's economy.

Food and Kindred Products is the predominant industry in New Bethlehem and is considered to be markedly insensitive to fluctuations in the economy. Expansion or improvement of these industries would be beneficial to the community's economy.

New Bethlehem has great potential as a retail and service center for the region, and these activities should be encouraged. Consolidation and modernization of the Central Business District of the Borough is vital for its development as a regional shopping center. Increased growth in these areas would offset the loss in manufacturers employment.

Wholesale sales and service activities have shown the greatest growth as economic activities in the County during past years. Development in these areas would enhance the economic climate of the area.

Positive steps should be taken to halt the out migration of young people in the labor force. Continued out migration will act as a further deterrent to potential economic expansion.

The major deterrent, at the present time, to economic expansion is the lack of adequate highways. In this respect the potential of Interstate 80 must be fully capitalized upon, and the proposed Allegheny Valley Expressway must be viewed as critical to further development of the County and New Bethlehem. In addition interior access within Clarion County must be improved if new industry is to be attracted and other economic activities encouraged.

Clarion County and New Bethlehem have excellent potential for the expansion of economic activities related to recreation and tourism. Planned development in these areas would greatly benefit the economic condition in the County and in the Borough.

The Clarion County-New Bethlehem economies reflect the fact that the nation as a whole is moving away from an economy dominated by manufacturing to one in which the service industries are playing an increasingly important role. Consequently, communities now require a greater number of professional people, clerical workers, technicians, salespeople and household workers. In this respect a Vocational-Technical School is a necessity to provide a base for the expansion of service industries and to provide a modern labor pool capable of attracting new industries.

The immediate prospects for the economy of New Bethlehem and Clarion County are good, and the potential for continuation and expansion of the present level of economic activity is excellent. Effective and sound planning, engineered by aggressive leadership at both local and County levels, would be a big factor in attaining full future growth potentials.

## FINANCIAL ANALYSIS

Sound planning requires a sound knowledge of governmental costs. An analysis of all the resources available to the community is essential in order to implement the elements of a comprehensive plan. An investigation of past governmental revenues and expenditures is necessary to project future revenues and expenditures.

The costs of local government are influenced by several factors. The present and future physical development of the community as well as the local demand for increased services will offset the cost of governmental operations. The available resources and the financial capabilities of the municipality coupled with the degree of inflation also help to determine the cost of local government. Although the population of a community may remain stable, it is quite possible that governmental costs will continue to rise.

However, there are those factors which can be controlled by informed and effective local leadership. The decisions continually being made at the local government level to a very large degree affect the future development and the financial position of the municipality.

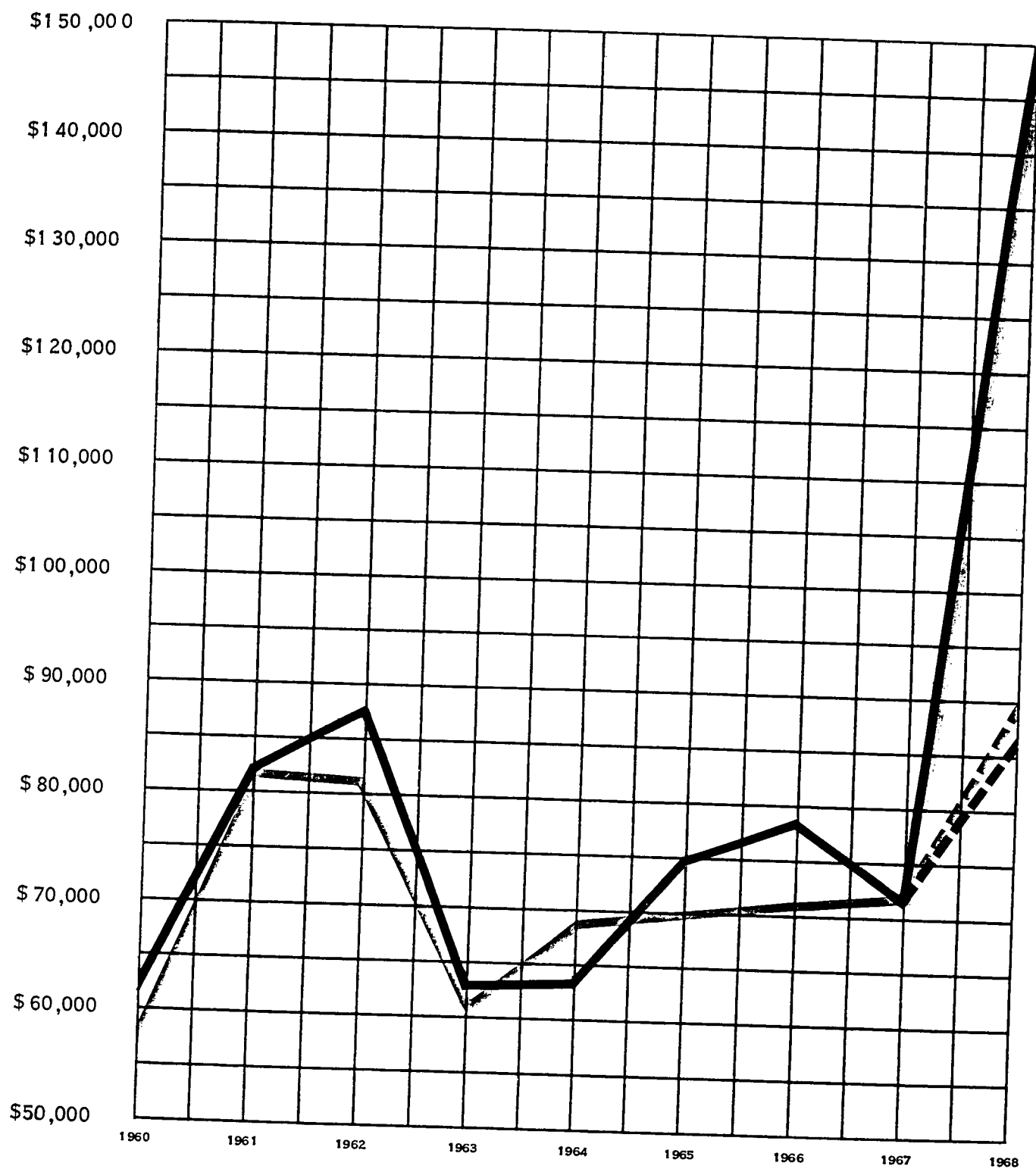
### Fiscal Profile

Like many similar municipalities, New Bethlehem Borough is presently suffering from economic instability. It is essential to adopt a method that will up-date the community in order to reduce ever increasing costs caused by obsolescence and an eroding tax base.

While expenditures and revenues have been increasing at comparable rates, it is significant to note that a portion of the revenue receipts have been the result of temporary loans. The only year which was devoid of a temporary loan was 1963, when expenditures decreased \$18,484 from the preceding year. Thus, the accompanying graph depicting receipts and expenditures does not reflect an entirely accurate picture of the Borough's fiscal condition, but it does reveal the increasing cost of local government operations.

The increasing cost of governmental operations has not been offset by a comparable increase in revenue. Assessed valuation, which serves as the basis for a large part of Borough revenue, has revealed only a small increase during the study period. Furthermore, the assessed value of occupations has decreased 8.5% from 1960 to 1968. The accompanying table reveals a modest overall increase of total assessed valuation since 1960. During the study period, total assessed valuation increased \$34,485 or 2.8%. Projections of total assessed valuation for both real estate and occupation do not indicate that the problem will be relieved within the foreseeable future. In

# RECEIPTS AND EXPENDITURES 1960 - 1968



RECEIPTS

EXPENDITURES

LESS PENN STREET IMPROVEMENT

RECEIPTS

EXPENDITURES

TAXABLE VALUATION  
(Real Estate and Occupation)  
1960 - 1968

Year	Taxable Assessed Valuation	Real Estate		Taxable Valuation	Occupation		Total Taxable Valuation
		Change From Previous Year	Percent Change		Change From Previous Year	Percent Change	
1960	\$1,143,145			\$96,050			\$1,239,195
1961	1,143,540	+\$ 395	+ .03	96,885	+\$ 835	+ .86	1,240,425
1962	1,154,070	+ 10,530	+ .92	90,270	- 6,615	-6.82	1,244,340
1963	1,153,810	- 260	- .02	91,680	+ 1,410	+1.56	1,245,490
1964	1,159,860	+ 6,050	+ .52	88,315	- 3,365	-3.67	1,248,175
1965	1,158,420	- 1,440	- .12	85,335	- 2,980	-3.37	1,243,755
1966	1,166,135	+ 7,715	+ .66	84,705	- 630	- .73	1,250,840
1967	1,160,145	- 5,990	- .51	81,050	- 3,655	-4.31	1,241,195
1968	1,185,835	+ 25,690	+2.21	87,845	+ 6,795	+8.38	1,273,680
		N.A.	N.A.		N.A.	N.A.	

N.A. - Data not available

fact, the need to seek other sources of revenue or revision of assessment or tax rates looms inevitable.

As the table reveals, the assessed valuation of both real estate and occupations experienced a noteworthy increase in 1968. However, it cannot be anticipated that similar increases will continue. In fact, perhaps consideration should be given to a short-term reduction in assessed valuations in order to realize long term benefits through rehabilitation or urban renewal. This would result in a long range boost to the Borough's tax base.

### Receipts

Taxes have remained the single most important source of revenue between 1960 and 1968, averaging 56.1% of total revenue receipts. Tax revenue dropped to 46.4 percent of the Borough's revenue in 1962 but since then has averaged 57.5 percent of total revenue receipts. Further increases in revenue will have to come largely from increases in real estate taxes, adoption of user-charge revenue for facilities or services that lend themselves to such fees. Act 511, the Local Tax Enabling Act adopted by the State in 1965, broadened the tax power of the political subdivision; however, the decision to utilize a specific tax authorized by the Act should be reached only after careful evaluation of the potential revenue to be derived and the cost of administering the collection of the tax.

As the following "Tax Resources" table indicates, the Borough has several tax resources remaining to acquire additional revenue. The Borough recently took advantage of Act 511 by authorizing an occupational privilege tax for the first time in 1970. Remaining Act 511 taxes include a real estate transfer tax, a wholesale and retail mercantile tax and a 10 percent amusement tax. In addition, recently introduced legislation would, if enacted, increase the maximums for the General Purpose real estate tax to 30 mills and the Wage Tax to 2 percent. The Borough could also consider a reassessment of property value or an increase in the assessment ratio which would yield additional revenue.

### TAX RESOURCES

	Authorized	Levied	Remaining
Real Property Tax			
General Purposes	25 mills	25 mills	0
Debt Service	No Limit	-----	No Limit
Library	3 mills	-----	3 mills
Recreation	2 mills	-----	2 mills
Street Lighting	No Limit	6 mills	No Limit
Non-Real Property Tax			
Per Capita	(1) \$10.00	\$10.00	0
Real Estate Transfer	1 Percent	-----	1 Percent
Wage	(1) 1 Percent	1 Percent	0
Mercantile			
Wholesale	1 mill	-----	1 mill
Retail	1.5 mills	-----	1.5 mills
Occupation	\$10.00	(2) Based on Assessment	No Limit
(3) Occupation Privilege	\$10.00	\$10.00	0
Amusement	10 Percent	0	10 Percent

(1) Subject to sharing on a 50/50 basis with School District

(2) No limit when based on assessment - (3) Enacted for the first time in 1970

The Borough tax rate stood at 22 mills in 1960, while in 1968 the tax rate was 28 mills. In 1970 a three mill increase was levied bringing the total tax rate to 31 mills, including 25 mills for general government expenditures and 6 mills for street lighting. The accompanying table reveals real estate tax data for the period 1960 - 1968.

The table entitled "Revenue Sources" reveals the amount of Revenue derived from each source during the study period. The real estate tax has remained the largest revenue producer reaching a high of \$29,795 in 1968. With the 3 mill increase levied in 1970, real estate taxes are expected to yield \$33,145. A second table, "Percent of Revenue Receipts by Function" reveals that the real estate tax has averaged 41.7 percent of all revenue receipts during the study period.

The amount of money derived from the occupation tax decreased from 1960 until 1963 when a slight increasing trend began. However, revenue derived from the occupation tax has shown an overall decrease of 1.2% during the study period. This might possibly indicate that the number of available jobs is decreasing in the New Bethlehem area. In view of the existing situation and a projected decrease in population, it is doubtful whether the occupation tax will produce additional revenue. This is further evidenced by the fact that the assessed valuation of occupation has decreased 8.5% during the study period.

The remaining taxes levied by the Borough are authorized under Act 511. In addition to the per capita tax, the Borough introduced a 10% wage tax in 1968 and recently levied a \$10.00 occupational privilege tax in 1970. During the study period revenue from Act 511 taxes has averaged 8% of total revenue receipts.

The following table which projects tax revenue for the next 10 years is based upon the following assumptions:

1. The current tax rate of 31 mills will remain steady throughout the planning period.
2. Assessed valuation of real estate will increase at a rate of .5 percent annually as it has during the study period.
3. Assessed valuation of occupations will decrease at a rate of 1 % per year as it has averaged in the past.
4. Revenue from the earned income tax and the occupational privilege tax will remain constant.
5. In accordance with 1980 population projections, revenue from the per capita tax will experience a slight decrease.
6. The Borough will average \$2,500 annually from delinquent taxes as it has in the past.

REAL ESTATE TAX DATA

	1960	1961	1962	1963	1964	1965	1966	1967	1968
Assessed Valuation	\$1,143,145	\$1,143,540	\$1,154,070	\$1,153,810	\$1,159,860	\$1,158,420	\$1,166,135	\$1,160,145	\$1,185,835
Millage Rate	22	24	24	24	24	26	28	28	28
Current Tax Levy	25,149	27,444	27,697	27,691	27,836	30,118	32,651	32,484	33,203
Market Value	3,810,483	3,811,800	3,846,900	4,120,750	4,124,357	4,137,214	4,164,767	4,143,375	4,235,125
Assessment Ratio	30%	30%	30%	28%	28%	28%	28%	28%	28%

REVENUE SOURCES - NEW BETHLEHEM BOROUGH

REVENUE RECEIPTS	1960	1961	1962	1963	1964	1965	1966	1967	1968
Real Estate Taxes	\$23,261	\$25,546	\$25,195	\$25,500	\$25,508	\$27,533	\$29,739	\$28,237	\$29,795
Occupation Tax	1,746	1,696	1,595	1,500	1,513	1,542	* 4,998	1,712	1,725
Delinquent Taxes	1,517	1,950	1,888	3,379	2,339	2,503	3,366	3,085	4,209
Act 481 Taxes	4,958	4,757	4,174	4,811	4,727	5,085	613	4,814	7,476
Grants & Gifts	3,636	8,212	5,732	6,304	5,890	6,497	9,423	8,243	6,426
Licenses & Permits	1,136	2,294	2,350	2,161	2,084	1,969	1,723	1,668	1,587
Fines & Forfeits	1,210	1,362	1,131	892	992	1,434	756	843	1,135
Departmental									
Earnings	13,376	19,278	24,864	16,956	11,824	14,600	14,707	10,341	12,138
Special Assessments	----	----	----	----	----	----	----	----	10,521
Other Rev. Receipts	446	386	3,802	593	692	654	123	9,332	5,838
Total Rev. Receipts	\$51,286	65,481	70,731	62,096	55,569	61,817	65,448	68,275	80,850
NON-REV. RECEIPTS	11,540	10,000	12,500	----	7,000	12,000	10,000	3,240	64,278
Transfers	424	2,703	3,710	1,000	2,000	2,000	2,000	2,000	2,000
Beginning Year									
Balance	16,694	21,937	21,950	27,994	27,678	23,960	29,973	15,416	9,287
Securities &									
Investment	----	3,768	1,000	----	----	----	----	20,782	28,342
Total Receipts, Cash									
Investments &									
Transfers	\$79,944	\$103,889	\$109,891	\$91,090	\$92,247	\$99,777	\$107,421	\$109,713	\$184,757

\* Includes collection of per capita tax

PERCENT OF REVENUE RECEIPTS BY FUNCTION

	1960	1961	1962	1963	1964	1965	1966	1967	1968
Real Estate Tax	45.4	39.0	35.6	41.1	45.9	44.5	45.4	41.4	36.9
Occupation Tax	3.4	2.6	2.3	2.4	2.7	2.5	*7.6	2.5	2.1
Delinquent Taxes	3.0	3.0	2.7	5.4	4.2	4.1	5.1	4.5	5.2
Act 481 Taxes	9.7	7.3	5.9	7.7	8.5	8.2	.9	7.1	9.2
Government Grants	7.1	12.5	8.1	10.2	10.6	10.5	14.4	12.1	8.0
Licenses & Permits	2.2	3.5	3.3	3.5	3.8	3.2	2.7	2.4	2.0
Fines & Forfeits	2.3	2.1	1.6	1.4	1.8	2.3	1.2	1.2	1.4
Departmental Earnings	26.1	29.4	35.2	27.3	21.3	23.6	22.5	15.1	15.0
Special Assessments	----	----	----	----	----	----	----	----	13.0
Other Revenue Receipts	.8	.6	5.3	1.0	1.2	1.1	.2	13.7	7.2
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

\* Includes per capita tax

## TAX REVENUE PROJECTIONS

	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Real Estate Tax										
Assessed Value	\$1,204,155	\$1,210,175	\$1,216,226	\$1,222,307	\$1,228,419	\$1,234,561	\$1,240,734	\$1,246,937	\$1,253,172	\$1,259,438
Millage Rate	31	31	31	31	31	31	31	31	31	31
Amount of Levy	37,328	37,515	37,702	37,891	38,080	38,270	38,462	38,654	38,847	39,042
Amount of Collection (90%)	33,145	33,763	33,931	34,101	34,271	34,443	34,615	34,788	34,962	35,137
Occupation Tax										
Assessed Value	84,180	83,338	82,504	81,679	80,862	80,054	79,253	78,461	77,676	76,899
Millage Rate	31	31	31	31	31	31	31	31	31	31
Amount Of Levy	2,609	2,583	2,557	2,531	2,506	2,481	2,456	2,431	2,407	2,383
Amount of Collection (80%)	2,087	2,066	2,045	2,024	2,004	1,984	1,964	1,945	1,925	1,906
Earned Income Tax	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500
Per Capita	3,750	3,710	3,670	3,360	3,590	3,550	3,510	3,470	3,430	3,290
Occupational Privilege	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Delinquent Taxes	3,665	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Total Tax Revenue	\$ 61,147	\$ 60,539	\$ 60,646	\$ 60,755	\$ 60,865	\$ 60,977	\$ 61,089	\$ 61,203	\$ 61,317	\$ 61,333

Tax revenue projections indicate that the Borough will have to find additional sources of revenue or make adjustments in the assessment or assessment ratio. While insignificant increases are expected from taxes, expenditures are expected to increase at an annual rate of 2.5%. While new legislation may increase the Wage Tax to 2 percent, this would hardly be sufficient to offset projected expenditures. Thus, Borough officials should investigate all possible revenue sources and, after careful study, determine which action should be taken to insure a sound economic policy.

### Expenditures

An analysis of the accompanying table reveals the steady rising cost of governmental operations. The increased costs of operation and maintenance and the inflationary trend of our National economy during the past two decades have contributed heavily to the increased cost of local government. A second table has also been provided which reveals the percent of total expenditures by function.

Expenditures have increased from \$79,944 in 1960 to \$184,757 in 1968, an increase of 158%. The record high in 1968 was primarily the result of a capital outlay of \$57,580 for the construction and rebuilding of streets. It is significant to note that highway improvements have consistently represented a substantial percentage of the total budget. Between 1960 and 1968, streets and highway costs have averaged \$20,900 or 28% of total expenditures. It should be noted that these figures do not include any capital outlay for highway purposes.

Other activities which have continued to represent major expenditures include public safety, capital outlay, and principal paid on debt. During the study period, the cost of police protection has increased 84.0% while the cost of fire protection increased 125.6%. Capital outlay has averaged \$18,543 annually or 19.7% of total expenditures.

While the remaining expenditure items may not represent a large percentage of total expenditures, most of them have continued to increase while others have remained relatively stable. However, as the demand for increased community services continues, these expenditures could experience substantial increases. For example, additional growth in a specific area could create a demand for the extension of sanitary sewers which would require additional revenue be spent for Health and Sanitation.

An additional table follows which reveals the per capita costs by function for the years 1960-1968. Per capita figures were determined by utilizing 1960 census data and the probable 1970 projections as prepared by the Pennsylvania State Planning Board. Using this information, an annual Borough population was established and subsequent per capita costs were determined. In 1960 per

## EXPENDITURES

1960 - 1968

GOVERNMENTAL EXPEND.	1960	1961	1962	1963	1964	1965	1966	1967	1968
General Government	\$ 5,452	\$ 5,106	\$ 5,185	\$ 4,560	\$ 4,964	\$ 5,257	\$ 5,794	\$ 5,662	\$ 6,415
Police Protection	9,932	9,929	10,124	10,231	10,978	12,418	13,901	20,133	18,236
Fire Protection	2,141	3,611	8,044	3,918	4,109	3,786	3,719	4,012	4,831
Health & Sanitation	715	474	1,115	1,330	1,359	996	996	2,139	996
Highways	23,379	19,022	15,909	18,196	20,406	18,344	24,675	24,127	24,045
Recreation *	----	----	----	----	----	----	----	----	2,200
Special Services	1,464	1,867	1,006	1,720	2,633	2,503	697	1,237	1,540
Interest*	407	218	----	----	60	151	104	41	570
Miscellaneous	2,165	1,886	1,333	4,917	3,404	3,813	4,311	3,869	5,771
<b>NON-GOVERNMENTAL EXPENDITURES</b>									
Principal Paid on									
Debt *	10,000	15,000	5,000	----	5,000	10,000	10,000	3,240	12,700
Capital Outlay	315	20,621	26,073	15,306	13,126	10,356	5,025	5,624	70,444
Transfers	424	2,704	3,712	----	----	----	2,000	2,000	2,000
Miscellaneous	1,612	1,500	4,395	3,234	2,248	2,180	----	----	----
Total Expenditures	\$58,006	\$81,938	\$81,896	\$63,412	\$68,287	\$69,804	\$71,222	\$72,084	\$149,748
Year End Balance#	21,938	21,951	27,995	27,678	23,960	29,973	36,199	37,629	35,009
Total Expenditures, Transfers and Balance	\$79,944	\$103,889	\$109,891	\$91,090	\$92,247	\$99,777	\$107,421	\$109,713	\$184,757

\* Includes insurance, civic celebrations, federal projects, protective inspections, maintenance of equipment, pensions, social security taxes.

# Includes cash, security, reserve or surplus

PERCENT OF TOTAL EXPENDITURES

GOVERNMENTAL EXPEND.	1960	1961	1962	1963	1964	1965	1966	1967	1968
General Government	9.4	6.2	6.3	7.2	7.3	7.5	8.1	7.9	4.3
Police Protection	17.1	12.1	12.4	16.1	16.1	17.8	19.5	27.9	12.2
Fire Protection	3.7	4.4	9.8	6.2	6.1	5.5	5.2	5.6	3.2
Health & Sanitation	1.2	.6	1.4	2.1	2.0	1.4	1.4	3.0	.7
Highways	40.3	23.2	19.4	28.7	29.9	26.3	34.6	33.5	16.1
Recreation	----	----	----	----	----	----	----	----	1.5
Special Services	2.5	2.3	1.2	2.7	3.8	3.6	1.0	1.7	1.0
Interest	.7	.3	----	----	----	.2	.1	----	.4
Miscellaneous	3.8	2.3	1.6	7.8	5.0	5.5	6.1	5.4	3.8
NON-GOVERNMENTAL EXPENDITURES									
Principal Paid on Debt	17.2	18.3	6.1	----	7.3	14.3	14.1	4.5	8.5
Capital Outlay	.6	25.2	31.9	24.1	19.2	14.8	7.1	7.7	47.0
Transfers	.7	3.3	4.5	----	----	----	2.8	2.8	1.3
Miscellaneous	2.8	1.8	5.4	5.1	3.3	3.1	----	----	----
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

# PER CAPITA OPERATING EXPENDITURES BY FUNCTION

	1960	1961	1962	1963	1964	1965	1966	1967	1968
General Government	3.41	3.22	3.30	2.93	3.22	3.44	3.82	3.77	4.31
Police Protection	6.21	6.26	6.44	6.58	7.11	8.12	9.18	13.41	12.26
Fire Protection	1.34	2.28	5.12	2.52	2.66	2.48	2.45	2.67	3.25
Health & Sanitation	.45	.30	.71	.85	.88	.65	.66	1.43	.67
Highways	14.62	12.00	10.13	11.69	13.23	12.01	16.27	16.06	16.16
Recreation	----	----	----	----	----	----	----	----	1.48
Capital Outlay	.20	13.01	16.60	9.83	8.50	6.77	3.33	3.76	47.39
Special Services	.92	1.18	.64	1.10	1.71	1.64	.46	.82	1.04
Interest	.25	.14	----	----	.04	.10	.07	.03	.38
Principal Paid on Debt	6.25	9.46	3.18	----	3.24	6.54	6.60	2.16	8.54
Other *	2.63	3.84	6.01	5.24	3.66	3.92	4.17	3.91	5.23
TOTAL	36.28	51.69	52.13	40.74	44.25	45.67	47.01	48.02	100.71

# The probable ten year population projections were used to determine annual population

\* Includes transfers, insurance, civic celebrations, federal projects, protective inspections, maintenance of equipment, pensions, social security taxes.

capita cost for operating the local government was \$36.28 while in 1968 per capita costs reached \$100.71. After a decrease in 1963, per capita operating expenditures continued to rise.

The accompanying pie graphs present a comparison of Borough expenditures by function for the years 1960 and 1968. Capital outlay is not included as a separate function but appears as part of those functions for which revenue was allocated. This accounts for the substantially high increase for highway expenses. In addition, while several expenditure items have decreased in terms of percentage, these items have actually experienced considerable increases in actual costs. For example, in 1968 police and fire protection expenditures accounted for 17.3% of total expenses while in 1960 these services represented 21.4% of total expenditures; however, during the same period actual costs for police and fire protection increased \$10,994.

Assuming an average increase of 2.5 percent in governmental costs which has been experienced during the past several years, the following table projects total government expenditures for the next 10 years. By the year 1979, governmental operations are expected to cost \$114,593, a 97.6 percent increase from 1960, the first year of the study period.

#### Indebtedness

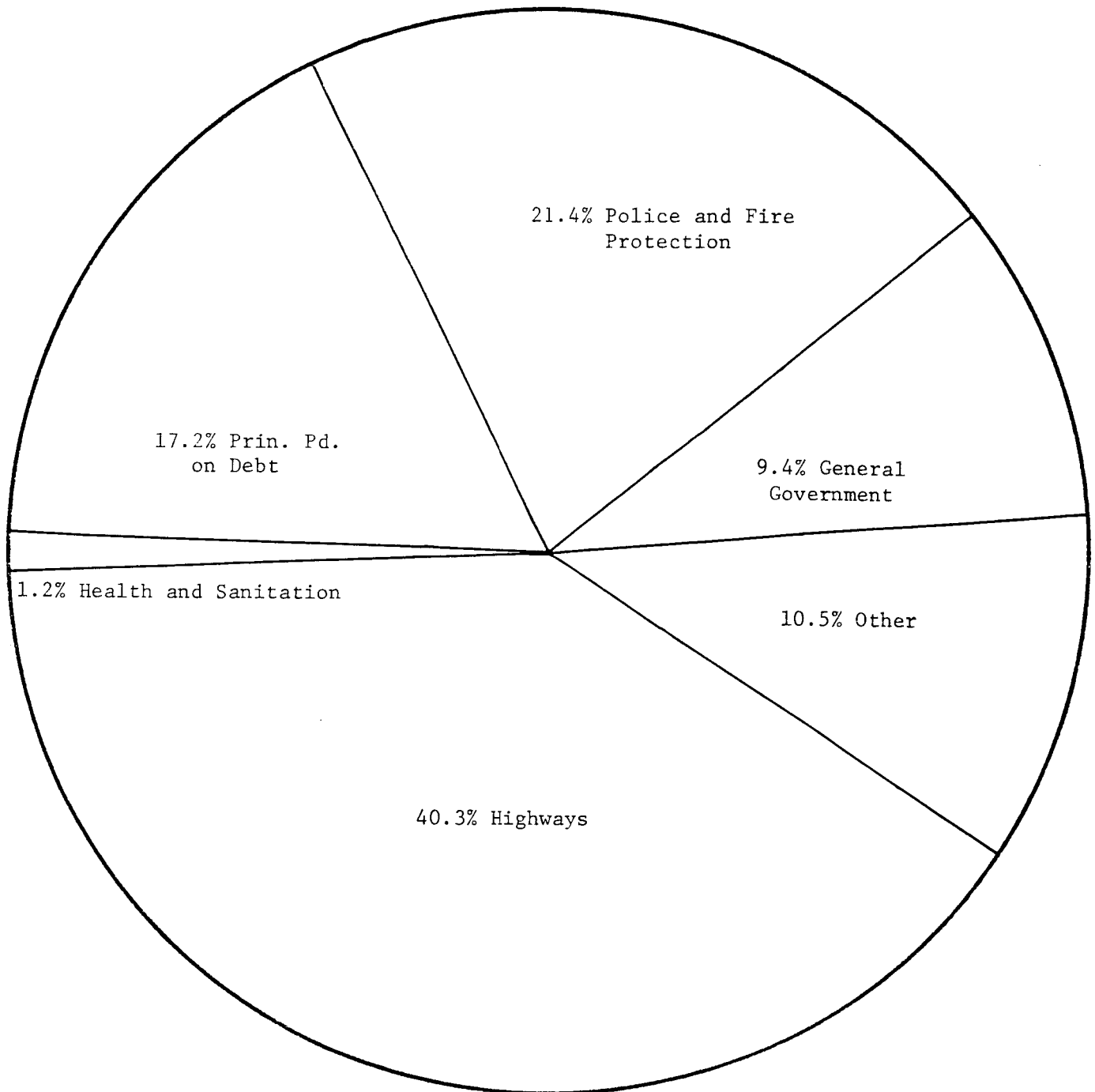
At the end of 1968 the Borough was free of bonded indebtedness. In fact, the last time the Borough had any bonded indebtedness was in the 1930's.

Legal debt limit of the Borough is established by State Law. Allowable indebtedness is expressed as a percentage of assessed valuation. Until 1967 Pennsylvania laws permitted council to incur a debt (Councilmanic Debt) not exceeding 2 percent of assessed valuation. With the approval of voters an additional 7 percent of assessed valuation was authorized (Elector's Debt). However, with the 1966 Constitutional Amendment, Councilmanic Debt was increased to 5 percent of the Borough's total taxable valuation and the Elector's Debt was increased to 10 percent of assessed valuation.

As indicated by the following table, Borough Council has not resorted to the use of Councilmanic Debt since 1960. Thus, the Borough has maintained maximum borrowing capacity. At the end of the study period New Bethlehem Borough enjoyed a remaining borrowing capacity of \$191,052. Currently, the Borough's remaining borrowing capacity is \$193,250, of which some \$64,416 remains for use at the discretion of Borough Council. Based upon projections of assessed valuation, the legal debt limit for the next ten years are estimated (as of the end of each year).

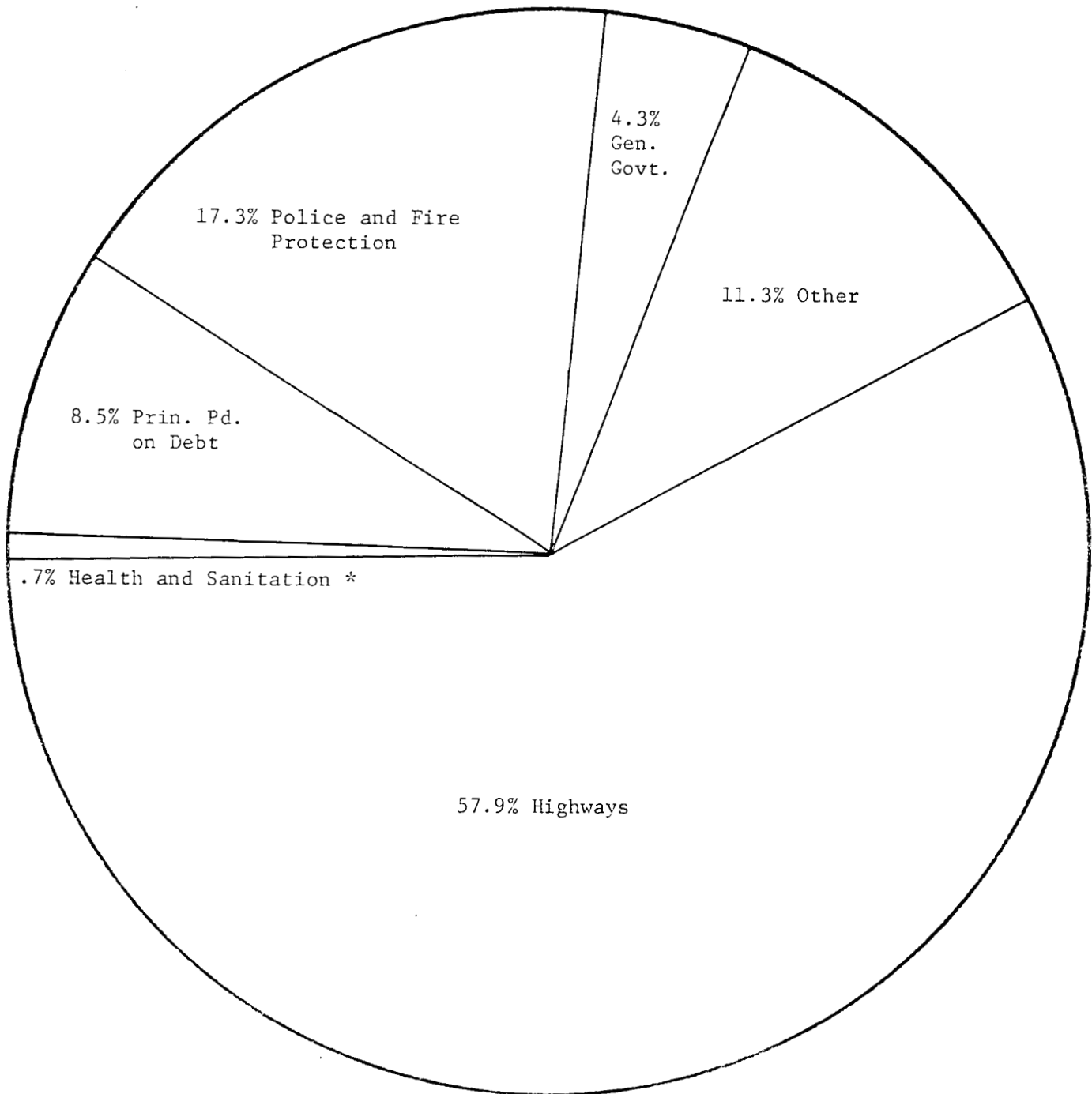
NEW BETHLEHEM BOROUGH GOVERNMENT EXPENDITURES BY FUNCTION

1960



NEW BETHLEHEM BOROUGH GOVERNMENT EXPENDITURES BY FUNCTION

1968



\* This figure does not accurately represent the total expenditures for health and sanitation. Additional expenses for wages and equipment use are borne by the Streets Department for refuse collection and its delivery to the landfill site. These costs are not listed separately in the budget and, therefore are contained in the above graph as part of expenditures for highways. It is important to note that the Borough provides this service to residents without charging any collection fee.

PROJECTED EXPENDITURES

	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Total Expenditures	\$91,758	\$94,051	\$96,403	\$98,813	\$101,283	\$103,815	\$106,411	\$109,071	\$111,798	\$114,593

BONDED INDEBTEDNESS AND  
BORROWING CAPACITY

1960 - 1968

Year	Total Taxable Valuation	Maximum Borrowing Capacity			Net Debt Created			Remaining Borrowing Capacity *		
		Council	Elector's	Total	Council	Elector's	Total	Council	Elector's	Total
1960	\$1,239,195	\$24,784	\$ 61,960	\$ 86,744	\$2,869	----	\$2,869	\$21,915	\$ 61,960	\$ 83,875
1961	1,240,425	24,808	62,021	86,829	----	----	----	24,808	62,021	86,829
1962	1,244,340	24,887	62,217	87,104	----	----	----	24,887	62,217	87,104
1963	1,245,490	24,910	62,274	87,184	----	----	----	24,910	62,274	87,184
1964	1,248,175	24,963	62,409	87,372	----	----	----	24,963	62,409	87,372
1965	1,243,755	24,875	62,188	87,063	----	----	----	24,875	62,188	87,063
1966	1,250,840	25,017	62,542	87,559	----	----	----	25,017	62,542	87,559
1967	1,241,195	62,060	124,119	186,179	----	----	----	62,060	124,119	186,179
1968	1,273,680	63,684	127,368	191,052	----	----	----	63,684	127,368	191,052

\* as of end of year

Until 1967 Councilmanic debt was 2% of Taxable Valuation; Elector's debt, 5%, for a total debt limit of 7%.

Changed in 1967 to 5% Councilmanic, 10% Elector's, and 15% Total.

PROJECTED DEBT LIMIT  
1970 - 1979

Year	Estimated Assessed Valuation	Debt Limits		
		Council	Elector	Total
1970	\$1,288,335	\$64,416	\$128,832	\$193,248
1971	1,293,513	64,675	129,350	194,025
1972	1,298,730	64,936	129,872	194,808
1973	1,303,986	65,199	130,398	195,597
1974	1,309,101	65,455	130,910	196,365
1975	1,314,615	65,730	131,460	197,190
1976	1,319,987	65,999	131,998	197,997
1977	1,325,398	66,269	132,538	198,807
1978	1,330,848	66,542	133,084	199,626
1979	1,336,337	66,816	133,632	200,448

Some reserve borrowing power should be maintained by the Borough for use in emergencies, either economic or natural catastrophes. It is recommended that no more than 75 percent of the municipal borrowing capacity be committed at any one time so that such emergency reserve can be maintained. Other types of borrowing such as the issuance of bonds under the Borough Elector's Debt Authority, or revenue bonds (which are not included in computing total municipal debt) are offered as alternatives. The use of municipal authority as a vehicle for financing certain types of improvements has proven effective in many communities. General obligation bonds, which may be issued under Councilmanic or Elector's borrowing authority normally enjoy lower interest rates because the full faith and credit of the Borough is pledged.

Revenue bonds are repaid from earnings, such as a user's fee for a specific facility or service. While the interest rates are usually somewhat higher, some feel that the burden of repayment is more equitable. Interest rates depend upon the type of facility financed and its economic feasibility.

When debt limits permit, it may be advantageous, from the standpoint of local interest rates, to use general obligation bonds with the understanding that revenue derived is to be used to meet all costs including debt service. Only if the revenue was not adequate would the credit of the Borough be used.

## Summary

An analysis of New Bethlehem's fiscal profile reveals a relatively stagnant economy. The assessed value of property, which is the basis of the real estate tax, has shown only a small increase. In addition, the assessed valuation of occupations has revealed a decrease. Although the heavy dependence on real estate taxes as a source of local revenue is expected to continue, projections reveal that no substantial increase in assessed value is expected for the next ten years. However, long-term increases in assessed valuation may occur through rehabilitation or urban renewal.

The current budget (1970) estimates expenditures at \$91,758, with highway costs the leading expenditure item as it has been in the past. By 1979 expenditures are expected to reach \$114,593, an increase of 97.6% over 1960 governmental expenses. Since anticipated revenue is not expected to increase at the same rate as expenditures, it appears that additional sources of revenue should be investigated. The Borough is authorized to levy several additional taxes based on assessed valuation of real estate including a 3 mill library tax, a 2 mill recreation tax and a limitless debt service tax. In addition to the recently levied occupation privilege tax, the Borough has several Act 511 taxes remaining which include a 1 percent real estate tax, a one mill wholesale mercantile tax, a 1.5 mill retail mercantile tax, and 10 percent amusement tax. The Borough could also realize additional revenue by reassessing real estate or revising the assessment ratio. In addition, new legislation, if enacted, would increase the Wage Tax to 2% and the real property tax for general purposes to 30 mills. The specific tax or method used to yield additional revenue should be determined only after careful evaluation.

New Bethlehem Borough currently enjoys maximum borrowing capacity, a total of \$193,248, of which \$64,416 can be borrowed at Council's discretion. While borrowing is often times necessary to implement various elements of a plan, it is recommended that no more than 75 percent of the municipal borrowing capacity be committed at any one time so that an emergency revenue can be maintained. Applying this percentage, the Borough could assume a debt of approximately \$144,936 and still maintain a reserve fund. With only modest increases in assessed valuation expected, the Borough is expected to have a maximum borrowing capacity of \$200,448 in 1979.

Other types of borrowing available to the community include the issuance of bonds under the Borough Elector's Debt Authority and revenue bonds. General Obligation bonds usually enjoy lower interest rates, while the interest rates on revenue bonds depends on the type of facility financed and its economic feasibility. When borrowing becomes a necessity, the Borough should investigate all possibilities in order to determine what method would best meet the community's needs.

## POPULATION

The preparation of the comprehensive development plan depends in a great deal upon an analysis of population - past, present and future. It is essential to attempt to anticipate population changes so that we may intelligently plan for community facilities and services based on the requirements of today's populous as well as the needs of those persons who may be residing in New Bethlehem Borough twenty years from now.

### Past Trends

New Bethlehem has evidenced a pattern of change similar to that of Clarion County. The greatest Borough population increase was experienced in the 1900-1910 period which registered a 28% increase. A pattern of minor fluctuations has since been evident with gains and losses in population never exceeding 5%.

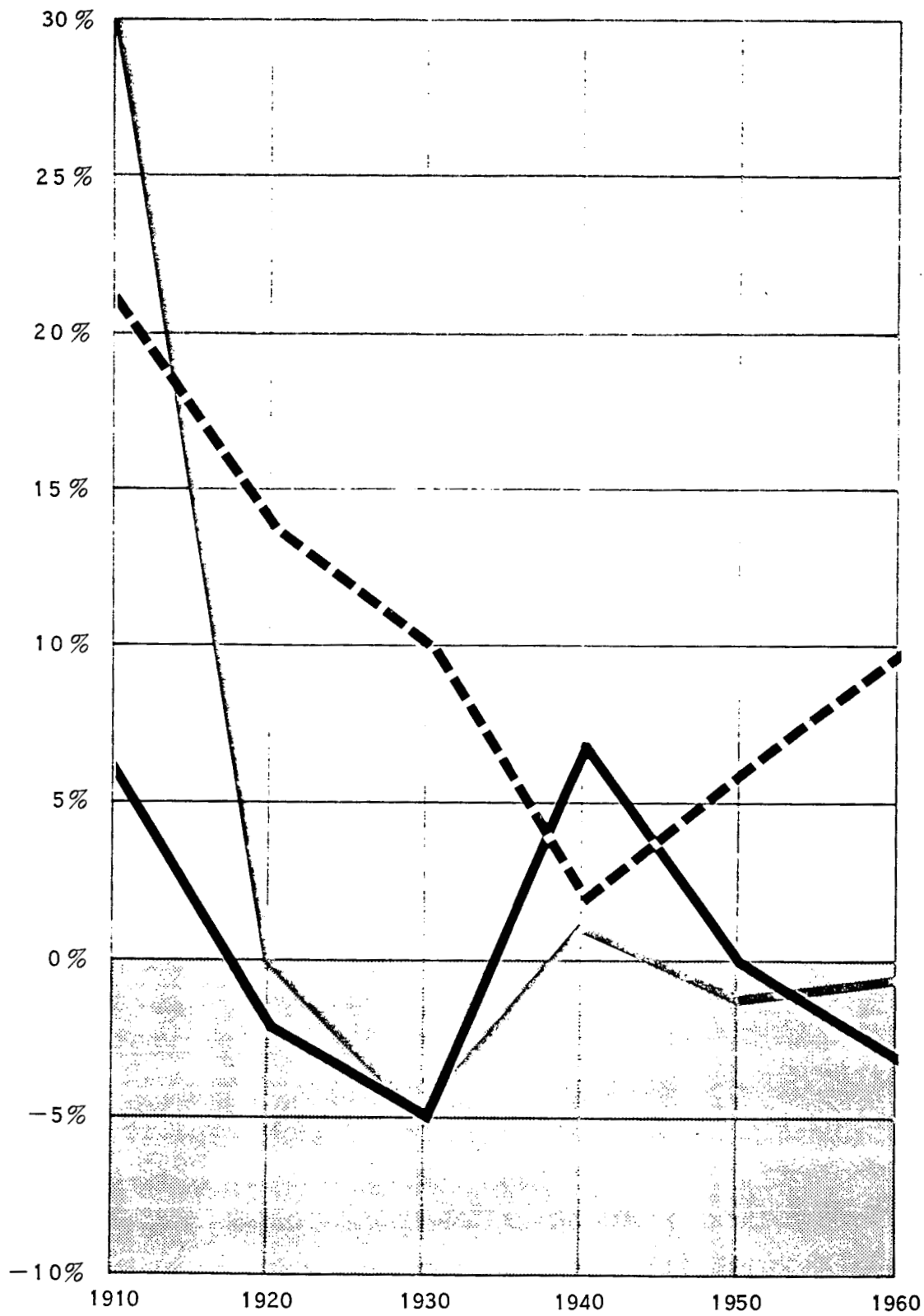
A comparison of the population fluctuations experienced by New Bethlehem and Clarion County indicated that they are very similar. This similarity reinforces the conclusions of interdependence between New Bethlehem and Clarion County indicated throughout this plan. Since 1950 the Borough and the County have been experiencing a gradually decreasing population as a result of declining birth rates and outmigration.

It can be noted from the following table that the population of the State of Pennsylvania has increased during each ten year period.

### TRENDS IN POPULATION

<u>Year</u>	New Bethlehem		Clarion <u>% Change</u>	Armstrong <u>% Change</u>	Penna. <u>% Change</u>
	<u>Population</u>	<u>% Change</u>			
1900	1,269	---	- 6.8	+ 12.4	+ 19.9
1910	1,625	+28.0	+ 6.9	+ 29.1	+ 21.6
1920	1,662	- 2.2	- 1.3	+ 11.3	+ 13.8
1930	1,590	- 4.3	- 4.5	+ 4.9	+ 10.5
1940	1,622	+ 2.0	+ 6.2	+ 2.2	+ 2.8
1950	1,604	- 1.1	- 0.2	- .3	+ 6.0
1960	1,599	- .3	- 2.4	- 1.6	+ 7.8

PERCENTAGE CHANGE IN POPULATION  
1910 - 1960



— NEW BETHLEHEM  
— CLARION COUNTY  
- - - PENNSYLVANIA

### Natural Increase

The fact that New Bethlehem is suffering from out-migration is further aggravated by the rapid decline in the birth rate and the excess of deaths over births. Following is a presentation of live births and death statistics for 1961-1968:

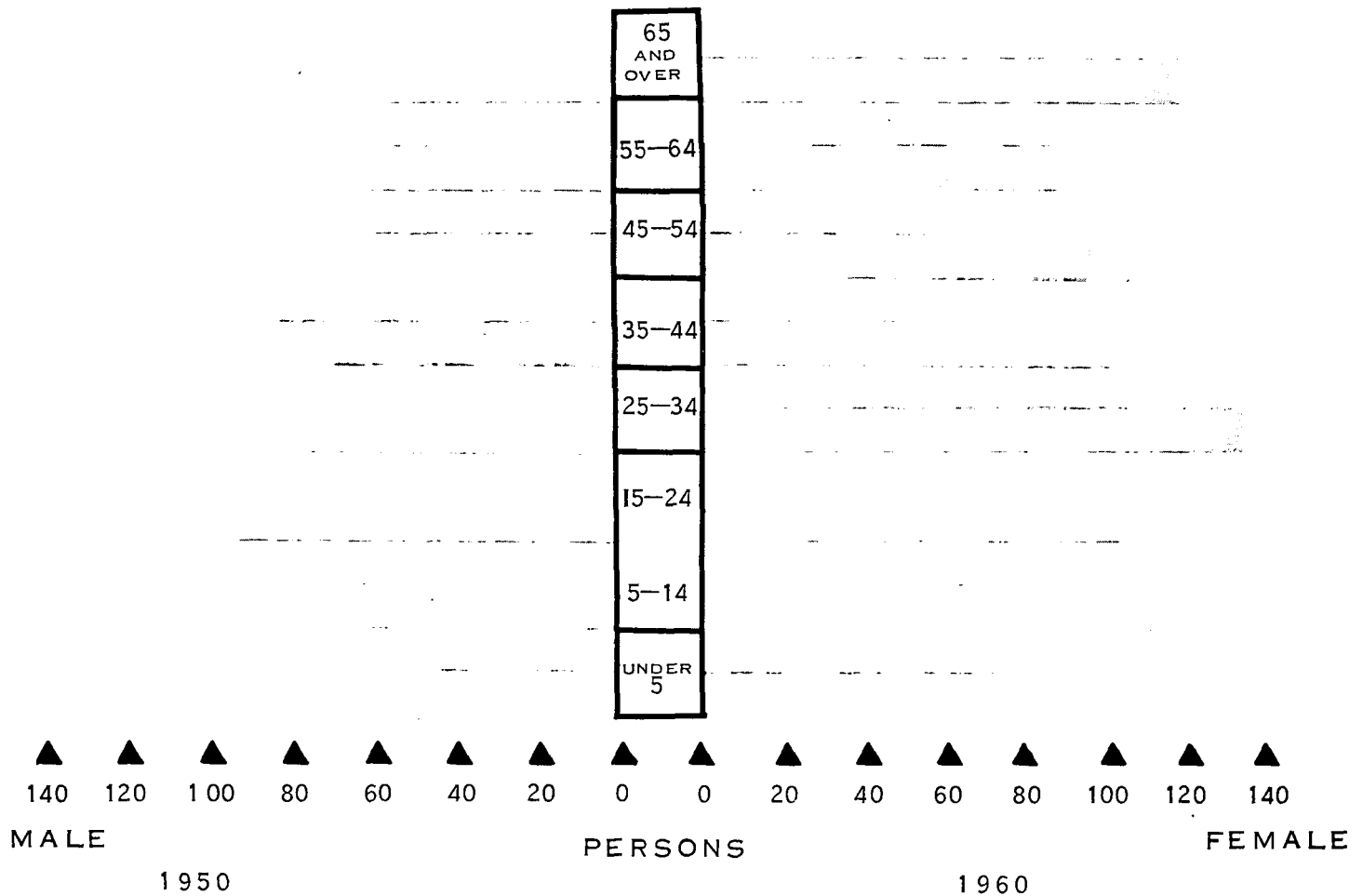
<u>Year</u>	<u>Births</u>	<u>Deaths</u>	<u>Natural Increase</u>
1961	30	23	+ 7
1962	28	17	+ 11
1963	35	27	+ 8
1964	20	21	- 1
1965	18	20	- 2
1966	26	28	- 2
1967	17	20	- 3
1968	21	18	+ 3
	<hr/>	<hr/>	<hr/>
Totals	195	174	+ 21

The pattern of natural decrease (more deaths than births) for the period from 1964 through 1967 is both obvious and somewhat alarming. While the Borough appears to be static in terms of dramatic population increase or decrease, the lack of growth is attributable to the out-migration of the young marriageable age, thus creating a void in the child bearing age group. This point can be readily understood through an analysis of population composition. This problem has been further aggravated by the steadily declining birth rate, not only in Clarion County but in the Nation.

### Population Composition

The composition, especially the sex and ages of the population is of particular importance in analyzing the community. Since it can reasonably be assumed that the age groups which predominate today will be responsible for tomorrow's growth, composition is a relatively good indicator of the potential for future growth. The following age-sex pyramid for the year 1960 offers a graphic delineation of male and female residents according to age groups.

# AGE - SEX PYRAMID 1950 - 1960



The so called age-sex Pyramid is, in this case actually more like a rectangle. In most growing communities the largest age group would be those under 5 and the smallest those over 65. The lack of residents in the under 5 category does not speak well for the future of New Bethlehem. It is evident that out-migration occurs in the 15-24 age group and becomes more acute in the 25-34 age category. Further breakdown shows a predominance of persons in the middle-age and older group. Owing to increased longevity and traditional "root bound" characteristics of this group, it would appear that this percentage of persons is not likely to decrease; and will probably increase. With the loss of young people and seeming failure to attract new residents, the conclusion is obvious. Positive action must be taken to improve community facilities, housing and recreation and in turn to attract industry, or the age group over 35 will continue to increase and total population will continue to decrease.

## Population Distribution

The economic feasibility of providing public facilities and services to a community citizenry is not only dependent upon growth trends and composition, but also upon the distribution of its population. Borough residential density is 4.9 persons per acre with a somewhat lesser density.

occurring in the extreme north and northeast sections of the Borough owing to larger lot sizes. The greatest cluster of persons live in the northwest and west central portions of the community where the density figure above quoted is often exceeded. There is relatively little multi-family housing. In fact, only 21 incidences of apartment habitation were recorded. The accompanying map depicts the distribution of the Borough's current population. The same map reflects the pattern of residential land use.

Since much of the Borough is built up and few areas are available for residential development, any major development will probably continue to spread to the northeast and in an eastwardly direction.

#### Projections and Optimum Growth

Estimating the probable future population of a small community is particularly difficult and especially tenuous due to many interrelated factors such as national and regional economic trends, both national and local birth and death rates and migration patterns. Additionally, the figures become less reliable the farther the projection extends from the base year. In view of New Bethlehem's needs, several methods, comparisons, and assumptions have been employed.

The County population has experienced a population decrease in recent years. Estimates of County population have been made by the State Planning Board and they show a fairly constant drop in population as follows:

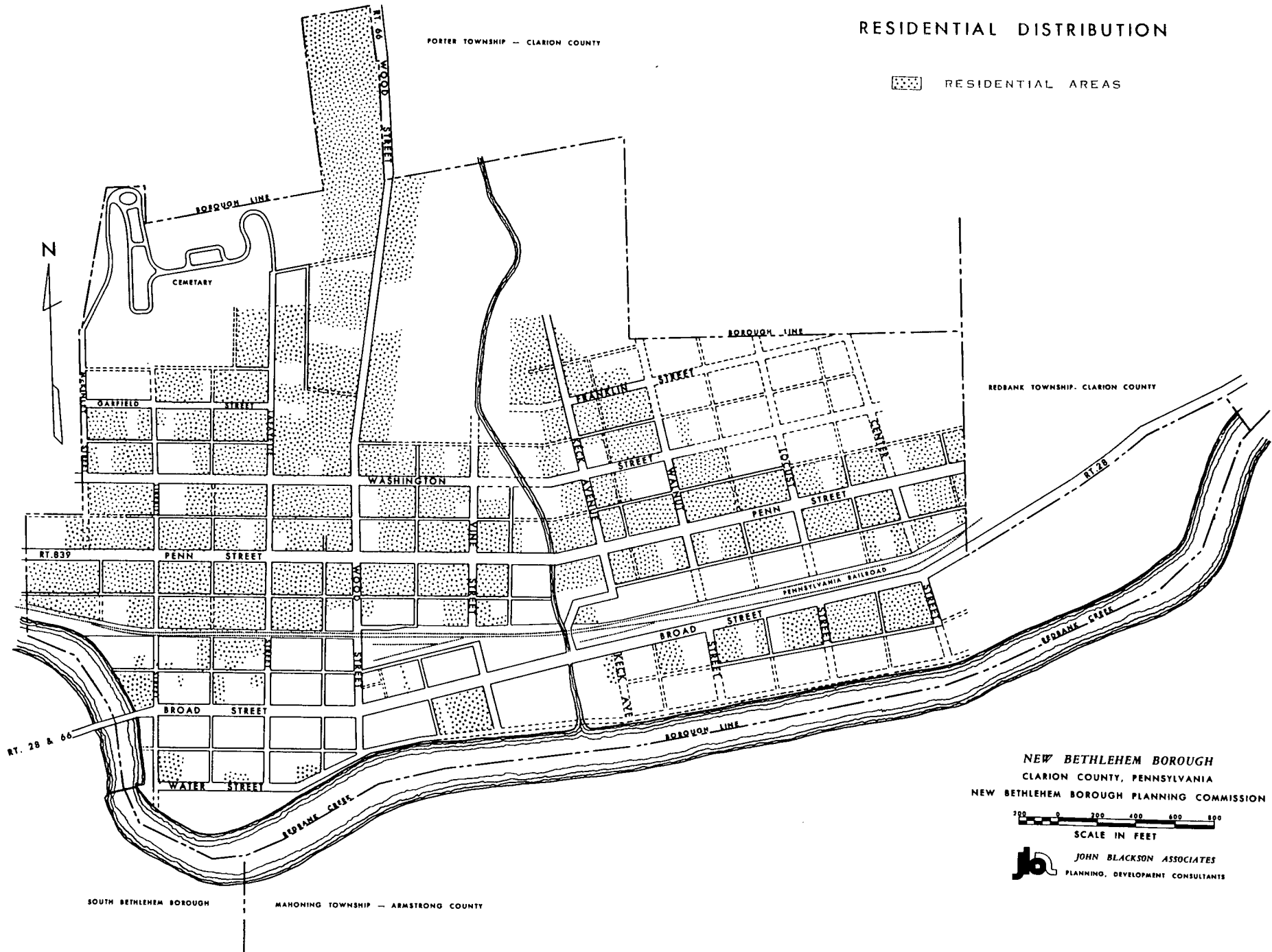
<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
37,000	36,600	36,200	35,700	35,200

It is not realistically anticipated that the Borough will exhibit a significantly different pattern. Certain assumptions, however, can be made to establish a base from which to make projections.

1. County-wide economic conditions will become more healthy.
2. The Allegheny Valley Thruway will be located significantly close to New Bethlehem.
3. The Borough will undertake conscientious community improvement efforts.
4. The full potential of Interstate 80 will be realized.
5. No drastic change will occur in the fertility rates.
6. No major international, national, or local catastrophe will drastically alter the existing demographic pattern.

# RESIDENTIAL DISTRIBUTION

 RESIDENTIAL AREAS



In view of these facts a strict mathematical computation would not be flexible enough to account for all potential.

In order to arrive at a meaningful set of population projections for the Borough, the 1960 population figure was updated using the Pennsylvania State Planning Boards Intercensal Method of Annual Population Projections. This calculation provides an estimated 1970 population of 1,458, a drop of 8.8% since 1960. Since this method utilized actual birth and death figures through 1968 it is considered to be reasonably accurate through this period.

Utilizing the 1970 base figure of 1,458 three (3) sets of projections were then developed. The "low" projection results from utilizing the apparent trend developing in 1960's. This would be considered a very pessimistic projection.

The "high" projection is based on trends developed through the 1910 to 1960 period and presume a maximum of development potential and economic indicators. This projection would be considered optimistic, but should be utilized in the design of community facilities such as sewer, water, etc. We indicate this "high" figure should be utilized in the design of these community facilities because it is relatively inexpensive to provide capacities for an additional few hundred people. In many instances because of minimum design standards the "high" population projection would be provided for and the capacity should be utilized eventually even if the target date is somewhat optimistic.

An analysis of the number of housing units in the Borough and the available developable vacant land indicates that the "high" population figure could be supported without materially altering the density of development. This is without taking into consideration possible annexation of new land by the Borough which is beyond the scope of this report.

By utilizing the cohort survival method of population projection, that is taking into account birth and death rates and trends in out-migration for the last two census periods, a population projection which we consider to be the most realistic has been developed. This projection does not presuppose any major changes in the economic condition of New Bethlehem or Clarion County.

We feel that this median projection is the most probable trend in population for the Borough in the foreseeable future. A need does exist to re-evaluate these figures periodically to observe any major departures from those upon which these projections were based.

NEW BETHLEHEM BOROUGH  
POPULATION PROJECTIONS

	<u>1970</u>	<u>1980</u>	<u>1990</u>
High	1,620	1,540	1,616
Probable	1,458	1,422	1,380
Low	1,426	1,405	1,280

It would be hoped that the aims of the Comprehensive Plan could be fully realized and in this way the high population projection would become the actual population of the community.

## EXISTING LAND USE

The existing land use pattern is an expression of the utilization of the land areas of the Borough at a given point and time. To a great extent the existing land use conditions limit the future land use of the community and establish the community's developmental pattern. The following analysis of this pattern enables us to measure how well various land uses have met the human and economic needs for which they were designed. It further provides an indication of the amount of land that will be required for various functions in the future.

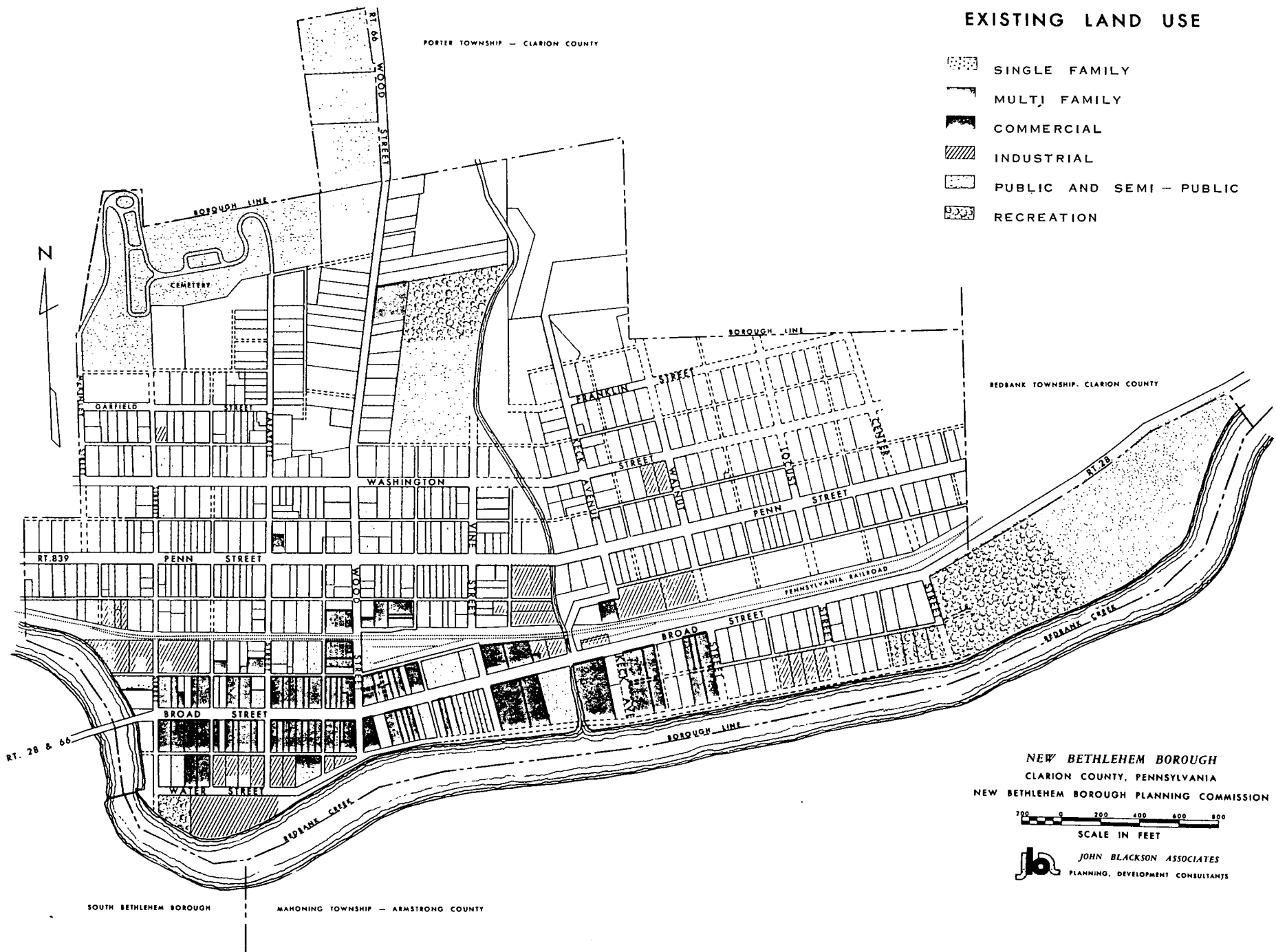
New Bethlehem Borough is the major concentration of commercial, industrial and residential uses in the southern portion of Clarion County. Vast tracts of undeveloped acreage encircle the Borough although the residential community of South Bethlehem lies immediately south of the Borough and scattered residential development extends from the Borough along the arterial highways. Much of the surrounding area is in steep slopes or has been or is in the process of being strip mined. These two conditions, steep slopes and strip mined areas, will act as deterrents to further development.

An inventory of the land use identified each parcel of land within the framework of 13 specific classifications under seven broad categories. This inventory revealed that 78 % of New Bethlehem's 288.6 acres of land is developed to date. The accompanying table identifies the amount of land currently utilized for various purposes in the Borough and the accompanying land use map illustrates the relationship of uses to one another.







Generally the existing land use character of the Borough is typical of that of similar sized municipalities. The Borough is split along its southern end by the lines of the Penn-Central Railroad and industrial uses are generally concentrated along these railroad lines. Residential development is generally orderly. The major deterrents to good land use balance are the railroad lines traversing the length of the Borough, the scattered string type of commercial development and an inefficient gridiron street pattern.

### Undeveloped Land

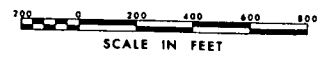
There is only a total of 61.9 acres of vacant land within the Borough. Much of this land is wooded steep slopes and undevelopable. The largest portion of undeveloped land is located in the northeast corner of the Borough; along a ravine running through the center of the Borough in a north-south direction; and immediately south of the cemetery on the northwest corner of the Borough.




EXISTING LAND USE

-  SINGLE FAMILY
-  MULTI FAMILY
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND SEMI - PUBLIC
-  RECREATION

NEW BETHLEHEM BOROUGH  
CLARION COUNTY, PENNSYLVANIA  
NEW BETHLEHEM BOROUGH PLANNING COMMISSION



 JOHN BLACKSON ASSOCIATES  
PLANNING, DEVELOPMENT CONSULTANTS

There are some scattered vacant lots which might be considered developable; however, for all practical purposes any major development which is to take place inside the Borough would have to take place on land which is already developed.

### Residential

Residential use is defined as a parcel of land containing housing facilities for one or more families. In New Bethlehem, residential use occupies 90.4 acres or 29.1 % of the total Borough area.

Almost all of the residential uses lie north of the railroad tracks. There is some scattered residential use on the southern side of Broad Street particularly at the eastern end of the Borough.

The predominant residential use is single family dwelling with only 4.0 acres of land in multi-family residential use.

Most of the lots west of Vine Street are only 30 feet in width causing a general crowding of structures and a lot size regarded as small by present day standards. The lots east of Vine Street are generally 70 feet in width and provide a more acceptable standard for single-family residential development.

### Commercial

A commercial area is a parcel of land containing establishments supplying commodities to the public including related financial transactions.

There are 19.1 acres or 6.2% of the total area of the Borough devoted to commercial use. The business district is a strip development along Broad Street and is part of the Borough's oldest section. With the exception of the two new grocery stores located south of Broad Street at the eastern end of the Borough, most of the commercial establishments are in small structures occupying most of the lot and lack adequate off-street parking.

There is also interspersed within the commercial district some residential units, public uses and industrial uses which have a generally incompatible and uncomplimentary effect on the total commercial district.

## Industrial

An industrial use involves a parcel of land containing facilities for the mechanical or chemical transformation of organic or inorganic substances into new products and includes related services.

Only 10.6 acres of land are utilized in the Borough for industrial use. There are no single large parcels utilized by industry and the major concentration of industrial use lies along the right-of-way of the Penn-Central Railroad. There is, however, scattered throughout the Borough industrial uses and in general the dispersion of the industrial uses in the Borough could not be considered a good pattern of land use development. The ideal situation is for a major portion of industrial uses to be concentrated in a single area properly insulated from residential uses.

## Public and Semi-Public

Public and semi-public refers to those parcels of land where facilities provide for mental, spiritual and physical development of community residents.

There are 50.4 acres or 16.2 % of the total area of New Bethlehem devoted to public and semi-public uses. This is a higher percentage than is normally found in a community of this size; the average being 5 to 6 percent of the total land area. The major use in this category is the 23.9 acres utilized for institutional purposes. The two large tracts occupied by the Redbank High School and the Elementary School make up the major portion of this total. Coupled with the institutional uses are 12.0 acres of recreational use. Again the two major recreational areas being adjacent to the previously mentioned schools.

The third major use of public and semi-public land is found in the 14.5 acre cemetery located on the northwest corner of Borough. The balance of the public and semi-public uses are scattered principally on the western side of the Borough and include churches, public parking, library, post office and other such facilities.

In total land area there is more than adequate land devoted to public and semi-public uses. However, an analysis of the land use map indicates that there are certain deficiencies; in particular, neighborhood playlots or tot lots to serve the residential concentrations.

## Streets and Highways

Streets and highways account for 46.8 acres or 15.1 % of the total land area within the Borough. Of the total acres in streets and alleys, 10.5 acres or 3.4 % are unimproved. This percentage of unimproved streets is generally in line with communities of this size and type.

As has been noted earlier the Penn-Central Railroad lines dissect the southern portion of the Borough. The railroad right-of-ways occupy 9.4 acres or 3.0 percent of the Borough land.

A comprehensive inventory and evaluation of the traffic circulation system is provided in the traffic section of this report.

### EXISTING LAND USE NEW BETHLEHEM BOROUGH

	Acres	Percentage
RESIDENTIAL		
Residential - one family	86.4	27.8
Residential - multi-family	4.0	1.3
RESIDENTIAL TOTAL	90.4	29.1
COMMERCIAL TOTAL	19.1	6.2
INDUSTRIAL TOTAL	10.6	3.4
PUBLIC AND SEMI-PUBLIC		
Institutional	23.9	7.7
Recreation	12.0	3.8
Cemetery	14.5	4.7
PUBLIC AND SEMI-PUBLIC TOTAL	50.4	16.2
TRANSPORTATION		
Improved - Streets and Alleys	36.3	11.7
Unimproved - Streets and alleys	10.5	3.4
Streets and Alleys	46.8	15.1
Railroad	9.4	3.0
TRANSPORTATION TOTAL	56.2	18.1
VACANT LAND TOTAL	61.9	19.9
WATER TOTAL	22.1	7.1
GRAND TOTAL	310.7	100.0

With the exception of these concentrations in the central business district, the remaining substandard structures are scattered throughout the Borough. This type of random incidence suggests the need for a concerted code enforcement program. A well designed Zoning Ordinance, strongly enforced, can become one of the Borough's most effective tools for directly preventing the most significant causes of blighted conditions. Housing and building codes, if properly enforced, can provide immeasurable assistance in removing blight and preventing deterioration. In addition a Land Subdivision Ordinance is essential for assuring that new residential neighborhoods will be developed in such a manner that their beauty and value will be guaranteed.

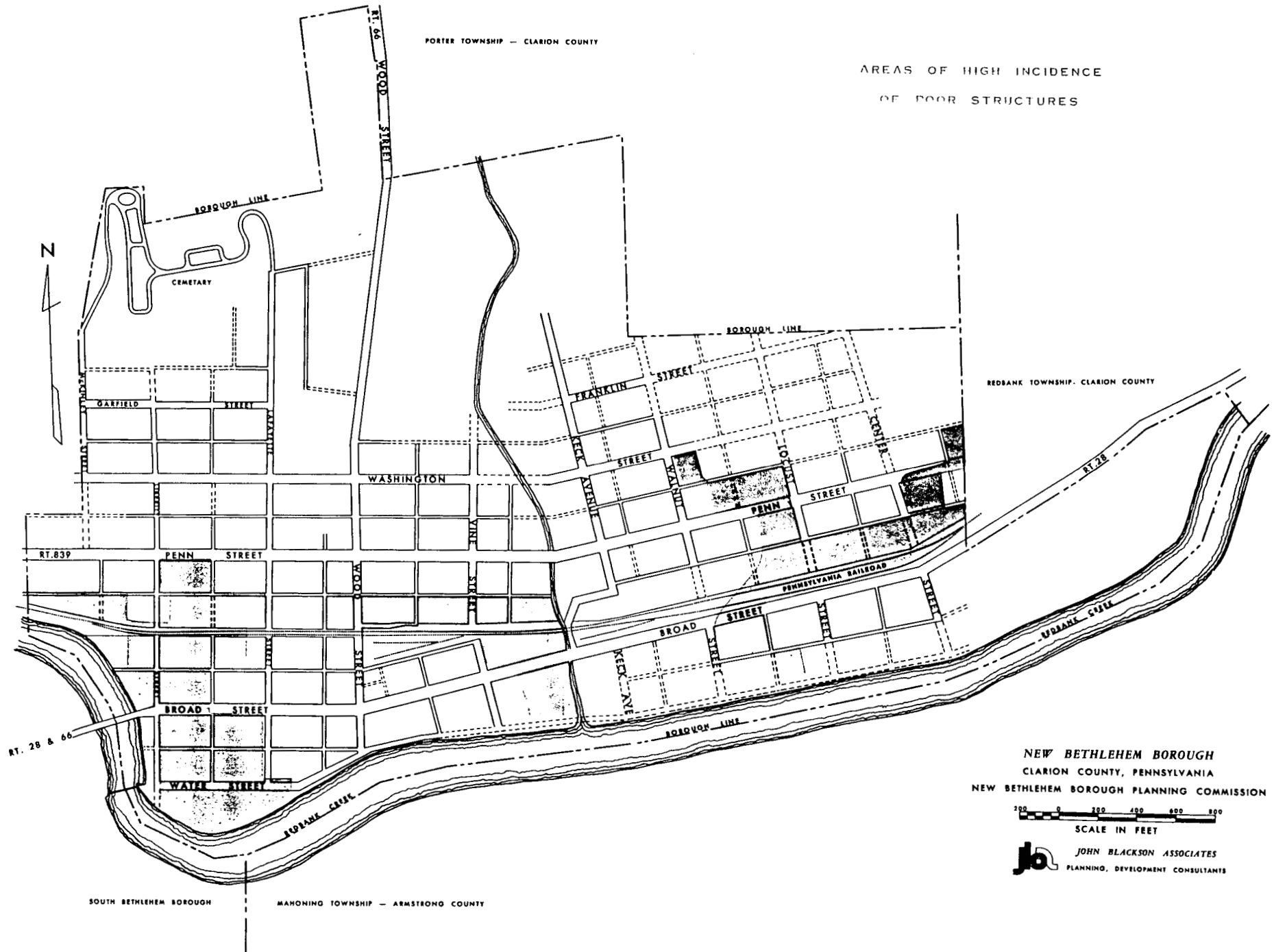
Any program to eliminate structural deterioration in New Bethlehem will have to be directed toward a simultaneous attack on the many factors which cause blight. The problem of blight wears many faces, but the most apparent are:

1. Structural decay, deterioration and dilapidation.
2. Visual blight, which includes structural decay, pollution, vacant buildings, littered landscape, dirty streets, etc.
3. Intense development patterns which result from antiquated land use practices such as narrow lots, grid iron street patterns and narrow alleys in each block.
4. Mixed land use patterns where there is a mixture of various incompatible uses; such as, commercial uses in residential areas and vice versa, mixed commercial and residential uses in the same building, etc.
5. Scattered commercial development where commercial concerns are strung out or scattered over too large an area making it difficult for shoppers to shop conveniently.

The accompanying map and table present a summary of structural conditions in New Bethlehem. It is presented to indicate the condition of all Borough structures. It is not the intent of this report to pinpoint individual structures; but, by determining the general pattern of deterioration, an indication of soundness and need for redevelopment, or rehabilitation can be determined.

PORTER TOWNSHIP - CLARION COUNTY

AREAS OF HIGH INCIDENCE  
OF POOR STRUCTURES



NEW BETHLEHEM BOROUGH  
CLARION COUNTY, PENNSYLVANIA  
NEW BETHLEHEM BOROUGH PLANNING COMMISSION

700 0 200 400 600 800  
SCALE IN FEET

**JOA** JOHN BLACKSON ASSOCIATES  
PLANNING, DEVELOPMENT CONSULTANTS

STRUCTURAL CONDITION  
NEW BETHLEHEM, PENNA.

		<u>%</u>	<u>% of Total Structures</u>
RESIDENTIAL STRUCTURES			
Good - - - - -	70		18.8
Fair - - - - -	248		66.7
Poor - - - - -	<u>54</u>		<u>14.5</u>
Total Residential	372	76.7	100.0
NON RESIDENTIAL STRUCTURES			
Industrial			
Good - - - - -	1		5.6
Fair - - - - -	10		55.5
Poor - - - - -	<u>7</u>		<u>38.9</u>
Total Industrial	18	3.7	100.0
Commercial			
Good - - - - -	16		20.8
Fair - - - - -	50		64.9
Poor - - - - -	<u>11</u>		<u>14.3</u>
Total Commercial	77	15.9	100.0
Public and Semi-Public			
Good - - - - -	10		55.6
Fair - - - - -	6		33.3
Poor - - - - -	<u>2</u>		<u>11.1</u>
Total Public and Semi-Public	18	3.7	100.0
TOTAL STRUCTURES			
Good - - - - -	97		20.0
Fair - - - - -	314		64.7
Poor - - - - -	<u>74</u>		<u>15.3</u>
	485		100.0

## PROPOSED LAND USE

It should be recognized that every community undergoes change as a normal course of events, and change is basically desirable. inevitable and must be accommodated. Since uncontrolled change or growth in a community can be eventually destructive and disruptive, planned development is more desirable. A planned approach means that future development will be shaped by and guided toward predetermined goals and objectives.

It should be further recognized that constant attention must be given to improving the image of any community. Sound land development can avert land use conflicts and insure enhancement of the total community environment.

The purpose of this Land Use Plan is to provide a program for future development and optimum use of land; and, at the same time, to provide a healthful and aesthetically pleasing community environment.

To accomplish this purpose it was necessary to begin by defining goals or objectives to guide future planned development. The following community development objectives were established as the first step in the preparation of this Plan:

1. To support and encourage order and beauty in the development of New Bethlehem's environment for the convenience and pleasure of present citizens and future residents through sound land development practices.
2. To encourage future land development to complement a harmonious and efficient pattern of future Borough growth.
3. To encourage future residential use to occur within compact neighborhood units.
4. To guide commercial development in such a way as to minimize adverse influences on adjacent streets and highways and to minimize and protect existing commercial uses.
5. To protect property values to insure suitable, attractive and efficient community environment.
6. To encourage developers to incorporate adequate public facilities and open spaces in neighborhood design.

Using the information provided in the analysis of existing land uses and projections of future growth patterns, a series of proposals or recommendations were formulated in an effort to provide a planned approach to land development.

Since the previously stated objectives represent the ideal situation and since these proposals are based upon the objectives, it should be understood that the proposals are only intended to serve as guidelines and are not to be considered as objectives themselves. It should also be understood that this Plan is long range in nature and will conceivably need to be revised as implementation of the Plan progresses.

The proposals are illustrated on the accompanying Proposed Land Use Map and described fully in the text which follows.

#### Residential Single Family

Although there is some scattered residential use on the southern side of Broad Street, almost all of the residential use lies north of the railroad right-of-way at the present time. It is proposed that the area north of the tracks remain residential with structures being of the single family type. The long range removal of non-residential and multi-family uses from this area would protect property values, insure a suitable and attractive community environment and stabilize the tax base. Future development occurring to the northeast and northwest within the Borough should be limited to residential single family structures.







#### Residential Multi-Family

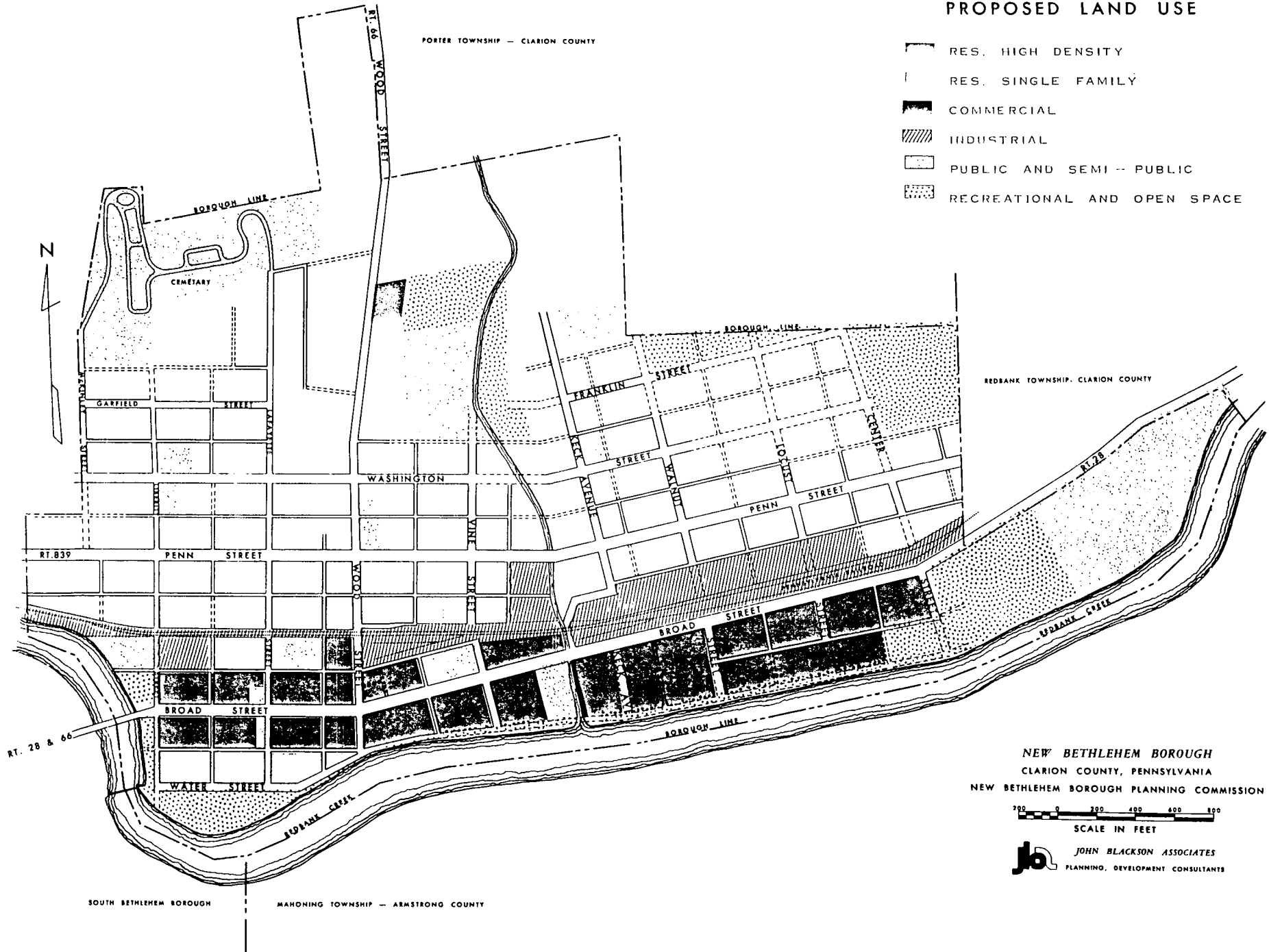
Parcels of land containing housing facilities for more than one family are few and scattered throughout the Borough. The future need for this type of dwelling structure in New Bethlehem is discussed in the Housing Section of this Plan.

With this need in mind it is proposed that certain designated areas of the community be used for the development of multi-family residential structures. The areas designated for this use are located in the western portion of the Borough immediately north and south of the industrial-commercial areas. The concentration of this form of land use in one given area tends to reduce the conflicts which arise where mixed land uses are permitted and to enhance the community environment.

In addition the areas designated as multi-family residential have several advantages for this use. The location of these structures in lines forming a border for the industrial-commercial area serves as a

# PROPOSED LAND USE

-  RES. HIGH DENSITY
-  RES. SINGLE FAMILY
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND SEMI - PUBLIC
-  RECREATIONAL AND OPEN SPACE



buffer between this area and the single family residential area, and these sites provide ease of access to stores and shops for a maximum of people. The latter is a particular advantage if the inhabitants are elderly. In addition, as a natural course of urban development, density tends to increase with closer proximity to the central part of a community; therefore, these locations tend to enhance this natural tendency. Finally, redevelopment of these sites to this particular land use will help to eliminate the heavy concentration of deteriorated structures presently found in this area.

### Industrial

The major concentration of industrial use lies along the railroad right-of-way. Some industrial use does exist scattered throughout the Borough, and this dispersion cannot be considered a good pattern of land use development. The ideal situation is for the major portion of industrial uses to be concentrated in a single area properly isolated from residential uses.

The industrial use plan provides an arrangement of industrial locations within the community from the point of view of meeting the needs of industry while protecting the residential and commercial portions of the Borough from any further expansion of industrial use. The plan is based upon the present location of industry, available land which could be used by industry, the availability of highway and railway transportation, proximity to the services of the main commercial area and the distribution of the retail land uses.

It is proposed that industrial use be confined within the single portion of land following the railroad right-of-way. It is felt that this is an ideal area meeting all of the necessary criteria and that further expansion of industry within the Borough beyond this area would be detrimental to the community environment.

### Commercial

Currently the business district, which is a strip development along Broad Street, contains most of the Borough's commercial establishments. There are, however, some commercial uses located outside of this district. The plan attempts to concentrate commercial activity within the Central Business District south of the railroad tracks. Particular emphasis is placed upon utilizing the area south of Broad Street and east of Leasure Run and the area on both sides of Broad Street west of Leasure Run.

At the present time there exists, interspersed within the commercial district, some residential units, public uses and industrial uses which have a generally incompatible and uncomplementary effect on the total commercial

district. With the exception of certain structurally and functionally sound public and semi-public uses, it is recommended that non-commercial uses be gradually reduced in this area.

In developing the plan for the Central Business District, or main commercial area, a critical consideration is the traffic pattern. Recommendations are made in the Traffic Section of this Plan which, when implemented, will have a beneficial effect on commercial activity. The most important of these recommendations in relation to effective land use is the establishment of a circular flow of traffic around the Central Business District.

#### Public and Semi-Public

Little change is projected in public and semi-public land uses. An evaluation of these facilities indicates that most of the sites are reasonably well located and that these structures are adequate. Should new public or semi-public facilities be required in the future, these should be established in or near the commercial district. Churches should be encouraged to locate on lots large enough to provide sufficient space for their accessory uses and adequate off-street parking.

The only recommendation is for the area north of Franklin Street and east of Keck Avenue. This parcel of land is designated as a site for the construction of water storage tank as recommended in the Public Utilities Section of this Plan.

#### Recreation and Open Space

Although listed under Public and Semi-Public in the table, Recreational and Open Space uses are discussed separately here for two reasons. First, it is assumed that vacant land currently existing within the Borough will be developed in the future. Those vacant lands remaining undeveloped for topographical or other reasons should then be classified as open space and perhaps considered for passive recreation. Two such areas are illustrated on the map. One is located in the northeast corner of the Borough, and the other is located adjacent to Leasure Run opposite the Elementary School. Second, it has been recommended that the land along Redbank Creek be developed into a park for passive recreation. This greenbelt begins at the northeast corner of Liberty and Broad Streets, continues south to Water Street and then east along the Creek to the Borough line.

The completion of this park and the retention of other open green areas in the Borough will greatly add to the aesthetic amenities of the community in addition to enlarging and improving existing and recreational facilities.

The following table offers a comparison between existing acreage uses and proposed acreage uses.

# COMPARISON OF EXISTING ACREAGE USES AND PROPOSED ACREAGE USES

	EXISTING LAND USE		PROPOSED LAND USE	
	Acres	Percent	Acres	Percent
RESIDENTIAL				
Single Family	86.4	27.8	120.1	38.6
Multi-Family	4.0	1.3	10.8	3.5
RESIDENTIAL TOTAL	90.4	29.1	130.9	42.1
COMMERCIAL TOTAL	19.1	6.2	27.1	8.7
INDUSTRIAL TOTAL	10.6	3.4	7.7	2.5
PUBLIC AND SEMI-PUBLIC				
Institutional	23.9	7.7	25.5	8.2
Cemetery	14.5	4.7	14.5	4.7
Recreation and Open Space	12.0	3.8	29.5	9.5
PUBLIC AND SEMI-PUBLIC TOTAL	50.4	16.2	69.5	22.4
TRANSPORTATION				
Streets and Alleys	46.8	15.1	44.0	14.2
Railroad	9.4	3.0	9.4	3.0
TRANSPORTATION TOTAL	56.2	18.1	53.4	17.2
VACANT LAND TOTAL*	61.9	19.9	---	---
WATER TOTAL	22.1	7.1	22.1	7.1
GRAND TOTAL	310.7	100.0	310.7	100.1

\* Vacant land totals are only given for Existing Land Use on the assumption that most of this will be developed in the future, particularly in single family dwellings. Under the Proposed Land Use Plan the estimated vacant land remaining undeveloped has been listed as open space and included with the figures for recreation.

## TRAFFIC

### Regional Traffic

The lives of the inhabitants of New Bethlehem are directly affected by the movement of goods and people in and to the community. The ease with which traffic is able to move affects factors of economy, safety and convenience. The existing road structures and potential roadways in the surrounding region have a direct relationship to the land use development of the Borough. This relationship can be positive or negative depending upon the road conditions as well as upon cartway widths, functions and traffic volumes. Because of the effect of traffic flow on residents and its relationship to Borough development, it is necessary to understand conditions in the region surrounding New Bethlehem before attempting to analyze the community's traffic situation.

Roadways in a region can be classified by design standards and function. For the purpose of this study roadways in the New Bethlehem region are classified as interstate, primary, secondary or tertiary roads.

Interstate highways in the region include I-80 and I-79. These roadways are designed to provide for expeditious movement of large volumes of through traffic between geographic areas and major metropolitan areas. These roads are not intended to provide land-access service; and, therefore, access is limited and controlled.

Primary roads provide for through traffic movement between smaller cities and as feeder units to the interstate highways. They are designed to provide some access to abutting property but are subject to the necessary control of entrances, exits and curb use.

In the New Bethlehem region U. S. Route 322, located north of the community, and U. S. Route 422, located to the south, could be classified as primary roads.

The service function of secondary roads is about equally divided between providing through traffic movement and providing access to property. These roadways serve to link small and large communities and as feeder routes to primary roads. For the purposes of this report all state maintained roadways in the region have been classified as secondary roads.

Tertiary roadways are designed to link farm and market. Their primary function is to provide access to abutting property and for local traffic movements. They serve to channel local traffic into the secondary system and carry very little through traffic movement. Township and county maintained roadways comprise the bulk of this system.

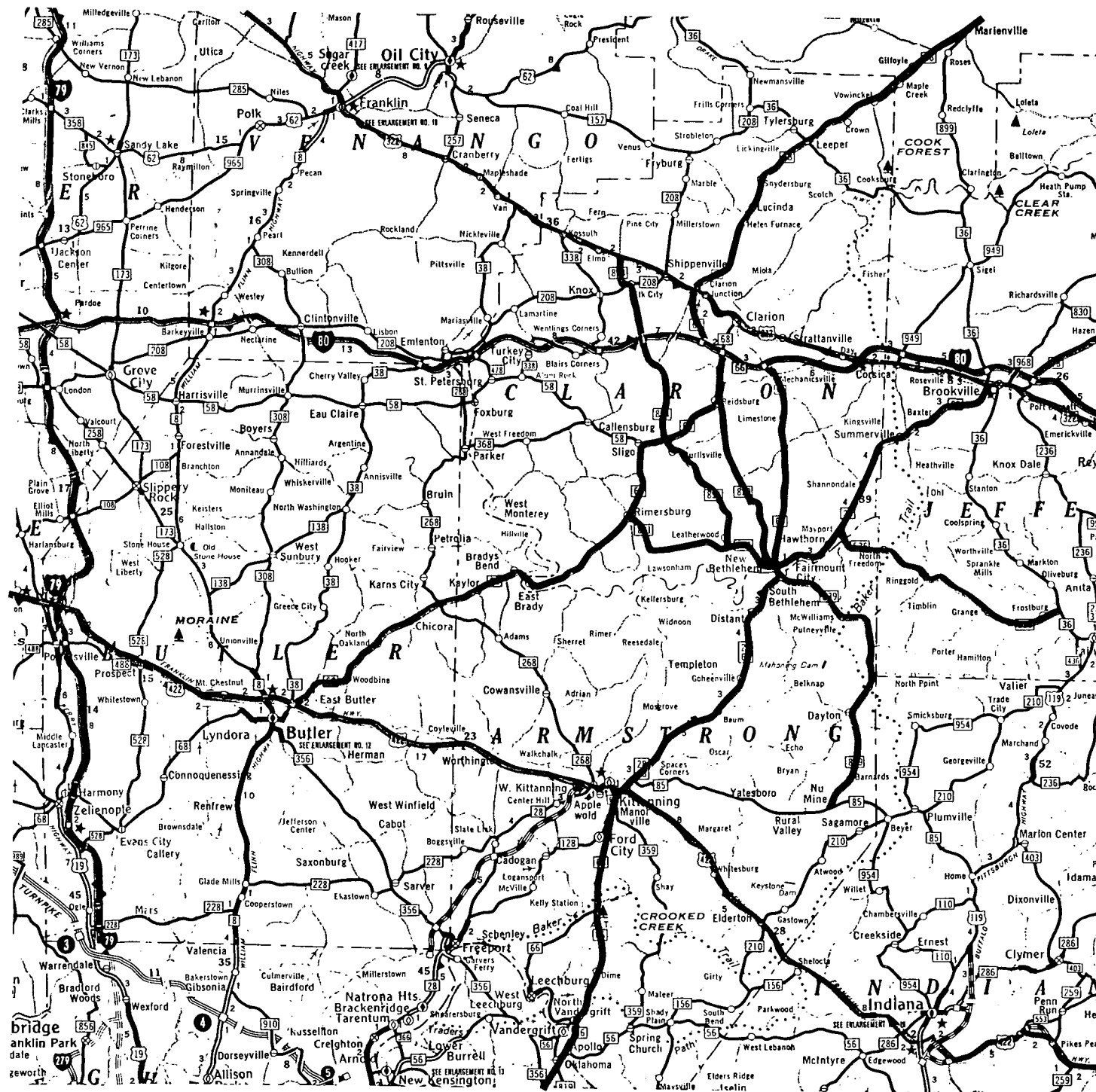
An examination of the accompanying map showing regional roadways leads to certain conclusions concerning the effect of regional traffic flow on the community of New Bethlehem.

Interstate and primary roadways, which carry the largest volume of through traffic, all bypass New Bethlehem at some distance from the Borough. In addition many of the secondary roads which carry a smaller volume of through traffic, also bypass the community, particularly those located on a north-south axis.

It can further be observed that New Bethlehem presently depends upon a network of secondary roads which radiate outward from the community. These roadways serve as the major arterials which connect the Borough to other communities and to the interstate and primary systems. Road conditions, cartway widths, functions and traffic volume on these routes are presently the principal traffic factors most affecting the development of New Bethlehem.

Routes 28 and 66 are combined from New Bethlehem south to Kittanning. Not only does this section of roadway connect the Borough to Kittanning, but it also serves as a connector to U. S. Route 422 and as the most direct access route to the metropolitan area surrounding Pittsburgh. This portion carries a relatively heavy volume of traffic. The 1966 estimated average daily traffic on this road section in vehicles per day ranged from 2,860 in Mahoning Township to 6,070 in South Bethlehem Borough. This combined route, which was built in the 1920's is extremely narrow measured by today's standards, and has been described as extremely hazardous. Their surfaced width ranges from 16 feet to 26 feet.

The two routes separate in New Bethlehem. Route 28 continues northeast to Brookville and Brockway. It serves to provide access for east bound traffic on Interstate 80 and to link New Bethlehem to U. S. Route 322. This section carries a heavy volume of traffic ranging from an estimated 1,270 vehicles a day in South Redbank Township to 6,790 in New Bethlehem. This roadway is also beginning its fifth decade of existence, and it too is relatively narrow ranging from 18 feet of surfaced width to 36 feet (in the Borough).



# REGIONAL ROADWAYS

- INTERSTATE
- PRIMARY
- SECONDARY
- TERTIARY



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0 4 8 12  
MILES

Route 66 runs north to Interstate 80, Clarion, U. S. Route 322; and, eventually, north east to Kane. In New Bethlehem the route handles an estimated daily average of 4,030 to 5,870 vehicles, and its surfaced width measures 20 feet to 36 feet. In Porter Township the daily average is estimated at 2,010 vehicles and the surfaced width is 22 feet. Portions of this roadway were built as early as 1900, and other portions were added in 1922.

Route 854 and 839 carry a more moderate volume of traffic ranging from a 230 vehicle a day estimate to 2,650 vehicles per day. These two roadways serve to link the Borough with Route 68 to the west and to the north. Route 68, which bypasses New Bethlehem at some distance, carries a relatively large volume of traffic ranging from 2,420 to 5,750 estimated vehicles per day between Clarion and Butler, Pennsylvania. The two secondary roads connecting New Bethlehem with Route 68 are also extremely narrow, ranging as low as 14 feet of surfaced width in some portions, and are also several decades old.

The completion of the Allegheny Valley Expressway has been a point of concern for Borough leaders and residents for several years. A section of this highway has been completed as far north as Kittanning. Proposals for its extension northward to Interstate 80 have included considerations of a corridor extending from Kittanning to Brookville. If this route were selected the Expressway would pass quite near to the Borough of New Bethlehem.

The effects on the Borough of such a roadway can only be surmised, but an indication of the benefits derived by other communities located on or near major highways can be demonstrated. The following chart shows a comparison of employment change in selected counties located on and off completed Appalachian or Interstate highways. It should be noted that both groups of counties had high unemployment rates in 1962, and both experienced an improvement during the six-year period. The improvement was slightly greater for the "on" counties - 5.6 percentage points compared with 4.5 points for the "off" counties. Both experienced increases in employment during the period, but the "on" group's increase was nearly twice that of the "off" group. Further, the employment increase in the "on" group was greater than the 11.5 percent increases in the U. S. as a whole.

A word of warning is necessary. "There is widespread evidence, in Appalachia and elsewhere, that building a highway alone does not guarantee automatic economic and social growth to the towns and cities which lie in its path. If all the other things that are necessary to promote growth are not carried out by the community, the new concrete artery cannot perform miracles; and, indeed, it can become merely a high-speed bypass around the town."

Appalachia, "The Impact of Appalachian Development Highways" Appalachian Regional Commission, Volume 3, No. 7 April 1970. pp 1 - 12.

# COMPARISON OF EMPLOYMENT CHANGE IN SELECTED COUNTIES

## LOCATED ON AND OFF COMPLETED APPALACHIAN

### OR INTERSTATE HIGHWAYS

	1960-67 % Pop- ulation Change	1962-68 % Employ- ment Change	Unemployment Rate	
			1962	1968
<b>"ON" GROUP</b>				
Cities (and Counties)				
Located on Highways				
Wytheville, Va. (Wythe)	3.0%	13.3%	6.3%	4.2%
Marion Va. (Smyth)	1.9	12.4	3.1	2.9
Martinsburg, W. VA. (Berkeley)	11.3	14.0	10.2	5.9
Cortland, N. Y. (Cortland)	6.7	14.0	6.0	4.0
Hazleton, Pa. (Luzerne)	.2	9.1	10.0	4.2
Calhoun, Ga. (Gordon)	7.7	28.2	8.8	4.5
Cullman, Ala. (Cullman)	16.4	18.8	13.0	5.8
Cookeville, Tenn. (Putnam)	11.4	14.6	5.4	3.6
Mt. Sterling, Ky. (Montgomery)	7.7	29.5	7.4	3.5
Cambridge, O. (Guernsey)	- .2	27.9	5.3	4.4
Hagerstown, Md. (Washington)	18.0	20.2	7.6	5.7
Mercer, Pa. (Mercer)	.8	12.4	8.1	2.9
Ebensburg, Pa. (Cambria)	- 4.4	14.3	15.1	5.5
<b>"ON" COUNTY TOTAL</b>	<b>+ 2.9</b>	<b>+13.8</b>	<b>10.1</b>	<b>4.5</b>
<b>"OFF" GROUP</b>				
Cities (and Counties)				
Located off Highways				
Cedartown, Ga. (Polk)	3.9	16.1	7.3	4.1
Corinth, Miss. (Alcorn)	6.0	28.6	13.0	8.8
Columbus, Miss. (Lowndes)	18.7	14.6	5.6	2.1
Murphy, N. C. (Cherokee)	3.8	74.2	19.2	5.3
McMinnville, Tenn. (Warren)	11.5	33.7	6.0	4.2
Norton, Va. (Wise)	- 8.9	- 7.6	13.8	8.7
Gallipolis, O. (Gallia)	2.6	1.4	9.1	6.0
Oil City-Franklin, Pa. (Venango)	3.4	1.5	8.2	3.9
Jamestown, N.Y. (Chautauqua)	3.2	7.1	7.7	4.2
Elkins, W. Va. (Randolph)	- .9	5.3	15.6	9.6
Clarksburg, W. Va. (Harrison)	1.7	- 8.6	11.0	4.2
<b>"OFF " COUNTY TOTAL</b>	<b>+ 2.9</b>	<b>+ 7.3</b>	<b>9.3</b>	<b>4.8</b>
<b>APPALACHIA</b>	<b>3.5</b>	<b>11.5</b>	<b>8.6</b>	<b>4.2</b>
<b>U. S. TOTAL</b>	<b>10.3</b>	<b>13.8</b>	<b>5.5</b>	<b>3.6</b>

The only improvement presently programmed in the area is the Hawthorn By-Pass via Route 28. The proposal calls for a two land relocation on Route 28 for a distance of 2.9 miles. The project would begin 800 feet south of the Penn Central grade crossing, approximately one and three-fourth miles northeast of New Bethlehem, and tie back into Route 28, 15,000 feet from the origin point. The new roadway would pass north of Hawthorn Borough approximately 2,400 feet north of the existing route. Present indications are that this project will not be undertaken by the State in the near future if undertaken at all.

Future improvements to regional roadways have been recommended in the highway section of the Comprehensive Plan for Clarion County. New Bethlehem residents should be aware of these recommendations and concerned about their implementation.

The following recommendations are included in the Plan:

- (1) U. S. 322 - Extensive reconstruction and realignment to be undertaken throughout the County. Complete re-alignment between the County line and Pa. 854. Relocation and reconstruction as a four-lane controlled access facility built to interstate standards between Pa. 854 and I-80. Construction of a new bridge across the Clarion River.
- (2) Pa. 861 - Extension from its present terminus at Pa. 68 in Rimersburg to join the proposed Pa. 68 Rimersburg By-Pass. Realignment of that section between Rimersburg and Pa. 854. Relocation and combination of 861 with Pa. 28 north of the Greater New Bethlehem Area to form a by-pass route between the junction of Pa. 854 and Pa. 536 at Mayport.
- (3) Pa. 536 - Construction of a new bridge in Pa. 536 at Mayport across the Redbank Creek. Relocation between the new Pa. 28 by-pass and the proposed bridge to give better and safer alignment. Extension of 536 to connect with the proposed Allegheny Valley Expressway in adjacent Armstrong County.
- (4) Pa. 66 - A new route number, Pa. 70, for that section from Mechanicsville through New Bethlehem and into Armstrong. Realignment and by-pass relocations at Limestone, New Bethlehem and South Bethlehem. A new bridge on the proposed Pa. 70 by-pass across the Red Bank Creek west of New Bethlehem.
- (5) Pa. 854 - Realignment and reconstruction as a modern two-lane blacktop road between Sligo and New Bethlehem.

The accompany map, from the Clarion County Highway Plan, shows these improvements and others as recommended.

Based upon these observations the following conclusions, concerning regional traffic and its effects on New Bethlehem, can be made.

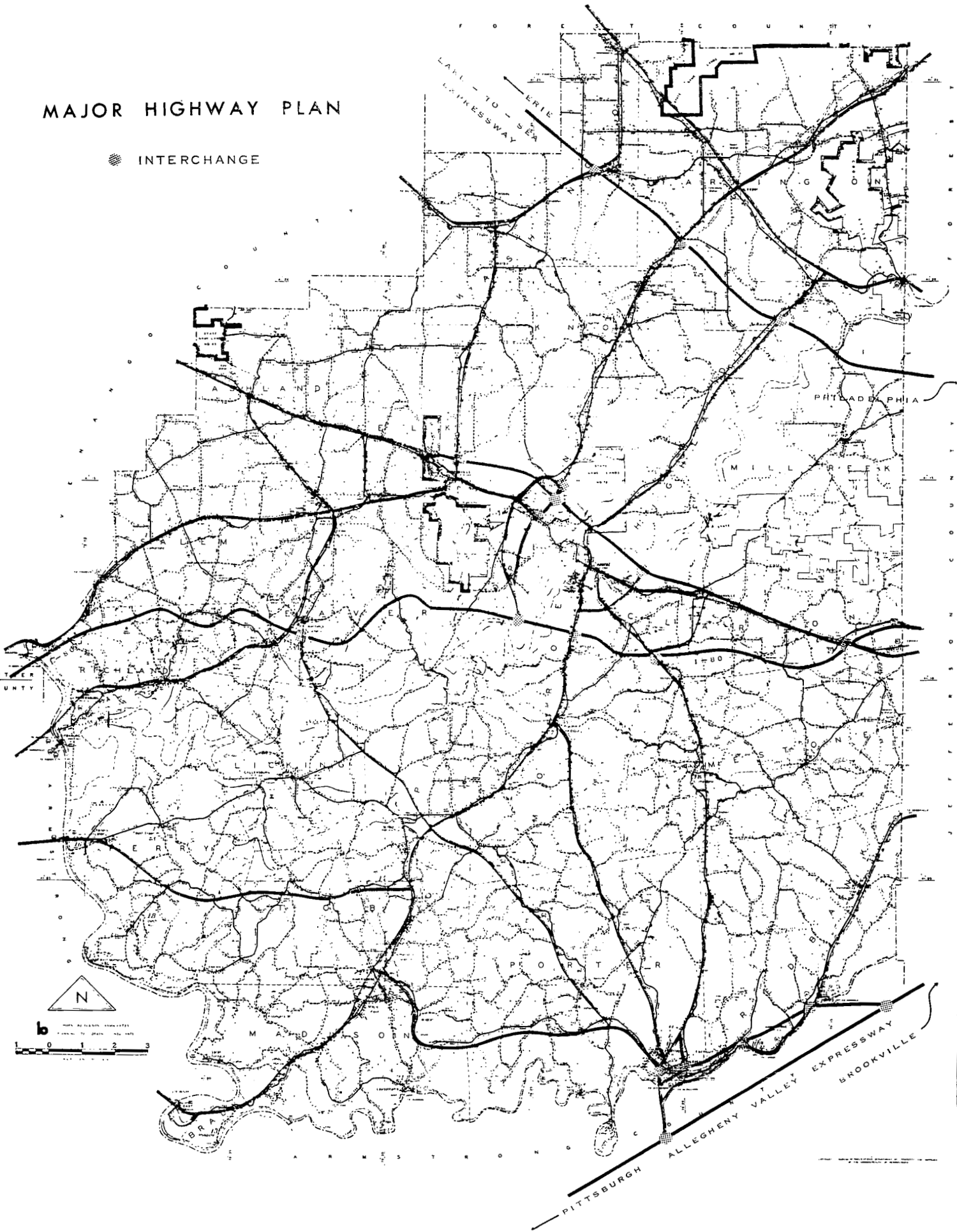
- (1) The economic and social benefits created by the Interstate System, which is already in evidence in many of the communities along its routes, will be somewhat limited in its effect on New Bethlehem because of the distance from the Borough and because of the conditions of the secondary arteries connecting New Bethlehem to the system.
- (2) The completion of the Allegheny Valley Expressway along the suggested corridor from Kittanning to Brookville could offset these limitations and produce a positive effect on the development of New Bethlehem.
- (3) The Borough's dependence on the previously discussed secondary roadways as connecting links to major highways and communities make it necessary that New Bethlehem residents be concerned about improvements to these routes. Heavy volumes on narrow cartway widths and hazardous conditions on these roads will have a negative effect on Borough development.
- (4) Most through traffic in the region bypasses New Bethlehem at the present time. This reduces the amount which must be handled by Borough streets; however, this condition could change as a result of future improvements.

#### Recommendations

- (1) Borough officials, community leaders, and residents of New Bethlehem should make every effort and use every means available to encourage the State Department of Highways to improve existing roadways in the region.
- (2) The same community pressure, joined with other communities in the affected area, should be brought to bear to promote the completion of the Allegheny Valley Expressway along a corridor from Kittanning to Brookville.

# MAJOR HIGHWAY PLAN

● INTERCHANGE



## New Bethlehem Traffic

In New Bethlehem, as in most municipalities, traffic movement is basically one of two types. The first type is through movement, and the second is local movement. A further refinement can be made by using the degree of either movement and the specific roadway designs required.

For the purposes of this study the streets in the Borough have been placed in the following classifications:







- (1) Major Thoroughfares or Arterials - Facilities which carry the major portion of through traffic, serve to connect regional secondary roads to the community, and provide access to abutting land.
- (2) Collector Streets - Facilities which provide for traffic movement between arterials and local streets and direct access to abutting property.
- (3) Local Streets - Facilities which provide for direct access to abutting property and for local traffic movement. These are designed as local service streets and are non-conductive to through traffic.

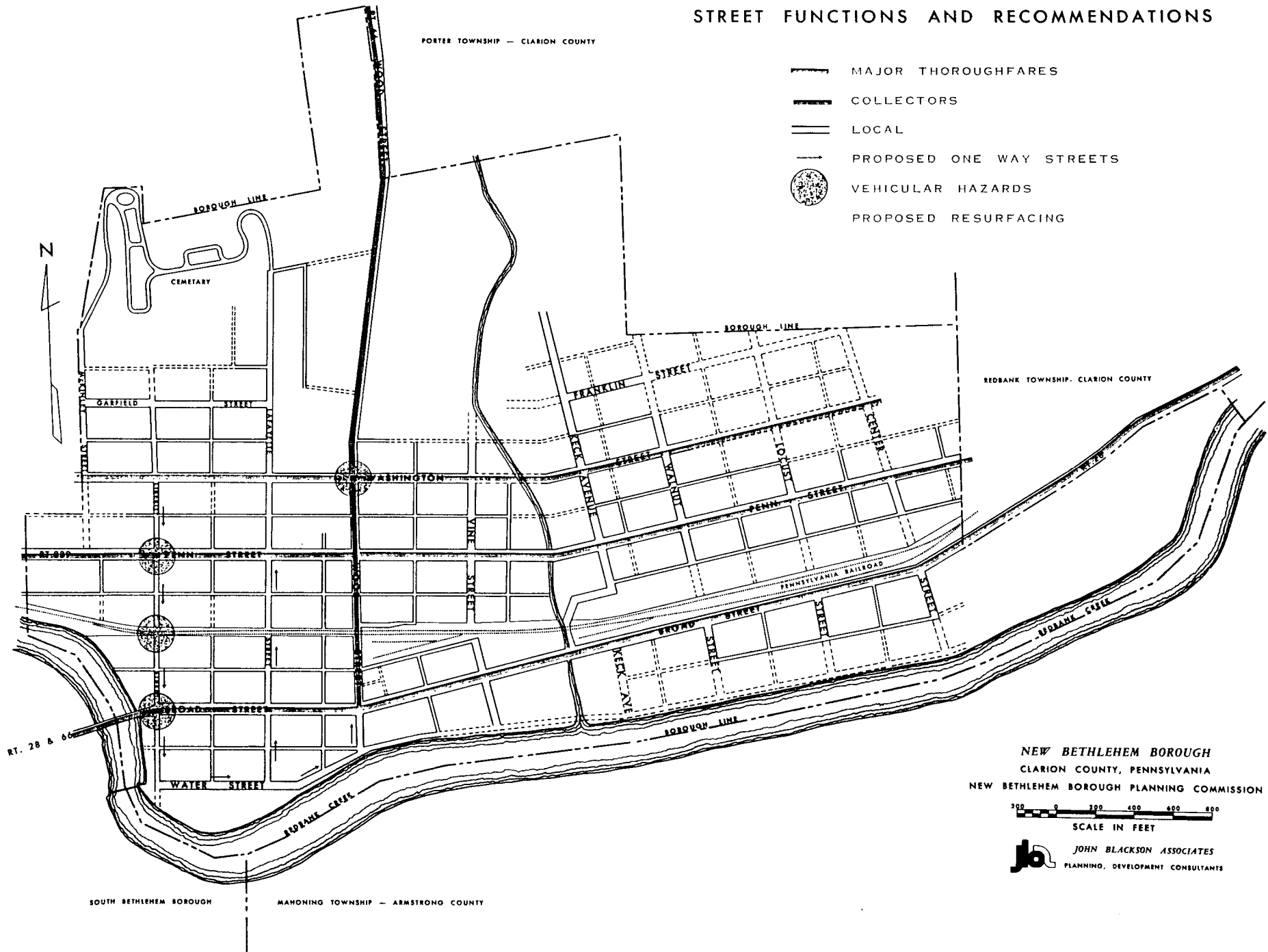
This classification by function as applied to New Bethlehem's streets is illustrated on the accompanying map. An examination of this map reveals that the major thoroughfares are Broad Street (Route 28), Wood Street (Route 66), and Penn Street west of Wood Street (Route 839). Collector streets in the Borough include Penn Street east of Wood and Washington Street. The remaining streets are classified as local streets.

Although the volume of traffic on collector and local streets is considerably less than the volume carried by the major thoroughfares, some idea of the Borough's traffic volume can be provided by an examination of the estimated average daily traffic on these thoroughfares. In 1966 the estimated average daily traffic on Broad Street ranged from 4,030 vehicles to 6,790 vehicles; Wood Street, in 1966, carried from 4,030 to 4,060 vehicles on an average per day, while that portion of Penn Street classified as a major thoroughfare carried approximately 2,650 vehicles daily.

# STREET FUNCTIONS AND RECOMMENDATIONS

PORTER TOWNSHIP — CLARION COUNTY

-  MAJOR THOROUGHFARES
-  COLLECTORS
-  LOCAL
-  PROPOSED ONE WAY STREETS
-  VEHICULAR HAZARDS
-  PROPOSED RESURFACING



NEW BETHLEHEM BOROUGH  
CLARION COUNTY, PENNSYLVANIA  
NEW BETHLEHEM BOROUGH PLANNING COMMISSION

200 0 200 400 600 800  
SCALE IN FEET

**JB** JOHN BLACKSON ASSOCIATES  
PLANNING, DEVELOPMENT CONSULTANTS

In addition to function and volume the analysis of the traffic circulation system included an examination of roadway characteristics and design standards. The second accompanying map indicates roadway characteristics, and the following table provides a comparison between existing conditions and required design standards based upon function.

An examination of this information reveals that all of the roadways, with the exception of Penn Street east of Wood, fall well below the required design standards for their present use. Specifically those streets carrying the heaviest volume of traffic are not of sufficient width to accommodate uncongested traffic flow. Generally it can be said that circulation on local streets is impeded by inadequate cartway widths and adequate rights-of-way do not exist to correct the deficiency.

The problem resulted from the establishment of cartway widths and rights-of-way early in the history of New Bethlehem. Sufficient at the time of their creation, these streets cannot now meet present day requirements. The problem is compounded by the fact that existing land use along rights-of-way makes it extremely difficult and expensive to widen these streets.

Although it has been previously concluded that a great amount of through traffic bypasses New Bethlehem, it should be pointed out that increased vehicle use by the public and future development of the community will greatly add to traffic flow on already sub-standard streets. For this reason, coupled with the difficulty of extending rights-of-way, the Borough will have to consider other means of relieving congestion or improving traffic circulation. Widening would be dependent upon future urban redevelopment and, necessarily, a long-range approach.

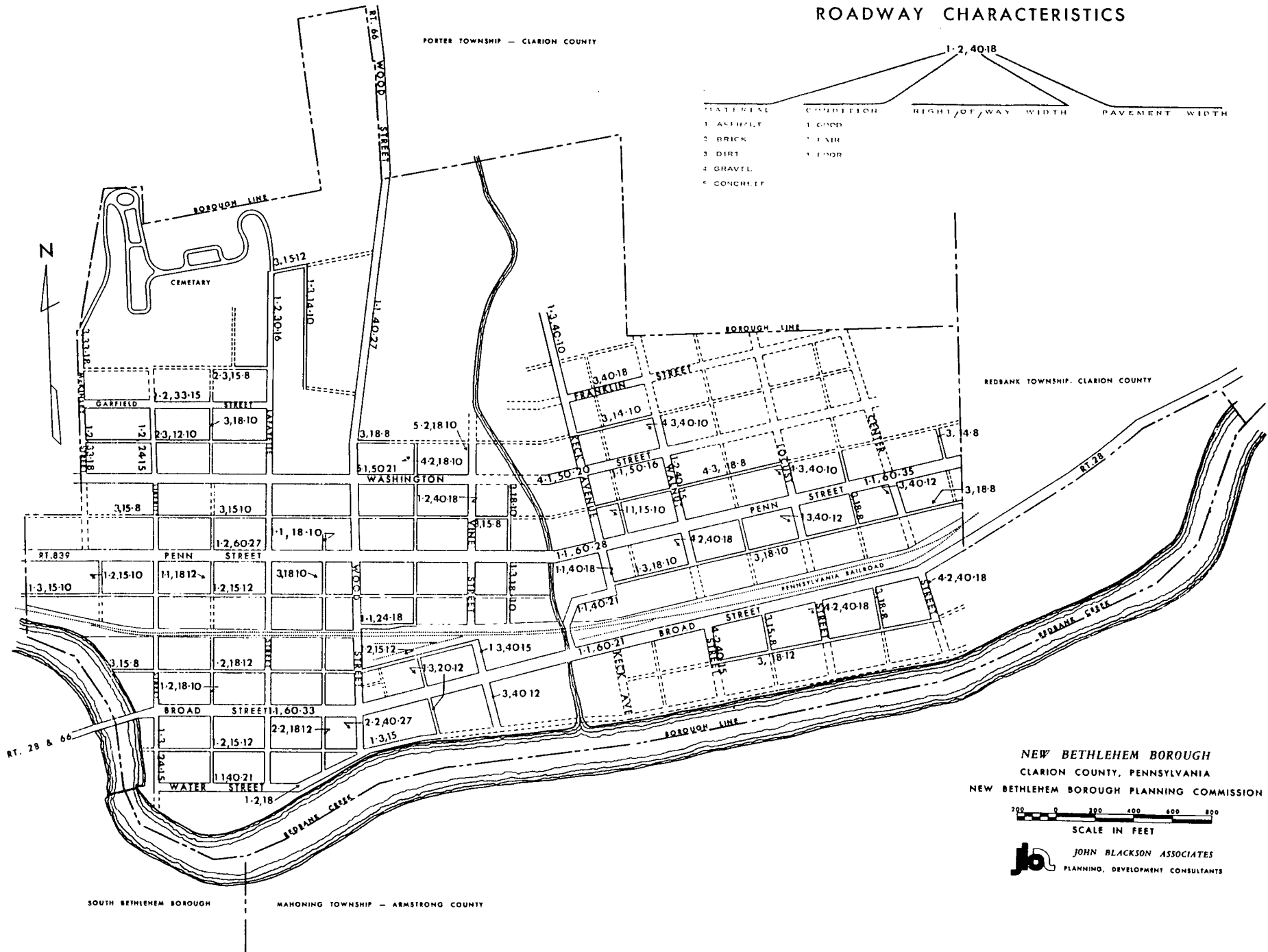
It is important to note that the major thoroughfares in New Bethlehem fall under State jurisdiction and, therefore, are outside the realm of Borough responsibility.

The table also reveals that approximately 90% of the Borough streets are paved. The major thoroughfares and collector streets, with the exception of Washington Street, are surfaced with asphalt. Washington and the remaining local streets show a variety of surfaces including dirt, concrete, gravel, brick and asphalt. Most of the paving or resurfacing projects have been conducted over the past eight years.

The major thoroughfares and nearly all portions of the collector streets are in good condition. Approximately 90% of the roadways are rated good or fair with the remaining 10% rated as poor.

# ROADWAY CHARACTERISTICS

MATERIAL	CONDITION	RIGHT-OF-WAY WIDTH	PAVEMENT WIDTH
1 ASPHALT	1 GOOD		
2 BRICK	2 FAIR		
3 DIRT	3 POOR		
4 GRAVEL			
5 CONCRETE			



## NEW BETHLEHEM BOROUGH ROADWAY CHARACTERISTICS

Street Name	Length	Right-of-way Width (feet)		Pavement Width (feet)		Condition	Pavement Type
		Exist.	Recom'd	Exist.	Recom'd		
Major Thoroughfares							
Broad Street	2,200	60	80	33	36	1	A
Broad Street	2,090	60	80	21	36	1	A
Penn Street (west of Wood)	1,690	60	80	28	36	1	A
Wood Street	2,720	40	80	27	36	1	A
Collector Streets							
Wood Street	235	40	80	27	36	2	B
Penn Street	1,715	60	60	28	30	1	A
Penn Street	1,440	60	60	35	30	1	A
Washington Street	2,020	50	60	21	30	1	C
Washington Street	320	50	60	20	30	1	G
Washington Street	435	50	60	16	30	1	A
Washington Street	135	50	60	10	30		D
Local Streets							
Garfield Street	940	33	50	15	24	2	A
Franklin Street	395	40	50	18	24		D
Park Alley	335	12	20	10	20	3	B
Park Street	560	12	50	10	24	3	B
Park Street	165	18	50	8	24		D
High Street	395	14	50	10	24		D
Park Alley	160	15	20	8	20		D
School Street	1,580	15	50	10	24		D
School Street	160	15	50	8	24		D
Long Street	700	18	50	8	24	3	G
Spruce Street	660	15	50	10	24	3	A
Spruce Street	2,000	15	50	12	24	2	A
Arch Street	140	24	50	18	24	1	A
Short Street	710	18	50	12	24	3	A
Short Street	820	18	50	10	24		D
Short Street	290	18	50	8	24		D
Hunters Alley	190	15	20	8	20		D
Hunters Street	1,000	18	50	12	24	2	A
Hunters Street	615	15	50	12	24	2	A
Jockey Street	1,045	15	50	12	24	2	A
Willow Street	1,110	18	50	12	24		D
Water Street	720	40	50	21	24	1	A
Water Street	400	30	50	18	24	2	A
Water Street	400	25	50	15	24	3	A
Mc Kinley Street	190	33	50	18	24		D
Mc Kinley Street	540	33	50	18	24	2	A
Chestnut Street	165	15	50	10	24	2	A
Liberty Street	1,550	24	50	15	24	2	A
Liberty Street	380	24	50	15	24	3	A
Maple Street	340	18	50	10	24		D
Maple Street	390	18	50	12	24	1	A
Maple Street	745	18	50	10	24	2	A
Lafayette Street	2,610	30	50	16	24	2	A
Anderson Street	80	18	50	10	24	1	A
Anderson Street	730	18	50	10	24		D
Anderson Street	270	18	50	12	24	2	B
Lincoln Street	720	18	50	10	24	2	G
Lincoln Street	400	20	50	12	24	3	A
Vine Street	180	40	50	21	24	1	C
Vine Street	720	40	50	18	24	2	A
Vine Street	170	40	50	15	24	3	A
Vine Street	230	40	50	12	24		D
Leasure Street	345	18	50	10	24		D
Leasure Street	310	18	50	10	24	3	A
Keck Avenue	470	40	50	21	24	1	A
Keck Avenue	1,065	40	50	18	24	1	A
Keck Avenue	430	40	50	10	24	3	A
Walnut Street	165	40	50	10	24	3	G
Walnut Street	345	40	50	15	24	2	A
Walnut Street	170	40	50	18	24	2	G
Walnut Street	175	40	50	15	24	2	G
Grape Street	165	14	50	8	24		D
Grape Street	185	15	50	8	24		D
Locust Street	165	40	50	10	24	3	G
Locust Street	165	40	50	12	24	3	A
Locust Street	200	40	50	18	24	2	G
Strawberry Alley	390	18	20	8	20		D
Strawberry Street	220	18	50	8	24		D
Center Street	165	40	50	12	24		D
Center Street	235	40	50	18	24	2	G

## Legend:

1 = Good      3 = Poor  
2 = Fair

A = Asphalt  
B = Brick

C = Concrete  
D = Dirt

G = Gravel

The Borough Council during the last decade has been particularly conscientious in attempting to improve traffic conditions and streets maintenance. It is significant that highway improvements have consistently represented a substantial percentage of the total Borough budget. Requests of the Street Commission are regularly incorporated into the yearly budget although there is no formally established improvement program for street repairs.

Between 1950 and 1968, streets and highways costs averaged \$20,900 or 28% of total expenditures. The record high budget of 1968 was primarily the result of a capital outlay of \$57,580 for the construction and rebuilding of streets. The major portion of that outlay went for the improvement of Penn Street between Walnut Street and the Borough line bringing that section of street up to modern design standards.

Generally about \$5,000 per year is allocated to the Streets Department for resurfacing, but no monies are provided for curbing. It is estimated that \$4,000 is sufficient to resurface 4,800 square yards of base with a one inch top.

Six miles of streets qualify for liquid fuels funds although there are nearly ten miles of Borough Streets. The remaining four miles do not qualify for funds because there must be a minimum of three properties on a street to qualify.

In 1969, New Bethlehem received \$5,172 in highway aid funds; and, in the first half of 1970, the Borough has qualified for \$5,587 under the terms of Act 655 for construction and maintenance of streets, roads, and bridges within the municipality.

#### Recommendations

Before proceeding with recommendations for roadway improvements, it should be noted that the age of the street system, the topography of the community and existing land use along the rights-of-way are all factors which make it difficult to correct present deficiencies. Many of the improvements will have to be part of a long-range urban redevelopment program.

In addition design standards for future street development are contained in the New Bethlehem Borough Subdivision and Land Development Ordinance prepared in conjunction with the plan. These standards, when applied, will prohibit the further creation of deficiencies.

- (1) Circulation - Internal traffic circulation could be improved by the establishment of a circular flow of traffic around the Central Business District. Such a pattern would reduce hazards and congestion in the Business District while providing more convenient access to business establishments. In addition the extremely narrow cartway widths on those streets serving as principal feeders into the District make it necessary that such a pattern be established. To implement this pattern, it is recommended that traffic be routed in the following manner:

- (a) One-way traffic from Penn Street south on Liberty Street.
- (b) One-way traffic from Liberty Street east on Water Street to Wood Street.
- (c) One-way traffic from Water Street north on Wood Street to Broad Street.
- (d) One-way traffic from Water Street north on Lafayette Street to Penn Street.
- (e) One-way traffic from Wood Street west on Broad Street to Liberty Street.

Long-range considerations should be given to the elimination or improvement of the following deficiencies:

- (a) As part of long-range redevelopment, consideration should be given to widening the intersection at Broad and Wood. A large volume of truck traffic, poor visibility and angular turning movements inhibit the free flow of traffic at this point. Observations indicate that large trucks enter traffic at this intersection with great difficulty and some delay.

(b) Additional off-street parking should be encouraged in the future. The existing off-street parking facilities appear to be adequate for the present, but future traffic volumes may make it necessary to provide at least one additional facility with access to Broad Street. Should traffic volumes continue to increase on Broad it may be necessary to remove on-street parking and this could only be considered if there were adequate off-street facilities.

(c) In the future all public and private facilities providing off-street parking should be limited to a maximum of two controlled points of entrance or exit.

(2) Hazards - Hazards exist at several intersections in the community as a result of topographic characteristics and sharp curves. Long range solutions would be possible in most of these situations only as part of future redevelopment because of the need for right-of-way realignment, grading and the elimination of structural obstructions.

The following areas are listed as most serious and in need of more immediate attention:

(a) The elimination of visual hazards on Liberty Street at Penn Street (north) and at Broad Street (at bridge).

(b) The elimination of visual hazards at Washington Street and Wood Street (both ways).

- (c) The elimination of a dangerous railroad crossing at Liberty Street. One set of tracks is lower than the other causing difficulty for vehicles approaching at two rapid a rate of speed.
- (3) Resurfacing - A long range capital improvements plan should be adopted to schedule paving or resurfacing in a systematic manner. A continuing investment of approximately \$5,000 per year would assure that surface improvements could be made in a planned orderly manner. Such a plan would provide a concentration of effort on those streets most in need of improvement in selected sections of the community. This should result in a saving of time, labor and money.

As previously stated the Borough has been providing an excellent year to year program for resurfacing over the past eight years. Currently plans have been made to resurface Washington Street west from Wood to Mc Kinley, north on Mc Kinley to Garfield, east on Garfield to Liberty, and then south on Liberty to Washington. This action by Borough Council could serve as a starting point for a long-range capital improvements plan.

Should the recommendations on the circular traffic pattern around the Central Business District be adopted by the Borough, the second step in a long-range plan could be the resurfacing of the following streets:

- (a) Liberty Street north from Washington to Water Street
  - (b) Lafayette Street south from Penn to Water Street
  - (c) Water Street east from Liberty to Wood Street
  - (d) Wood Street north from Water to Broad Street
- (4) Curbing - Much of the curbing in the community is in need of improvement. In many areas resurfacing has reduced the effective height of curbs; while, in other areas, natural deterioration has taken place. It is recommended that a curb replacement program be instituted and included in the long-range capital improvements plan. An additional \$1,000 per year should be sufficient to eliminate deficiencies in this area.

## PUBLIC UTILITIES

### Public Water System

In 1958, the Redbank Valley Municipal Authority was formed and given the responsibility for the maintenance of water lines, fire hydrants in New Bethlehem and South Bethlehem, and for the disposal of sewage.

In 1960 the Authority obtained what was the old Citizen's Water Company which had served the area for many years. The move was made to keep the system under local ownership and management and, if possible, to free the system from private owners who might not be responsive to the needs, will, and financial ability of the people served.

The Authority, which consists of three representatives from New Bethlehem and two representatives from South Bethlehem, operates a water system that services New Bethlehem, South Bethlehem, part of Fairmont City, part of Porter Township, part of Redbank Township, and the town of Distant.

Redbank Creek serves as the source of water for the system. Water is removed from a forebay located north of the dam through a ten inch suction line by two pumps. Each of the pumps is rated at 500 gallons per minute; however, both pumps appear to be operating at capacities somewhat lower. The water passes through a Morse type sand filtration plant which is located, along with the pumping station, east of Liberty Street between Hunter's Alley and the railroad right-of-way.

From the pumping station the water is transferred through a ten inch force main to the Borough reservoirs; two brick storage areas with capacities of 140,000 gallons and 175,000 gallons respectively. The current reservoir supply is maintained at 300,000 gallons. These facilities are located south of and adjacent to the Borough Cemetery and are enclosed in old deteriorating frame structures. It has been indicated that a leakage problem exists at the reservoirs.

The following map shows the size and location of existing water lines. It should be noted that, with the exception of a twelve inch line from the reservoirs northeast to Lafayette Street, a ten inch line from Lafayette to Wood Street, and six inch lines in certain sections, most of the water lines range from four to two inches. The size and age of these lines have produced serious problems in the distribution system.

A typical example of the old small line can be found on Broad Street where, because of corrosion, a sixty year old four inch main line permits a flow equal to that of a one and one-half inch new pipe.

Fair to poor water pressure exists throughout the Borough, particularly in the east Penn-Franklin Street area. Line pressures have been reported as varying from 100 pounds per square inch in some areas down to 40 pounds per square inch in others.

Several small water line breaks a year cause considerable water loss and, because of their location, are quite difficult to repair. In one instance it was estimated that 60,000 gallons a day were being lost by leakage.

Water lines do extend beyond the Borough limits, but no further extension is anticipated at this time. Should future demands warrant it, extension of services can be made with little difficulty.

Fire hydrants are maintained under Authority jurisdiction and are placed at the request of the Borough. Currently there are 45 public and three private hydrants serviced by the Authority. The number and spacing of the hydrants is adequate, but the fire flow is seriously affected by poor pressure in the distribution system. The fire flow has been rated by the Middle Department of Fire Underwriters as 63% deficient in certain high value areas. A source of water for fire fighting is available in Redbank Creek for fires in the Central Business District, and the Fire Department has the equipment for direct pumping.

The system is designed to process 700,000 gallons a day and has a supply capacity of 700,000 gallons per day. The current pumping capacity is designed for 30,000 gallons per hour, although the actual operating capacity is between 25,000 and 26,000 gallons per hour. The Authority is pumping in the neighborhood of 300,000 gallons of water daily for its own use, and it pumps about five hours a day for patrons in Distant who acquire water from the system at a maximum of forty gallons per minute.

In 1968 the Authority listed the number of consumers connected to the water system as 979. Of this total, 815 were classified as residential, 149 as commercial, and 15 as public. In 1969 the Mahoning Township Municipal Authority of Distant, Pennsylvania, began purchasing treated water from the local system.

Although there appears to be a sufficient pumping capacity and water supply to meet maximum daily use, present storage capacity could prove to be insufficient to meet emergency situations.

The following rates are those currently used by the Authority on a monthly basis:

90¢ per 100 cubic feet for the first 540 cubic feet

34¢ per 100 cubic for the next 800 cubic feet

23¢ per 100 cubic feet for the next 900 cubic feet

17¢ per 100 cubic feet for all in excess of 2,240 cubic feet

The minimum monthly charge, which does not include the sewage charge, totals \$1.60 a month, and approximately 20% of the Borough population pay this amount.

These rates are normal in comparison with rates used by other communities. The accompanying table shows a comparison between Redbank Valley Municipal Authority rates and those in other communities in Pennsylvania.

One of the most significant problems faced by the Authority is the lack of funds to support major capital improvements. The second table provides data concerning the Authority's financial situation. Revenues in general have continued to increase in the past few years, even though there has been no rate increase. This increase is the result of increased consumption particularly by commercial users and not the result of any significant increase in the number of patrons. Operating expenses have only increased slightly during a period of rising costs in other areas; however, it is important to note the increase in expenditures for maintenance during this same period. Net revenues available for debt service and other costs have remained about the same with the exception of the 1968 figure.

It should be noted that the Municipal Authority is not a profit making business and has been attempting to place as much of the net revenues into a maintenance and a capital improvements fund as possible. This fund is not presently large enough to support major capital improvements and only minor expenditures for maintenance.

The Authority can anticipate increased costs in the future with little prospect for increased revenue unless a major new user is found or rates are increased

The Authority has been operating very efficiently at a minimum cost to the user.

# COMPARISON OF WATER RATES OF SELECTED PENNSYLVANIA COMMUNITIES

Community	Rate Per First 500 Cubic Feet	Population
Shillington	\$5.85	5,639
East Stroudsburg	5.58	7,674
Midland	4.50	6,425
Redbank Valley	4.50	2,800*
West Norriton	3.80	8,342
Wyomissing Valley	3.50	5,044
Gettysburg	3.00	7,960
Pottstown	2.85	26,144

\* This figure represents the approximate number of persons served by the Authority

Average rate = \$4.20

Redbank \$4.50

# COMPARISON OF WATER RATES OF SELECTED PENNSYLVANIA COMMUNITIES

Community	Rate Per 6,720* Cubic Feet	Population
West Norriton	\$56.26	8,342
East Stroudsburg	41.34	7,674
Pottstown	33.32	26,144
Redbank Valley	28.95	2,800
Shillington	27.38	5,639
Gettysburg	20.16	7,960
Wyomissing Valley	20.06	5,044
Midland	14.54	6,425

\* Note: Quarterly Rate

Average rate = \$30.25

Redbank \$28.95

## Recommendations

1. Plans should be formulated and efforts made to obtain state and federal funds which may be available to municipal authorities. As funds are received from state and federal sources, these can be utilized to carry out the following recommendations. If such funds can be obtained only nominal rate increases should be required in the future.
2. The replacement of the four inch line on Broad Street is very necessary to improve fire flows in the concentrated commercial district and should receive top priority when funds are available.
3. Consideration should be given to increasing the storage capacity. Plans should be made for the construction of a 200,000 to 300,000 gallon water storage tank which could be located possibly on Keck Avenue north of Franklin Street.
4. Existing resevoir facilities should be renovated. The smaller of the two is in special need of repair or replacement. Repair of this facility would require a new lining.
5. Long range plans should be made to replace all of the old small lines over a period of years to improve water distribution and pressure.
6. A project has been scheduled to correct the water line pressure in the east Penn-Franklin Street area by running a ten inch line from North Wood Street east, near the New Bethlehem-South Bethlehem Elementary School, then south to Penn Street and east on Penn. This should provide a more bountiful water supply and pressure through a looping effect. This project should be undertaken as soon as funds are available.

FINANCIAL DATA FOR THE REDBANK VALLEY MUNICIPAL AUTHORITY

	1963	1964	1965	1966	1967	1968
Operating Revenues	82,577.28	85,094.58	87,385.64	87,644.06	90,150.00	92,027.35
Operating Expenses	38,464.73	39,223.60	38,506.08	41,269.36	44,460.00	39,709.38
Maintenance Expenditures Listed As Part of Operating Expenses	1,916.22	3,078.79	3,741.58	5,538.76	Not Available	6,198.49
Net Revenues Available For Debt Service And Other Costs	44,112.55	45,870.98	48,879.56	46,374.70	45,690.00	52,317.97
Debt Service Interest and Principal	34,163.16	34,163.16	34,163.16	34,163.16	34,163.16	34,163.16
Surplus Available For Maintenance Reserve Fund and Capital Expenditures Fund	9,949.39	11,707.82	14,716.40	12,211.54	11,526.84	18,154.81
Maintenance Reserve Fund Balance	15,000.00	20,000.00	25,000.00	46,985.00	Not Available	53,736.00
Number of Customers						
Water	939	934	935	923	964	979
Sewer	786	781	774	774	763	812

## Sewage Treatment Plant

The sewage treatment plant, operated by the Redbank Valley Municipal Authority, was constructed and put into operation in 1962. Prior to that time effluent was discharged into the Redbank Creek. The plant was designed for a population of 5,000 persons and for an average flow of 300,000 gallons per day.

The plant provides primary treatment and is located along the Redbank Creek and Broad Street extension approximately one mile southwest of the Borough. It consists of two lift stations, comminutor and grit removal, a two-cell Imhoff tank, two chlorinators, a chlorine contact tank and eight sludge drying beds.

In the past facilities have been required to remove approximately 35% of the oxygen consuming matter from the waste water. According to Department of Health analysis, the system has been maintaining at least 50% removal.

Although the plant has been meeting and exceeding its permit conditions, under the new stream criteria secondary treatment must be provided by all treatment plants discharging to other than acid-impregnated streams. Redbank Creek is classified acid, but not acid impregnated. Therefore, within the near future, New Bethlehem Borough, along with other municipalities now providing primary treatment on acid streams, will be required to upgrade to secondary treatment.

In 1968 there were 978 water patrons and only 817 sewer patrons. This is largely because of the fact that water is provided to residents outside the Borough limits who receive no sewerage service. It has been indicated that some commercial users in the Borough may be depositing effluent directly into the creek and, consequently, may be receiving a reduced sewerage rate.

The current sewage rate is 125% of the water bill. The following Pennsylvania communities were selected at random to give a basis for comparison between sewage rates in New Bethlehem and those charged elsewhere:

Slatington	250% of water bill
Schuylkill	200% of water bill
West Middlesex	130% of water bill
Redbank Valley	125% of water bill
Greater Greensburg	115% of water bill
Northampton	115% of water bill
Brookville	100% of water bill
Latrobe	100% of water bill
Lower Bucks	100% of water bill
Somerset	100% of water bill
Bethlehem	90% of water bill
Pottstown	34.3% of water bill

The average sewage rate from the list equals 121.6% The current rate charged by the Redbank Valley Municipal Authority compares favorably with this average.

#### Recommendations

1. It will be absolutely necessary, as a result of state mandates, that steps be taken in the near future to upgrade the present plant to provide secondary treatment. This improvement, of necessity, must be financed to a large extent by State and Federal funds.
2. An investigation should be made to determine if commercial users are discharging effluent into the Redbank Creek directly; and, if this be true, steps should be taken to halt this practice.

#### Sanitary Sewers

Although the Redbank Valley Sewer Authority is responsible for sewage disposal, it is the Borough's responsibility to maintain sanitary collector sewers. This maintenance is carried out under the direction of the Street Commissioner who has two part-time assistants.

The age of the lines coupled with the lack of engineering designs make maintenance an extremely difficult task for the Streets Department. Because no current or complete map of existing lines exists, the Department is forced to rely upon past experience and memory to locate and repair deteriorated or damaged lines. In addition, the only repair equipment owned by the Borough for maintenance is a sewer rod. The Department is trying to the best of its ability to cope with maintenance problems under these circumstances.

The overall condition of the sewage collection system is poor, and there are many deficiencies and inadequacies. Only the Penn Street extension, from Walnut Street to the Borough line is adequate.

Among these deficiencies or inadequacies are included:

1. The minimum placement of manholes. Many of the existing manholes have been covered with pavement. Serious problems arise from the fact that only one manhole on Broad Street, near the bridge, and one manhole on Penn Street remain uncovered.
2. The size of existing lines. Most of the lines are too small; and, when lines are investigated during repairs, it is found that many are operating at about 1/2 capacity because of clogging.

3. The combination of storm and sanitary sewers. The fault with these integrated sewers is that storm water is forced into the sewage disposal system causing a relatively high degree of surface water to be processed.

Inadequate sewer lines are found in the following areas:

1. Lafayette Street from Washington Street to the cemetery
2. Garfield Street from Lafayette to Mc Kinley Street
3. Penn Street west from Wood Street to the Borough line
4. Spruce Street from Vine Street to Wood Street
5. Spruce from Wood to Lafayette
6. Wood Street
7. From the Borough line south to Washington Street
8. From the VFW to the A & P
9. The line from the IGA to Center Avenue

#### Recommendations

1. More and better placed manholes should be provided for ease of maintenance.
2. A complete and current engineering design should be provided.

3. Equipment should be purchased so that existing or new lines can be maintained adequately.
4. Combination storm and sanitary sewers should be eliminated and separate drainage systems provided.
5. Inadequate small lines should be replaced.

#### Storm Sewers

Storm sewers are also a Borough responsibility and are maintained by the Streets Department. Maintenance of these lines is limited by the same factors affecting the maintenance of the sanitary collector sewers.

Storm sewers are not widely placed in the Borough and are frequently combined with the sanitary sewers. These storm sewers exist in that portion of the Borough located west of Wood Street, and no storm sewers are provided east of Wood Street. Integrated storm and sanitary sewers are found on Broad, Lafayette, Liberty, Garfield, Washington and that part of Wood Street between Washington and Broad. Storm sewers alone are located on Wood Street, from Washington to the Borough line, and on Penn Street, from Walnut to the Borough line. Open ditches are used for storm collection in other areas.

The following percentages indicate the relative degree of storm water accommodation:

Integrated sewers	80%
Storm sewers alone	15%
Open ditches	5%

The catch basins provided for storm water collection appear insufficient in number and inadequately spaced.

Some surface water does get into the sewer system as a result of the partial integration of storm and sanitary sewers. This situation causes the sewage disposal plant to process a high degree of surface water. Storm water should be drained into the creek or into Leasure Run. There is a valve at the sewer junction which will open to dump excess surface water into the creek, but this occurs only in the event of a great overflow such as a flash flood.

### Recommendations

1. As long range capital improvements are made to the sanitary sewers all the existing integrated sewers should be eliminated and a separate discharge system should be created.
2. Open ditch drainage should be eliminated where possible, and underground storm sewers should be provided. This is necessary to eliminate erosion, property damage and health hazards. A long range storm sewer program should be initiated and carried out until the entire Borough is served by an underground drainage system.
3. The entire system of sewer lines should be accurately mapped and these maps kept up to date in order to facilitate maintenance on the system.
4. Thought should be given to purchasing a power rodder and trailer for the Streets Department.

## COMMUNITY FACILITIES

### Schools

There are two schools which provide educational services to the residents of New Bethlehem, the Redbank Valley Junior-Senior High School and the New Bethlehem-South Bethlehem Elementary School. These schools are part of the Redbank Valley School District.

The Redbank Valley School District encompasses a region in both Clarion and Armstrong Counties. The municipalities in Clarion County include Porter Township, Clark Hall Independent, New Bethlehem Borough, and Redbank Township. In Armstrong County, the areas served are South Bethlehem Borough, Madison Township, Mahoning Township, Hawthorn and Redbank Township.

The Junior-Senior High School serves all of these communities, and there are five elementary schools, one in each of the following municipalities: New Bethlehem, Hawthorn, Porter, Madison and Mahoning. The total student enrollment for all schools was 2,266 at the beginning of the 1969-70 school year.

The Redbank Valley Junior-Senior High School was constructed in 1957 under the jurisdiction of the Redbank Valley School Authority and consists of an auditorium, gymnasium, cafeteria and kitchen, library, health suite, offices, 37 classrooms and four shops. It is a brick structure of one story and is located on a 19 acre site.

The total enrollment as of October, 1969, in the Junior-Senior High School was recorded as 1,016. The following is a breakdown of enrollment figures by grade or class.

Special Education	G-7	G-8	G-9	G-10	G-11	G-12	Total
41	164	177	172	166	160	136	1,016

Of the total enrollment figure approximately 13% are New Bethlehem residents.

The school employs 48 professional employees and 23 non-professional employees.

The New Bethlehem-South Bethlehem Elementary School is a one story brick structure built in 1962 located on an 8½ acre site. There are seven classrooms and a spacious multi-purpose room. The total enrollment for the 1969-70 school year lists 203 students of which approximately two-thirds are residents of New Bethlehem.

The following is a breakdown of total enrollment by grade or class:

K	G-1	G-2	G-3	G-4	G-5	G-6	Total
24	29	32	28	29	27	34	203

Although there are no current plans for expansion at either of the school sites, the Redbank Valley School District is presently engaged in the preparation of a Long Range Development Plan as directed by the Pennsylvania State Board of Education. This plan will be of assistance in future expansion or improvements of existing school facilities.

An analysis of the school facilities serving New Bethlehem residents required a comparison between existing facilities and generally accepted principles and standards. It should be noted, however, that widely accepted norms are not always applicable to specific situations. In most instances local school boards and superintendents are in a better position to establish their own criteria because of their experience and because of conditions peculiar to the local community. For this reason these standards have been applied only as a planning tool and do not imply any specific recommendation.

- (1) Site size is determined on the basis of ultimate enrollment with a desirable minimum of five acres for elementary schools, 15 acres for junior high schools and 30 acres for senior high schools. At all levels an additional acre should be provided for each 100 students enrolled. In the case of existing schools, adjacent developments and the design of the existing facilities will obviously dictate to what extent these standards may be achieved. It can be seen that the Elementary School more than meets its requirements, while the Junior-Senior High School is located on a site slightly less than standards require.
- (2) Class size for regular classroom should not exceed 30 pupils in the elementary grades and 25 pupils in the high school grades. It appears that the standard is being met by those schools serving New Bethlehem. Crowded conditions in the near future are highly unlikely as present studies and future projections indicate a decline in the school population.

- (3) A combination of school and recreational facilities on the same site is desirable. Schools can and should serve as cultural and social centers for a community. To a great extent New Bethlehem schools are meeting the requirements and efforts are being made to expand this service.
- (4) The school plant should be located near the center of the present or projected service area and within walking distance, particularly for elementary school children, of the greatest number of students served. In addition secondary schools should be located at sites readily accessible to the major road system so as to provide maximum convenience while minimizing duplication of bus routes and length of travel time. Both school sites are adequate in meeting these standards.
- (5) It is difficult to be precise as to the optimum size of school districts. Districts should be large enough to justify and, in taxable value, to support a comprehensive educational program. There is, however, little agreement as to what constitutes such a program. This is largely a policy question, and such determinations must rest at the local school district level. The superintendent is in the best position to be able to determine the needs and resources available.

One source, the Committee for Economic Development, has promoted the theory that a minimum graduating class of 100 is necessary to offer sufficient diversified curriculum and that, because of dropouts, a total 12 grade enrollment of 1,500 is necessary to produce 100 seniors. If this theory is acceptable, the schools serving residents of New Bethlehem are of sufficient size to provide a comprehensive educational program.

New Bethlehem residents can be exceedingly proud of their educational system. Very few small communities are in the position of having two new schools, well situated, and providing adequate training in a complete curriculum.

#### Recommendations

- (1) The need for a vocational-technical educational facility has been a matter of some discussion and controversy for many years in Clarion County. It is significant that a large number of respondents to the community attitude survey, taken in New Bethlehem as part of the preparation of this plan, indicated a strong preference for the construction of this type of educational institution.

Such a facility would provide the following benefits to the community of New Bethlehem.

- (a) It would create a pool of skilled labor and manpower which could be useful in attracting new industry to the area.
- (b) It could serve to reduce the outward movement of young people seeking opportunity elsewhere.
- (c) It would provide a major facility for retraining unemployed adults.
- (d) It would provide training for employed adults who need to update their existing skills to compete in a changing economy.
- (e) It would serve to give balanced emphasis to vocational and technical training as well as pure academic studies in the educational system.
- (f) It would provide the kind of training needed in today's specialized job market.

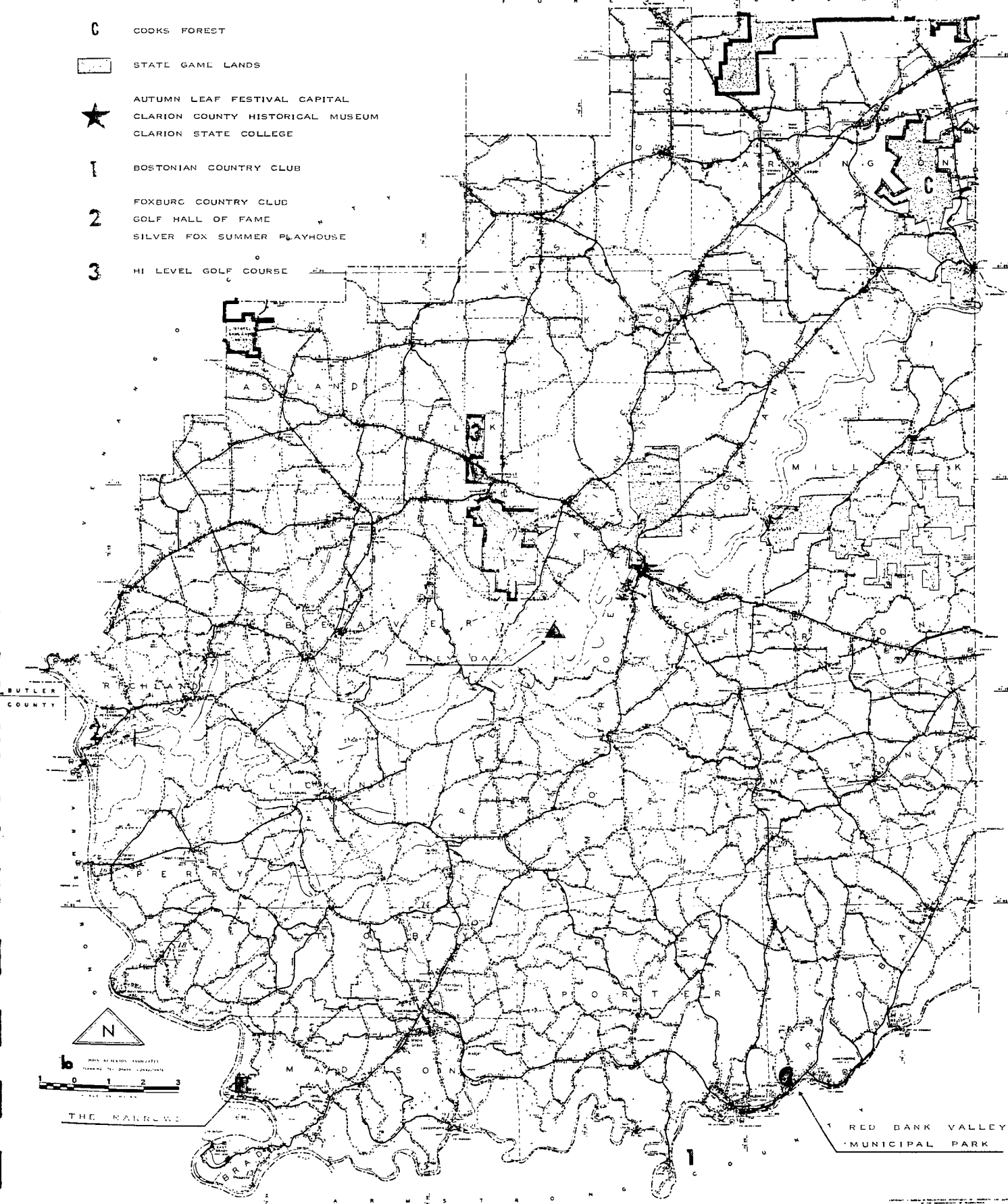
In an era of extreme specialization and technological change a vocational-technical school can be most beneficial to the growth and development of any community.

It is recommended that consideration be given to the long-range planning of this type of educational facility and that New Bethlehem take an active and leading role in its creation.

- (2) At the present time, the School District should be attentive to acquiring additional property in the vicinity of the Redbank Valley Junior-Senior High School for expanding the recreational area and for off-street parking as opportunities present themselves.

# CLARION COUNTY RECREATIONAL FACILITIES

- C** COOKS FOREST
-  STATE GAME LANDS
-  AUTUMN LEAF FESTIVAL CAPITAL  
CLARION COUNTY HISTORICAL MUSEUM  
CLARION STATE COLLEGE
- 1** BOSTONIAN COUNTRY CLUB
- 2** FOXBURG COUNTRY CLUB  
GOLF HALL OF FAME  
SILVER FOX SUMMER PLAYHOUSE
- 3** HI LEVEL GOLF COURSE



RED BANK VALLEY  
MUNICIPAL PARK

## Public Recreation

The area immediately surrounding New Bethlehem offers many recreational opportunities, and the Borough's location offers easy access for its citizens to scenic areas, forests, state game lands and a state park. Both active and passive recreational facilities are provided in the immediate area with an emphasis on hunting and golf.

Hunting is one of the areas largest attractions. There are 11,866 acres of State Game Lands in Clarion County alone which abound with deer and small game. The mild winter climate and proximity to large population areas, such as Pittsburgh and Cleveland, make the area one of prime attraction for sportsmen and private hunting lodges and camps have been developed in great number.

The oldest golf course in the United States in continuous use is located in nearby Foxburg. Additional area facilities are provided by the 18 hole Hi-Level Course near Fern and the 18 hole Mays Course south of Clarion.

Parks and other recreation areas of many kinds are also provided in the region. Of primary importance and reputation is the 7,721 acre Cook Forest State Park. This park contains the largest stand of virgin white pine timber east of the Rocky Mountains. It is a multi-purpose recreational facility and offers family and organized camping, picnicking, swimming, fishing, hiking, ice skating, snowmobiling and other organized programs.

A sixty acre site overlooking Piney Dam is available for public picnic and recreational activities. Facilities include a picnic area set in a grove of pine trees, electric outdoor fireplaces, play areas, hiking trails and parking areas.

Other public recreation areas existing in Clarion County include a park and picnic area in Knox, a rest area on Interstate 80 and an undeveloped 13 acre tract in Point Township.

New Bethlehem Borough provides many recreation facilities to residents in addition to those area facilities previously mentioned. It is difficult to apply urban or suburban recreational standards to a community whose residents, for the most part, live within walking distance of open countryside; however, the generally accepted standard for the minimum amount of public recreation land required in an urban area is ten acres for every 1,000 residents. New Bethlehem more than meets this requirement at the present time.

Both the elementary and secondary schools provide substantial playground facilities for Borough children. In addition the Redbank Valley School District operates an organized summer recreation program which includes swimming instruction, playground activity, a basketball league and a senior Little League program.

Of primary importance among Borough recreational facilities is the Redbank Valley Municipal Park, formerly the American Legion Park, Alcola. This 30 acre site serves 10,000 to 12,000 persons with the total value of the facility estimated at \$200,000 to \$250,000. The park is operated by a board comprised of representatives from each of the municipalities served. These municipalities include Redbank Township (Clarion), Mahoning Township, South Bethlehem Borough, Redbank Township (Armstrong), Hawthorn Borough, New Bethlehem and Porter Township (Clarion). The completely public Municipal Park is funded equally through municipal action by the governing bodies of the communities involved. Both passive and active recreational facilities are provided including a swimming pool and skating rink. Presently plans for expansion and improvement are being programmed and application has been made for grant monies for the purpose of land acquisition.

The Borough is actively engaged in improving and extending the open green area between Water Street and the Redbank Creek for passive recreation. Land has been acquired by the Borough at Liberty and Broad Street for the expansion of this area.

In addition to these public facilities, many privately owned and operated recreational facilities are available to Borough residents. These include a drag strip, a bowling alley, a nine-hole golf course and a motion picture theater, which offers facilities for theater groups and special attractions as well as first run movies.

An examination of these existing facilities reveals that New Bethlehem's public recreational facilities meet the standards for a community of this size. The two basic types of facilities are provided in the school playground and the Municipal Park. In addition the areas are of sufficient size, reasonably centrally located, and provide both active and passive recreational activities.

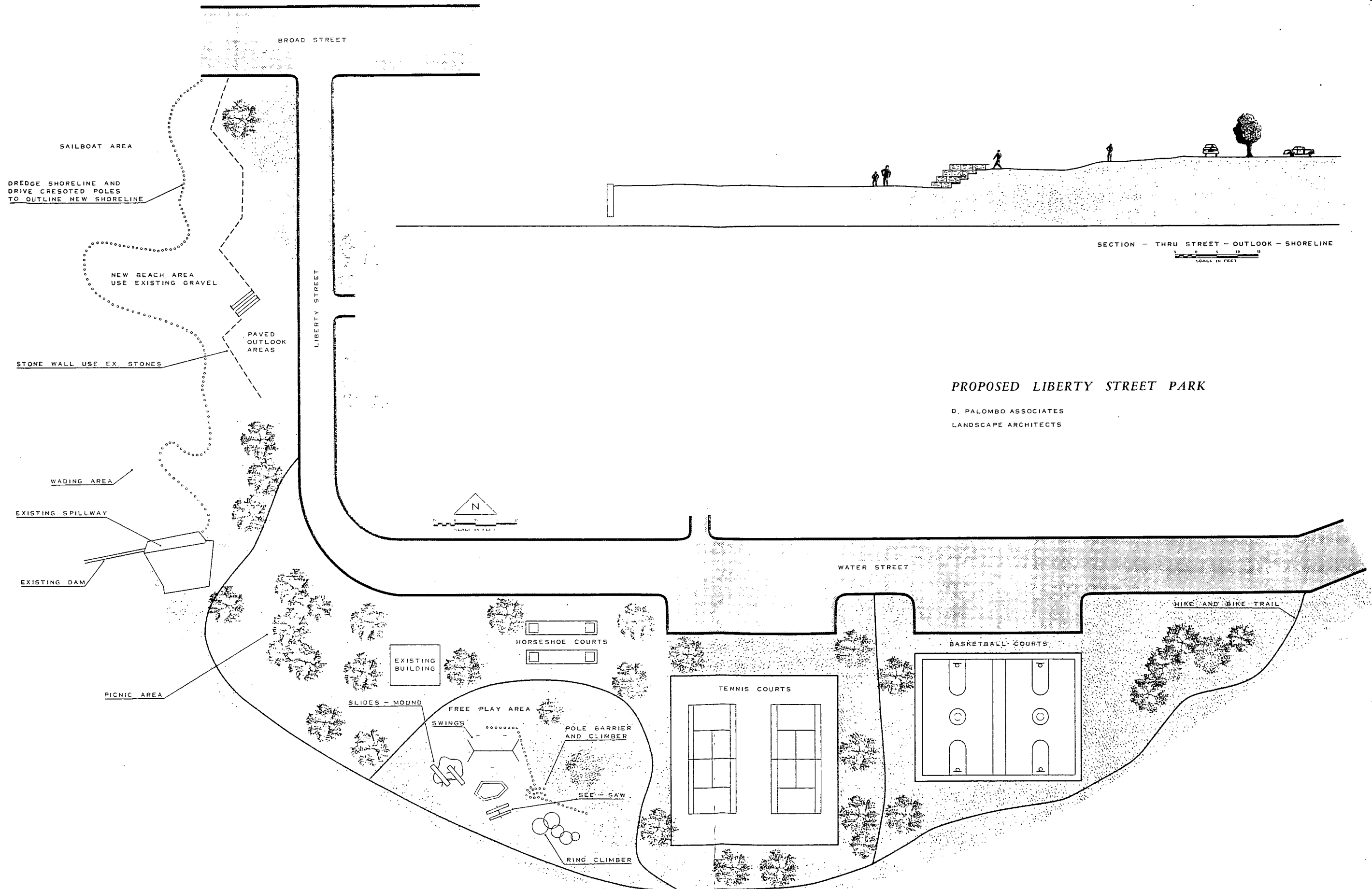
Although the park and recreation area in New Bethlehem is adequate by national standards, the Borough should be cognizant of the growing premium being placed on green areas and open space. Preservation, reclamation, and provision of parklands should always be a foremost consideration in renewal and ordinance enforcement. The impact of recreational facilities should not be minimized, for recreation is of prime importance in the attraction of new industry, new residents and tourists and in the retention of present industries and residents.

New Bethlehem should give attention to providing a comprehensive recreation program on existing and programmed sites; and, as opportunities present themselves, the Borough should expand existing facilities and acquire new facilities.

It is significant to note that, even with the fine facilities already available, Borough residents feel that recreation is much in need of improvement in New Bethlehem. This is supported by their reaction to items dealing with recreation on the community attitude survey. One of the items most considered in need of major improvement was indoor recreational facilities. Other reactions to the survey indicate that another significant shortcoming in the Borough's recreational facilities may exist in the provision of activities for teen-aged young people and those slightly younger who have outgrown playground activities.

#### Recommendations

1. The Borough should develop a comprehensive recreation development plan for all areas under consideration. Having done this, grant application procedures could be more expedient and less costly. The creation of a Park and Recreation Commission having this responsibility would be advisable.
2. Consideration should be given to the full-time use of school facilities for organized indoor recreation as well as the improvement of existing school playgrounds.
3. The largest amount of community recreational land should be devoted to areas for informal passive recreation. For this purpose it is recommended that the existing parkway along the Redbank Creek be expanded from Broad Street south along Liberty to the Creek and then east along the creek bank to the Borough line.
4. Long range consideration could be given to the creation of tot lots in selected areas of the Borough. Tot lots are concentrated small-area play grounds serving neighborhood needs. The creation of this type of neighborhood play area can reduce the use of Borough streets as playgrounds. These areas should be located in neighborhoods where distance and/or traffic conditions make it difficult for small children to reach existing school playgrounds.



**PROPOSED LIBERTY STREET PARK**

D. PALOMBO ASSOCIATES  
LANDSCAPE ARCHITECTS

## Fire Protection

The New Bethlehem Volunteer Fire Department serves Porter Township, South Bethlehem, part of Redbank Township (Clarion County), and the Borough. This is an area of about 80 square miles containing an approximate population of 5,000 persons. The service area is within the 3 mile or 5 minute driving time limits set by the National Board of Fire Underwriters Standards.

Active membership in the Fire Department totals 85 men under the supervision of a chief and two assistants. Periodical fire school training sessions are held on a county level. These volunteers answer about 60 calls a year, mostly responding to grass fires.

The following equipment is housed at a building on the corner of Lincoln Street adjacent to the Pennsylvania Railroad right of way:

- 1958 Ford-cab-over 750 GPM pumper with a 750 gallon tank
- 1953 Seagraves 750 GPM pumper with a 500 gallon tank
- 1941 American La France 500 GPM pumper with a 400 gallon tank

Approval has been recently given by the membership to purchase a new American La France "Pioneer" which is a 1,000 GPM pumper with a 750 gallon capacity tank. The new vehicle is expected to be in operation by the end of 1970. The acquisition of the new truck serves to replace the 1941 American La France.

The Borough has no ladder truck, and the Middle Department Association of Fire Underwriters, in a recent analysis, indicates that the ladder truck deficiency should be corrected. It should be noted, however, that the ladder equipment on existing vehicles in the absence of high-rise buildings is sufficient to handle any emergency arising at the present time.

Each vehicle is radio equipped. The combined pumping capacity and the number of trucks is adequate.

The company is also equipped with inhalators, fresh air and oxygen equipment, foam convertor, six cans of foam powder, four spare tanks, four self-contained masks, two portable flood lights, a 1,250 watt 110 VDC portable light plant and two portable pumps with 2 1/2 inch intake and 2 1/2 inch discharge valves. Rescue equipment, which includes a sixteen foot aluminum boat equipped with life jackets and oxygen and a four-wheel-drive truck, is also readily available.

The company possesses 2,450 feet of 2 1/2 inch hose and 1,000 feet of 1 1/2 inch hose which are regularly tested.

The fire station is a 1 1/2 story building of tile block construction covering an area of approximately 7,500 square feet. The building has three engine bays, one radio dispatching room, one firemen's meeting room and two special functions rooms which can be rented. The building is air conditioned.

Although the Fire Company owns the building, the title of the building is registered in the name of the Borough. The Borough pays for utilities and the maintenance of the building and vehicles. The company is responsible for the greatest portion of the cost of new facilities.

Access from the building is good, since the fire house is centrally located. There is an alternate egress point should a train be on the railroad tracks.

No fire alarm telegraph system exists. Alarms are phoned to a single listing reserved for emergency calls only. An alarm switch exists at the phone, the fire station and the Borough garage. The receiver of the alarm sounds the sirens and relays the location of the fire to the fire station over a bridged line. There are two 10 HP electric sirens. Alarms can be sent by the Clarion County Fire Control, and radio communication is maintained with all neighboring fire departments.

The spacing and coverage of water hydrants is good, and these are inspected semi-annually. The Middle Department of Fire Underwriters was highly critical of the water distribution system and the pressure in the lines (PSI rates), particularly in the high value districts between Wood and Broad Streets. The required fire flow in the areas tested averages 63% deficient.

#### Recommendations

The company is well equipped, and the equipment is well maintained. The community can be justifiably proud of the company's program of equipment maintenance and acquisition. Particular emphasis should be placed upon the drive to purchase a new truck.

The building is in fair to good condition. It does not appear necessary to replace the building, but consideration might be given to repairing the roof of the fire house and to removing the second story over the social room.

The fire flow appears to be limited by the supply mains. This inadequate water supply, coupled with the existence of many frame buildings on the main street, is the most serious inadequacy in the area of fire protection. This should be given immediate and primary consideration. The water system must be improved to provide an acceptable fire flow. Recommendations for improvement are contained in the section concerning the water system.

#### Police Protection

Police protection in New Bethlehem Borough is maintained by two full time officers and two part time officers. These policemen serve the Borough only and work under the direction of the Mayor.

The department is equipped with one police cruiser. This is a 1968 Pontiac owned by the Borough. The vehicle is in good condition and is equipped with a two-way radio. Although there is no programmed replacement of vehicles, the Borough appears to be adhering to a good replacement schedule.

The Police department is housed in the municipal building on Lafayette Street. This space includes one cell which is used for short-term detention. Long-term detention prisoners are sent to the County Jail in Clarion. The space allotted for the force is considered adequate.

The major duties of the force include traffic control and the investigation of complaints. The force investigates approximately 400 complaints a year, issues well over 3,000 parking tickets a year, and assists with traffic for funerals and fires more than 100 times a year.

The Police Chief receives an annual salary of approximately \$5,858. The full time officer receives an annual salary of approximately \$5,616. The two part time officers receive an approximate total of \$3,750 a year. The full time officers work an average work week of 45 hours, while the two part time officers have an average work week of sixteen hours.

Dispatching is achieved by means of an emergency line at a radio base station located in a private residence. A resident phones in a call to the Base Station which in turn phones an alert to the police and fire stations. Each department has a telephone which rings only upon receipt of the emergency signal. In the case of the police department, the officer on duty can receive a "1,000 line" call on his walkie-talkie or on the two way radio in the police vehicle.

No radio communication is maintained with the Pennsylvania State Police, but it is maintained with the County Sheriff's Department and four other police departments in the County.

The Pennsylvania State Police Troop C substation in Clarion County is located on U. S. Route 322 east of Strattonville and the Clarion County Sheriff's Department is in the lower level of the County Courthouse in Clarion.

Recommendation

Long range consideration might be given to providing the Police Department with crowd control equipment and an additional walkie-talkie.

## PUBLIC SERVICES

### Medical and Welfare Facilities

Probably the greatest public service deficiency in New Bethlehem Borough is the complete lack of medical facilities. Medical care in the community consists of one doctor located within the Borough, one located near the Borough and one from Clarion who visits occasionally.

Hospital care is provided in either Clarion or Brookville. Emergency ambulance service to these hospitals is provided by the Borough funeral directors. These facilities are relatively far removed from New Bethlehem for emergency use.

An analysis of Clarion County health facilities indicates that the problem extends well beyond the Borough and that this deficiency and its effect on the residents of New Bethlehem are even more serious than it may first appear.

The following table, Comparative Health Facilities, shows the health facilities available in Clarion County as compared to adjacent counties. It indicates a decided lack of health facilities in the County.

COMPARATIVE HEALTH FACILITIES

Item	Clarion	Jefferson	Forest	Armstrong	Venango
Population (est. '65)	37,300	46,300	4,400	79,400	65,400
Gen. Hosp. Beds	0*	169	0	168	286
Doctors, M.D.'s	17	40	3	47	51
Dentists	20	23	1	31	34
Osteopaths (D.O.'s)	10	2	1	3	8
Registered Nurses	90	208	16	271	34
Pharmacists	15	20	0	42	29
Veterinarians	4	2	0	3	1
Sanitarians	3	1	0	3	6
Sanitary Engineers	0	0	0	0	0

Source: U. S. Department HEW, Health Manpower Survey, 1966

\* The Clarion Osteopathic Community Hospital has 38 beds.

No general hospital exists in Clarion County. Patients under the care of an M.D. must be transported to Brookville or Oil City.

The County's osteopaths operate the Clarion Osteopathic Community Hospital for patients under their care. The hospital contains 38 beds and 10 bassinets.

In 1968, the Clarion Hospital recorded 1,800 admissions, up from 1,500 the previous year. It has often operated at greater than 100% capacity.

An examination of the next table, Per Capita Health Statistics, indicates that the County is also deficient in the number of health personnel available. The table shows the number of personnel per 10,000 people.

#### PER CAPITA HEALTH STATISTICS

(Health Personnel per 10,000 Population)

Item	United States	No. E. Pa.	Clarion County
General Hosp. Beds	38	41	0
Doctors, (M.D.)	14.29	17.63	4.54
Dentists	5.41	7.03	5.35
Osteopaths (D.O.)	.79	.70	2.67
Registered Nurses	44.98	64.68	24.06
Pharmacists	6.67	8.09	4.01
Veterinarians	1.16	.74	1.07
Sanitarians	.57	.43	.80
Sanitary Engineers	.30	.30	0

Source: U. S. Department HEW, Health Manpower Survey, 1966.

The lack of medical personnel in the Borough and County, the distance to hospital facilities, and the limited service which can be provided by the Clarion Hospital demonstrate the inadequacy of medical facilities available to the residents of New Bethlehem, particularly in emergency situations.

An examination of population characteristics for the Borough provides another aspect of the problem worth considering. These characteristics indicate a predominance of persons in the middle aged and elderly group. It appears that this group is not likely to decrease and will probably increase. The elderly, with their special health problems, need more concentrated care and facilities which are nearby.

The establishment of a medical clinic is recommended for immediate consideration by the Borough. The Sears Foundation offers a grant program which could enable the Borough to construct a medical clinic at comparatively low cost. The possibility of securing such a grant should be investigated and promoted.

#### Municipal Building

The New Bethlehem Borough Building is on Lafayette Street. It is a small two story brick structure erected in 1903. The first floor houses the Police Department and the Street Maintenance Department. The second floor contains Borough offices and Council meeting room. To the rear of the building is a one story salt storage shed.

The following equipment is owned by the Borough:

YEAR	MAKE	TYPE	CONDITION
1963	GMC	Dump body truck	Fair
1969	GMC	Dump body truck	Excellent
1962	International	High lift	Good
1963	Cub International	Tractor with snow blade	Good

In addition the Borough owns an air compressor which is in poor condition, mowing equipment and two snow blades for the trucks.

Occupants of the building do not rate it as inadequate, but it appears to be somewhat limited in the space provided. The Streets Department, in particular, lacks sufficient garage space.

It does not appear that building replacement should receive high priority at this time; however, long range plans should be made now. There is no expansion area available on the present site, so the best alternative would be the construction of a new municipal building in the future. Such action would correct the present situation by providing a facility that would recognize the function and space needs of each office or department, be readily accessible to the public and serve as an attractive focal point for the downtown area. Because of the lack of vacant land and the high cost of construction, such action should be planned as part of the urban renewal program.

#### Library Services

The New Bethlehem Area Free Public Library is located on Broad Street. The library is part of the County system and serves residents in South Bethlehem Borough, Redbank Township (Clarion County), Redbank Township (Armstrong County), Hawthorn Borough, Porter Township, Mahoning Township and one-half of Madison Township as well as the Borough. It employs one full-time librarian and three part-time assistants.

The library contains approximately 15,000 volumes including the children's department. There are 1,920 registrants and from 100 to 150 books per day in active circulation. Special programs for children, including films and story hours, are provided.

The library is housed in a building originally designed as a bank; and, before the library occupied the site, the building served as a post office. It has served the community as a library for the past four years. The building covers an area of 3,200 square feet and contains a large reading room, book stacks, open shelves and a children's area.

No local tax revenue is used to support the library, and there is no charge for a library card. It does receive state and federal aid, but it is dependent for most of its financial support on an annual drive for funds.

Improvements to the existing facilities have been suggested which include enclosing a porch to serve as an office and using present office space and conference room to expand the collection. The building appears to be adequate although somewhat limited in space. Expansion and improvement are dependent upon income; and, therefore, plans must be considered long-range.

In addition to the New Bethlehem library, five public libraries are in operation in Clarion County at this time, and three "special interest" libraries exist to serve various segments of the population.

Public libraries are found in Clarion, Knox, Foxburg, Rimersburg and East Brady. The three other libraries include Carlson Library of Clarion State College which contains 155,000 volumes, the County Law Library located in the County Courthouse, and the Clarion County Historical Society's Library also located in the Courthouse.

#### The Borough Cemetery

The Borough initially became involved in maintaining a cemetery in 1865. In the early 1940's two adjacent private cemeteries, known as the Armagost (Wildwood) and Johnson cemeteries, were deeded to the Borough, increasing the town's responsibilities.

As a result, New Bethlehem is in a position not held by many municipalities in Pennsylvania, that of owning and operating a cemetery. The cemetery is administered under policies established by Borough Council, and the Street Commissioner is responsible for the upkeep of the cemetery.

In 1969 the Council adopted new rules and regulations pertaining to the cemetery. These new policies were adopted to put the burial site on a sound operational basis and in keeping with the expectations of all lot owners regarding the care of the cemetery.

Perpetual care payments have been one of the chief causes of concern over the years, especially since some of the early lot purchasers maintain that they had been verbally assured such care when the cemetery was privately owned.

Current charges are set at \$60 per grave in lots of two or more with a per grave opening cost of \$75, perpetual care included. Graves that were previously sold and not covered by perpetual care are to be assessed an additional \$50 at the time of opening.

At the present time the Borough charges \$16.25 per grave for perpetual care. This money, along with that received from lot sales, is placed in a fund which presently totals \$32,332. The interest from the fund is used to pay for maintenance but does not provide enough to cover all costs. The difference between the interest received and the costs is approximately \$2,500 yearly and is made up through tax funds.

The Borough is currently making a year long study of what costs are involved and what the annual receipts average on the cemetery. This policy should be continued on a regular yearly basis, and fees and lot prices should be adjusted to provide sufficient funds to cover maintenance costs.

It is estimated that the site is sufficient to sustain the community until the year 2050.

#### Refuse Collection and Disposal

New Bethlehem Borough provides residents with free refuse collection on a regularly scheduled basis. Refuse collection is accomplished as a responsibility of the Street Commissioner. Collections are made once a week. On Tuesday, collections are made east of Wood Street; and on Friday, collections are made west of Wood Street. All garbage and rubbish is taken to a private landfill site, known as Reddinger's Landfill, in Distant. The Borough pays the owners of this site \$83.00 monthly for the disposal privilege.

Two trucks, owned by the Borough, are used for refuse collection. One is a 1969 GMC truck in excellent condition, and the second is a 1963 GMC truck in fair condition. These are both dump body trucks and not of the compression type.

The present landfill site is adequate to meet current Borough needs for some time; however, new higher standards of operation required by the State coupled with future Borough needs make it necessary that consideration of an alternate site begin now.

#### Recommendations

1. It is estimated that the 1963 GMC truck will require replacement within two years. The replacement cost would be about \$4,000.
2. A long-range plan should be formulated as to future landfill sites in preparation for the time when the existing facility is no longer adequate. The existence of many abandoned strip mines in the immediate area should facilitate this selection.
3. As the economic section of this plan clearly indicates, there is a long range trend toward increasing costs for governmental operation, and property taxes are presently at a reasonably high level. For this reason it may be necessary to charge a nominal fee for refuse collection in the future.

#### Housing

Population studies indicate that in both New Bethlehem and Clarion County there has been a decline in birth rates and death rates with a simultaneous outmigration of the young marriageable age group. A further breakdown of population figures shows a predominance of persons in the middle-age and old groups. Future projections reveal that this group is not likely to decrease in size; and, in all probability, it will increase.

Additionally, as it takes on even more significance as the cultural and retail center for the region, New Bethlehem will attract even more of the rural elderly and poor. These persons on fixed or limited, moderate to low, incomes will find it increasingly difficult to obtain and maintain adequate housing.

Existing housing facilities will not meet the needs of the elderly and low income groups. Single family dwellings, which make up the predominant residential use in New Bethlehem, are too expensive to purchase or maintain. The availability of less costly multi-family dwellings is limited. At the present time only 3.6 acres of land are in multi-family residential use with

only 21 incidences of apartment habitation reported. It is important to note that the Borough is capable of supporting higher population figures without altering the density of development.

New construction is hampered by the availability of land for further development. There is a total of 61.9 acres of vacant lots which might be considered developable; however, for all practical purposes any major development which is to take place inside the Borough would have to take place on land already developed.

In addition, because of the high costs of construction and financing presently existing and the relatively low level of demand, the private sector is not able to provide adequately for needed new housing in the Borough.

With these facts in mind, planning should begin now to provide the type of housing most compatible with community needs and conditions.

A housing program could be sponsored by private, public or non-profit agencies under existing Federal programs. There is a wide range of programs available for this purpose; and, generally speaking, they involve mortgage insurance, interest subsidy assistance payments, rent supplement payments, low interest or interest free loans and grants. Certain sections of the National Housing Act would be of special significance in the implementation of such a program.

The Section 207 mortgage insurance program provides long-term mortgage financing to investors, builders, developers, and apartment house owners for financing construction or rehabilitation of rental housing. The program facilitates provision of rental accommodations suitable in design and size for family living at reasonable rents. A broad cross-section of the rental housing market is served, and administration of the program recognizes variations in the needs of different types of families, such as those with and without children, and those located in central or suburban areas. Section 207 mortgage insurance can be used by groups or individuals who meet the Federal Housing Administration's requirements for mortgages. The property may be located in any area approved by the FHA for rental housing. A need for such housing must be demonstrated by market conditions.

Applicable to New Bethlehem are two new sections of the National Housing Act which will cause the absorption of a number of existing programs. Section 236, in brief, is designed to reduce rentals for lower income families by

making periodic interest reduction payments on behalf of the owner of a rental housing project occupied by lower income families. As a condition of receiving the benefits of the interest reduction payments, the project owner must operate the project in accordance with certain prescribed requirements and rents. Income limits for initial occupancy are regularly 135 percent of public housing limits; however, in a limited number of cases slightly higher income limits are permitted.

Section 235 provides insured financing for the purchase of low-cost homes by families whose mortgage payments are to be subsidized in part by federal payments to mortgagees. The same income limits set for Section 236 apply. Section 235 (J) authorizes insured mortgages of 3% interest for non-profit organizations to assist them in acquiring housing and assists lower income families to purchase existing or rehabilitated single-family houses from non-profit or public sponsors.

With the advent of Sections 235 and 236 the opportunity for low income families to purchase or rent housing is greatly improved. Experience has shown that many of these families, including those living in public housing, prefer non-public housing and even aspire to homeownership. Low income families capable of utilizing the subsidy program should be encouraged to do so. Even nominal success here would relieve the pressure for future public housing needs. However, it is the moderate income families ineligible for public housing who will be in the most favorable position to employ the subsidies offered by the 235-236 programs.

The total community reaps additional benefits when these subsidies are employed. Since those properties affected by Sections 235 and 236 continue to pay regular real estate taxes, the tax base is not disturbed. In fact the tax base may be increased as a result of the elderly leaving large homes and making these dwellings available for purchase or rental by younger families.

Adequately housing poor families and the elderly is usually achieved by public housing. Federal assistance for public housing is provided under the United States Housing Act of 1937. Through loans and annual contributions from the Housing Assistance Administration, this program for local housing authorities provides decent, safe, and sanitary housing for low-income families at rents they can afford. Local housing authorities rent dwelling units acquired by construction, by rehabilitation of existing structures, by purchase from private developer-builders, and by lease, including parts of larger projects not operated by the local housing authority. There are special provisions for people of limited incomes who are: displaced by urban renewal, highway

construction, other governmental action, or by natural disasters. Special consideration is given to the elderly or handicapped. Eligibility for this program includes housing authorities established by a local government under state legislation. The proposed program must be approved by the local governing body.

These and other programs too numerous to list provide the financial and technical assistance necessary to alleviate the problem of housing in New Bethlehem. As part of planning a housing program for the future, careful investigation should be made of all related Federal Programs.

#### Recommendations

- (1) An ideal location for the construction of multi-family dwellings exists in New Bethlehem. It is recommended that consideration be given to that land lying immediately north of Water Street as a site for future development. The aesthetic amenities of this location and its close proximity to the Central Business District make this area particularly suitable. Multi-family residences there would also be consistent with the proposed land use section of this plan.
- (2) If consideration is given to initiating a public housing program, it is recommended that such planning be handled by a County wide agency.

## IMPLEMENTING THE PLAN

A Comprehensive Plan is only as good as the community's ability to put it into action. The Plan itself represents little if the Borough does not take the necessary steps to implement its recommendations.

The Guide For Action is an administrative device serving as a liaison between the current status of community development and the goals envisioned in the Comprehensive Plan. It serves as the tool for effectuation by outlining the immediate steps the Borough should take to begin and complete a short-range action program.

In addition this section attempts to summarize the improvements recommended by the Comprehensive Plan, to identify the governmental agency or department responsible for implementing each improvement, and to suggest the priorities for their implementation. The recommendations are arranged on the basis of short-range and long-range consideration. Short-range goals outlined herein are suggested for completion within a five-year period, while long-range recommendations are suggested for completion over a ten to fifteen year period. It should be emphasized that no plan is permanent, and the Borough should alter the Plan as conditions change.

In order to properly implement the recommendations of this Plan, planning efforts must continue. The Comprehensive Plan is not an end in itself, but only a beginning which is unrestricted in the ends it may achieve. In this regard, it is strongly urged that the Borough involve itself in an aggressive, continuing planning program.

To further effectuate the goals of this Plan, the Borough will need additional administrative organization. Special purpose or general authorities have proven effective in many communities without taxing the Borough's annual budget or borrowing capacity, and Commissions can be effective in administering specific improvement areas. To properly implement the objectives of the New Bethlehem Comprehensive Plan action should be taken to create the following administrative organizations.

## Public Housing

Although the Borough possesses the legal authority to form a local Public Housing Authority, it is felt that the complexity of the program, especially when completed and management is necessary, would best be handled through a County Housing Authority. It is recommended that the Borough officials encourage and support the establishment of a County Housing Authority.

## Parks and Recreation Commission

The Borough should create a Parks and Recreation Commission made up of a broad cross-section of Borough population. It would be the responsibility of such a group to assess and continuously plan for local recreational needs, passive and active and involving all age groups. In this regard, the Recreation Commission could prepare site plans and formulate acquisition procedures for a comprehensive recreational program. Through a combination of grants, the Borough could secure up to 80% funding for the acquisition and development of recreational areas.

## Shade Tree Commission

The Borough by ordinance may establish a commission to be known as the Shade Tree Commission. This Commission will have exclusive custody and control of the shade trees in the Borough, and would be authorized to plant, remove, maintain, and protect shade trees on the public highways in the Borough.

The existence of shade trees along roadways within a community has a direct and beneficial effect upon the health, roadway conditions and the aesthetic amenities of the municipality. Therefore, it is recommended that the Borough establish such a Commission to preserve or replace existing trees and to develop a program of providing additional shade trees where possible.

## CAPITAL IMPROVEMENTS PROGRAM AND CAPITAL BUDGET

It is strongly recommended that the Borough adopt a comprehensive Capital Improvements Program and Capital Budget.

A Capital Improvements Program is a list of all proposed municipal projects according to priority of need and showing estimated costs for each project. It is more than just a list of proposals from the various operating departments. To the individuals responsible for long-range financial decisions, in this case the Borough Council, it would present, at one time rather than piecemeal, the anticipated capital investments for the community. Also, it would act as a tool for compiling the systematic and comprehensive presentation of proposals which could only flow from a thorough and realistic evaluation and projection of departmental programs.

To those concerned or aware of the need for economy, a capital improvements program means that purchasing and work can be scheduled more efficiently. Such planning replaces the ineffective and inefficient year-to-year scheduling with a more conclusive program that can be reviewed and updated annually. In this manner, important improvements can be kept in the forefront and not displaced by items of lesser importance. Also, recognizing certain needs in advance provides local officials with the opportunity to accrue or set aside a cash reserve for financing these needs, thereby eliminating or minimizing the need for deficit financing.

This type of program can provide local officials with a broader picture of community needs and, at the same time, it allows them sufficient latitude for scheduling more important improvements at the earliest possible date. Likewise, less important items can be defrayed until they are economically feasible or demand dictates a change in priority classification.

To prepare a Capital Improvements Program the following steps should be undertaken:

1. Inventory all present equipment with an estimate of life expectancy.
2. Determine replacement needs for existing capital items.
3. List all capital items needed to the best of Council's knowledge.

4. Determine cost estimates wherever possible.

5. Assign priorities to various capital needs.

The Recommended Capital Improvements Program presented on the following pages will involve the financial participation of all levels of government - Borough, County, State and Federal. The Borough's share represents a relatively small part of the total Capital Improvements Program. It should be kept in mind that for the most part these improvements will be required sooner or later. If projects are deferred while construction and maintenance costs continue to increase, the problem of financing will only grow more acute, particularly if deterioration of the Borough's tax base is affected by this inaction.

Other public investments not reflected in the suggested Capital Improvements Program will also be undertaken within the New Bethlehem Area in coming years. For example among these investments would be included the construction of the Allegheny Valley Expressway, improvements to existing County and State roadways, and the creation of the Clarion County Tourist Information Center.

While such improvements do not directly involve expenditures of Borough funds, their impact upon the economic climate and environmental character of New Bethlehem is substantial. Therefore, it behooves the Borough to lend support to such activities and to engage in intergovernmental cooperative efforts whenever practical.

Several of the improvements listed in the long-range program are directly related to the Borough's urban renewal efforts; thus, the scheduling of such projects to dovetail with the planned renewal activity becomes especially important. Should some of these projects be deleted, deferred or substantially reduced in scope, a careful reassessment of such action on the programmed urban renewal effort will be required.

For the purpose of this report, it is assumed that an urban renewal program will be initiated by 1976. So that the Borough might receive credit for certain improvements, it is important that they be scheduled to coincide with the urban renewal program. In this way, the Borough can enjoy the benefit of an estimated \$1,500,000 Federal grant (3/4 of total estimated project cost) and a \$250,000 State grant (1/8 project cost). Such improvements in street widening, curbing and public parking within the project area normally can be totally applied toward the local share of cost.

# RECOMMENDED CAPITAL IMPROVEMENTS PROGRAM, 1971-1975

Recommended Improvement	Total Estimated Cost	Cost Sharing				
		Borough	Municipal Authority	Private(1)	County	State and Federal
<u>Traffic</u>						
Resurfacing (2)	\$ 25,000	\$-----	\$-----	\$-----	\$25,000(3)	\$----- (4)
Curbing (2)	5,000	5,000	-----	-----	-----	-----
<u>Utilities</u>						
Reservoir renovation	100,000	-----	75,000.00	-----	-----	25,000.00
Water line extension in Penn and Franklin Street area	56,867	-----	42,650.25	-----	-----	14,216.75
Replacement of 4" water line on Broad Street	40,000	-----	30,000.00	-----	-----	10,000.00
Upgrade sewage treatment	250,000	-----	125,000.00	-----	-----	125,000.00
Maintenance equipment-power rodder and trailer	3,500	3,500	-----	-----	-----	-----
<u>Recreation</u>						
Park development along Redbank Creek	5,000	2,500	-----	-----	-----	2,500.00
<u>Community Facilities</u>						
Police cruisers	3,000	3,000	-----	-----	-----	-----
Fire Truck	29,884	-----	-----	29,884	-----	-----
Fire station repairs	3,000	3,000	-----	-----	-----	-----
Medical Clinic	70,000	10,000	-----	35,000-S 25,000-C	-----	-----
Streets Department trucks	4,000	4,000	-----	-----	-----	-----
TOTAL	\$555,251	\$31,000	\$242,650.25	\$89,884	\$25,000	\$166,716.75

(1) C - Subscription Campaign, S - Sears Foundation

(2) Based upon first five years of a continuous program. Amount would be more than sufficient to resurface those streets presently rated in poor condition.

(3) County Liquid Fuels Distribution

(4) Additional funds are available from the State as part of the Municipal Fuels Tax Allocation under the Liquid Fuels Tax Act 655, 1956.

RECOMMENDED CAPITAL IMPROVEMENTS PROGRAM, 1976 - 1990

Recommended Improvement	Total Estimated Cost	Cost Sharing					
		Borough	Municipal Authority	Private(1)	County	State	Federal
<u>Traffic</u>							
Resurfacing (2)	\$ 75,000	\$ ---	\$ ---	\$ ---	\$75,000(3)	---(4)	\$ ---
Curbing (2)	15,000	15,000	---	---	---	---	---
Widening of intersection at Broad and Wood Street	75,000	50,000*	---	---	---	25,000	---
Creating one additional off-street parking facility	15,000	15,000*	---	---	---	---	---
Repaving of Broad Street	122,000	---	---	---	---	122,000	---
<u>Utilities</u>							
Water storage tank in Penn- Franklin area	300,000	---	225,000	---	---	75,000	---
Replacing small water lines	200,000	---	150,000	---	---	50,000	---
Locating and placing manholes	25,000	18,750	---	---	---	6,250	---
Replacing sewer line on Broad Street	60,000	31,800	---	---	---	15,000	---
Portion in Urban Renewal Area		13,200*					
Adding storm sewer facilities	185,000	122,250	---	---	---	46,250	---
Portion in Urban Renewal Area		16,500*					
Replacing 4" water line on Broad Street	40,000	---	30,000	---	---	10,000	---
<u>Recreation</u>							
Neighborhood tot-lots - two	6,000	3,000	---	---	---	3,000	---
<u>Community Facilities</u>							
Borough trucks - four	16,000	16,000	---	---	---	---	---
Municipal Building	100,000	100,000	---	---	---	---	---
Police equipment	2,000	2,000	---	---	---	---	---
Police cruisers - four	12,000	12,000	---	---	---	---	---
Housing facilities for the elderly in Water Street Area - 50 units	750,000	---	---	---	---	---	750,000
TOTAL	\$1,998,000	\$320,800	\$405,000	\$ ---	\$75,000	\$352,500	\$ 750,000
Urban Renewal Program	\$2,000,000	\$250,000	\$ ---	\$ ---	\$ ---	\$250,000	\$1,500,000

With proper scheduling of these improvements, it is possible for the Borough to undertake an aggressive urban renewal program without taxing local revenue sources. If properly programmed, renewal of the central business district can be accomplished with little disruptive effect on the Borough budget.

However, much more detailed analysis is required before the economic feasibility of the project can be documented. Such detailed planning will be performed by the County Redevelopment Authority when established.

An annual breakdown of the Borough's share of the initial phase of the Capital Improvements Program is outlined on the table entitled "Recommended Capital Expenditures, 1971-1975" and a brief analysis of the impact that the recommended community facilities will have on the total Borough budget during the next five years is offered by the table entitled "Projected Revenue and Expenditures, 1971-1975".

#### RECOMMENDED CAPITAL EXPENDITURES 1971 - 1975

Improvement	1971	1972	1973	1974	1975	Total
Traffic						
Curbing Program	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000	\$ 5,000
Utilities						
Maintenance equipment	----	----	3,500	----	---	3,500
Recreation						
Park along Redbank Creek	----	----	----	1,500	1,000	2,500
Community Facilities						
Police cruiser	----	3,000	----	----	----	3,000
Fire station repairs	----	----	1,000	1,000	1,000	3,000
Medical Clinic	2,000	2,000	2,000	2,000	2,000	10,000
Street Department truck	4,000	----	----	----	----	4,000
GRAND TOTAL	\$7,000	\$6,000	\$7,500	\$5,500	\$5,000	\$31,000

# PROJECTED REVENUE AND EXPENDITURES, 1971 - 1975

Year	Projected Expenditures	Projected Tax Revenue (1)	Projected Non-Tax Revenue	Total Income(2)	Difference
1971	\$ 96,051	\$ 60,539	\$ 27,565	\$ 88,104	\$ 7,947
1972	98,403	60,646	27,565	88,211	10,192
1973	100,813	60,755	27,565	88,320	12,493
1974	104,783	60,865	27,565	88,430	16,353
1975	106,815	60,977	27,565	88,542	18,273
TOTAL	\$506,865	\$303,782	\$137,825	\$441,607	\$65,258

(1) Since the Borough has not operated a Capital Budget in the past, capital outlay has always been included as part of those functions from which revenue was allocated. For this reason the increase in the above projected expenditures only represents those items in the Recommended Capital Budget which could be considered unanticipated. These would include expenditures for the medical clinic and the park.

(2) Figures do not include non-revenue receipts.

The Projected Revenue and Expenditures table reveals that additional revenue approximating \$65,258 for the next five years will be required. Based on the current tax rate it is estimated that the Borough will have to secure additional revenue ranging from \$7,947 in 1971 to \$18,273 in 1975. Although an adjustment in revenue appears inevitable through the levying of additional taxes, reassessing real estate or revising the assessment ratio, it is possible that the Borough will be able to finance all or part of the Capital Improvements Program through the use of some of its Electoral and Councilmanic borrowing capacity.

New Bethlehem currently holds a maximum borrowing capacity totaling \$193,248, of which \$64,416 can be borrowed at Council's discretion. While borrowing is often times necessary to implement various elements of a plan, it is recommended that no more than 75% of the municipal borrowing capacity be committed at any one time so that an emergency reserve can be maintained. Applying this percentage, the Borough could assume a debt of \$147,892.50 using the projected borrowing capacity for 1975 and still maintain a reserve fund.

Since the total deficit for the next five years is well below this recommended debt limit, it is concluded that the recommended Capital Improvements Program is fiscally sound.

The Borough should also investigate the various assistance programs provided by State and Federal agencies. For this reason a list and brief description of a few basic State and Federal aid programs, upon which the Borough might rely to help fund improvements, follows this section.

In addition the Borough cannot ignore the possibility of obtaining funds from the private sector for community improvements. Foundations, civic organizations and subscription campaigns should be encouraged and utilized whenever possible.

#### Low-Rent Public Housing

Through loans and annual contributions from the Housing Assistance Administration, U. S. Department of Housing and Urban Development (HUD), the program for local housing authorities provides housing for low-income families and individuals. Local housing authorities rent dwelling units acquired by construction, by rehabilitation of existing structures, by purchase from private developers ("turnkey"), and by lease. There are special provisions for low-income elderly and those displaced by urban renewal. Rents received from the units provide the means of retiring the Federal loan. Annual Federal subsidy payments are made to the Housing Authority for administration, operating losses and for payment to the municipality in lieu of taxes.

#### Urban Renewal Projects

Administered by the Department of Housing and Urban Development, this program provides grants, planning advances, and temporary loans and guarantees to help public agencies eliminate blight in urban areas through surveys and planning, land acquisition and clearing, rehabilitation of existing structures, new building construction, and the installation of public improvements. Public agencies may include local hospital expansion programs as part of their local contributions. The municipality must adopt, and have certified a Workable Program for community improvement. (See urban renewal discussion.)

#### Public Facility Loans

When credit is not available on reasonable terms from local banking institutions, this program, administered by HUD, may be used to finance the construction of all types of public works through long-term construction loans of up to 40 years. This program could apply to any public construction project contemplated by the Borough or by a Borough authority should one be created.

### Demolition of Unsound Structures

Once the Borough has an approved Workable Program, this program administered by HUD, can finance up to two-thirds of the cost of demolishing structures which the State or local law determines to be structurally unsound. The structures may be within or outside of urban renewal areas provided the structures constitute a public nuisance and serious hazard to public health or welfare. The Borough must have exhausted other available legal procedures to secure remedial action by the property owner and determine that government-action demolition is required.

### Water and Sewer Facilities Grant

The Borough or the Redbank Valley Municipal Authority could apply for this HUD-sponsored program. This grant could underwrite up to 50 percent of costs of land and construction of new water and sewer facilities that will help promote efficient and orderly growth and development of the area-wide community.

### Financial Assistance to Small Towns and Rural Groups

The U. S. Department of Agriculture sponsors this program which makes loans and grants to municipalities to plan and develop domestic water supply and waste disposal systems in rural areas. The Borough or a Borough Authority could apply for the program which can be used to install, repair, improve, or expand waste collection, treatment, or disposal systems including sewer lines, treatment plants, settling basins and lagoons. Additionally, a provision of the Commonwealth's "Community Facilities Grant" underwrites up to 25 percent of the cost of construction, rehabilitation, alteration, expansion or improvement of sewage disposal facilities.

### Advances For Public Works Planning

This versatile program sponsored by HUD provides interest-free advances for planning public works and community facilities. The planning advances are repaid when and if construction begins. It would be worthwhile for the Borough to secure planning advances for all major contemplated community improvements including the Borough building, medical clinic and off-street parking. In this manner, the Borough would have all plans for construction in reserve. When construction of the facility is contemplated, the plans would be available and repayment of the planning advance would not be required until the time of construction. It could then be included as a project cost and be eligible for partial reimbursement.

# ASSISTANCE PROGRAMS

Program Name	Type of Assistance	Amount of Assistance	PROVISION OF GRANT					Eligible Agency	Adminis- tering Agency	Miscellaneous Remarks
			Planning	Land Acquisition	Con- struction	Rehab- ilitation	Other			
FEDERAL PROGRAMS										
Urban Planning Assistance	G	2/3	X					Borough	HUD	Pa. Dept. of Community Affairs is administering agency
Housing for Elderly	L	100 %			X	X		Borough	HUD	Loans can be repaid up to 50 years at 3% interest
Low Rent Housing	L/G	100 %			X	X		Borough	HUD	Rents can be used to retire debt
Urban Renewal Projects	L/G	3/4	X	X	X	X		County	HUD	Workable Program certification must be secured
Urban Rehabilitation and Code Enforcement	G	2/3	X			X		Borough	HUD	A certified workable program is required
Public Facility Loans	L	100 %			X			Borough	HUD	Useful device for authorities
Appalachia	G	100 % Varies	X	X	X	X		Borough	Commerce	Supplementary grant bringing federal share up to 80 % of total project cost
Construction of Hospital and Medical Facilities	L/G	1/3-2/3			X		X	Borough	HEW	Application must be approved by the State Hill Burton Agency
Neighborhood Facilities	G	2/3-3/4			X	X		Borough	HUD	
Public Works Planning Advances	L	100 %	X					Borough	HUD	These interest-free advances are repayable when and if construction begins
Demolition of Unsound Structures	G	2/3					X	Borough	HUD	Enforcement of codes must be in effect
Urban Beautification	G	1/2			X			Borough	HUD	
Water and Sewer Facilities	G	1/2			X			Borough	HUD	
Financial Assistance to Small Towns	L/G	1/2			X			Borough	Agri- culture	Useful in establish- ment of sewer facili- ties
Land and Water Conservation	G	1/2			X			Borough	HUD	State administered program
STATE PROGRAMS										
Community Facilities	G	1/4			X	X		Borough	Commerce	Applicable to sewer and water projects
Appalachia	G	Varies			X	X		Borough	Community Affairs	State administration only
Conservation and Reclamation Program	G	1/2	X	X	X			Borough	Community Affairs	Project 500 could be relied heavily upon
Project 70	G	1/2		X				Borough	Community Affairs	Some monies are available for acquisition. Project 500 acts as a supplement
Redevelopment Financial Assistance	G	3/4	X	X	X	X		County	Community Affairs	Companion program to federal program
Sewage Facilities Act	G	1/2	X					Borough	Health	
Sewage Treatment Plant Operations and Maintenance Grants	G	2 % annual subsidy			X		X	Borough	Health	Grants are based on cost of construction
Water Pollution Control Act Administration	G	30 %			X			Borough	Health	State administers federal program
County Fuels Tax Allocation	G	Shared Tax 1/2 cent of State's liquid fuel tax			X			County	Highways	Borough may receive additional county monies for highway construction. No local share
Municipal Fuels Tax Allocation	G	Shared tax based on Borough road mileage			X			Borough	Highways	No local share required
PRIVATE										
Sears Foundation	G	1/2			X			Borough		
Kerr Trust Fund	G	As needed	X		X			Borough		Additional private contributions could supplement, thus reducing public share

## FEDERAL PROGRAMS

L - Loans  
G - Grant  
L/G - Loan and Grant

HUD - U. S. Department of Housing and Urban Development  
COMMERCE - U. S. Department of Commerce  
HEW - U. S. Department of Health, Education and Welfare  
AGRICULTURE - U. S. Department of Agriculture  
INTERIOR - U. S. Department of Interior

## LEGEND

## STATE PROGRAMS

COMMERCE - Pennsylvania Department of Commerce  
COMMUNITY AFFAIRS - Pennsylvania Department of Community Affairs  
HEALTH - Pennsylvania Department of Health  
HIGHWAYS - Pennsylvania Department of Highways

## Community Facilities Grants

The Borough would qualify for the Pennsylvania Department of Commerce-sponsored Community Facilities Grant which could enable New Bethlehem to undertake certain construction projects which affect sewer and water facilities and/or access roads.

## Project 70 - Land Acquisition

Although original applications for this Commonwealth program were made in 1964 and most of the available funds have been allocated, some money for recreation land acquisition is available and late applications are being processed. Grants of up to 50 percent are available although since most of the money has been disbursed, the Borough may not receive a full 50 percent grant. The Department of Community Affairs administers this program. New Bethlehem has already made use of funds granted under Project 70 to acquire a small plot of land at Broad and Liberty Street for park development.

## \$500 Million Conservation and Reclamation Program

Administered by the Pennsylvania Department of Community Affairs, "Project 500" is a grant for land acquisition and development of outdoor recreation facilities. Up to 50 percent of project costs can be underwritten by the State and in certain instances, the Federal Land and Water Conservation Fund Program can be used as a supplementary grant, thus covering up to 80 percent of development costs. A combination of these programs could be wisely used to develop the park along Redbank Creek.

After a capital improvements program has been developed, the next step is detailing the capital budget. The capital budget, normally set up for a five to six-year period, includes the real details as they relate to the Borough's budgetary operations. The capital budget lists, according to priority, the capital expenditures for each year during this period, including such things as costs, methods of financing and the year in which the particular items are to be included into the annual operating budget.

Each year, those items in the capital budget scheduled for funding are reviewed by the Council, and if approved, become part of that year's annual operating budget. Thus Council is able to add another year of capital items to the five or six-year capital budget, thus helping to insure the continuous programming of needed improvements.

The accompanying table presents a suggested five-year Capital Budget for New Bethlehem. It should be pointed out that the items contained therein are, for the most part, Plan recommendations. Consequently, a detailed budget should be developed by combining known Borough needs with the Plan recommendations to provide a complete picture of the Borough's needs and financial commitments.

CAPITAL BUDGET, 1971 - 1975  
NEW BETHLEHEM

Item	Responsible Agency	Method of Financing	Estimated Cost	Borough Share	Year
Resurfacing Streets	Borough Council	1,2,3,4	\$ 25,000	\$25,000	1971-76
Curbing Improvements	Borough Council	1,2,3,4	5,000	5,000	1971-76
Reservoir Renovation	Municipal Authority	4,7,9,12 13, 14	100,000	--	1974-76
Water Line Extension	Municipal Authority	4,7,9,12 13, 14	56,867	--	1971
Upgrading of Sewage Treatment	Municipal Authority	4,7,8,12 14,17,18	250,000	--	1971-72
Maintenance Equipment for Sewer Maintenance	Borough Council	1,4,5	3,500	3,500	1973
Park Development	Borough Council	1,4,6,15,16	5,000	2,500	1974-75
Police Cruiser	Borough Council	1,4,5	3,000	3,000	1972
Fire Truck	Volunteer Fire Department	10	29,884	--	1971
Fire Station Repairs	Borough Council	1,4,5	3,000	3,000	1973-75
Medical Clinic	Borough Council	1,4,6,10,11	70,000	10,000	1971-75
Streets Department Truck	Borough Council	1,4,5	4,000	4,000	1971

- 1 General Fund
- 3 Municipal Fuels Tax Allocations
- 5 Temporary loans (5 yr. Municipal Loans)
- 7 Revenue Bonds
- 9 Water Service Charge
- 11 Sears Foundation
- 13 Financial Assistance to Small Towns
- 15 Conservation and Reclamation Program
- 17 Sewage Facilities Act Reimbursement

- 2 County Liquid Fuels Distribution
- 4 Capital Improvements Fund
- 6 General Obligation Bonds
- 8 Sewer Service Charge
- 10 Subscription Campaign
- 12 Water and Sewer Facilities
- 14 Community Facilities
- 16 Project 70
- 18 Water Pollution Control Act Administration

## URBAN RENEWAL

One of the goals of the New Bethlehem Borough Comprehensive Plan is to promote a prosperous and attractive environment. Other segments of the Plan show how the future development of land can be conducted in an orderly and desirable way by the establishment of zoning and subdivision regulations. Recommendations for street and highway improvements and various community facilities will also promote the general betterment of the community. It would be anticipated that these improvements would in turn encourage property owners and business people to make improvements to their properties.

Major changes, particularly within the downtown area, however, are not always possible by private means. Problems arise either because of the economies involved or the difficulties in assembling large parcels of ground in the heart of the business district. Recognizing this, the federal government has established the urban renewal process whereby relatively large areas can be rebuilt to bring new life and vitality to the community.

The concept of urban renewal is a relatively recent response to the physical, social and economic problems of American communities in the dynamic twentieth century society of the United States. In essence urban renewal means the use of public powers to eliminate adverse physical conditions in communities and to provide opportunities for private enterprise and private individuals to create the kind of physical environment best suited to the aspirations and realistic potential of each community.

Under the Urban Renewal process, Federal, State and local funds are combined with the "power of condemnation" to provide vacant land for disposition of redevelopers, both private and public bodies.

A long term objective is to establish a physical framework in terms of housing community facilities and facilities for industry and commerce which will permit healthy community growth and maintain or restore existing values.

Basically, the urban renewal process involves the following steps:

1. The Borough authorizes the County Redevelopment Authority to prepare an application for Federal and State funds.
2. The proposed project areas are delineated by the Borough Planning Commission.
3. Detailed plans for redevelopment are prepared.

4. Plans are submitted to the Federal Government for approval.
5. Properties within the project area are purchased.
6. The old buildings are demolished.
7. Repair, replacement or improvement of streets and utilities is programmed.
8. The cleared land is resold to developers.
9. Developers construct new buildings in accordance with the urban renewal plan.

In order to qualify for Federal financial grants available for renewal purposes, the municipality must have a "Workable Program" and be in the process of conscientiously carrying it out. The Borough should be programming efforts to achieving Workable Program status so that it might take full advantage of the financial assistance programs which are available for urban renewal purposes. The essential items of a Workable Program for community improvements which must be completed for certification include:

1. Code Adoption and Enforcement. The adoption of housing, building and related codes, and development of an effective code enforcement program which is at least adequate to deal with areas having high priority need for enforcement, including both blighted areas and basically sound but deteriorating neighborhoods, and which is geared toward eventual community-wide compliance with such codes.
2. Planning, Programming and Budgeting. The establishment of a continuing public planning, programming, and budgeting process which develops action programs within a comprehensive planning framework for overcoming the major physical, social, and economic problems related to the blighted areas of the community, and for establishing and preserving a well-planned community with suitable living environment for family life.
3. Housing and Relocation. The development of a centralized or coordinated program for assisting in the relocation of all persons and business concerns displaced by public action in the community and the development of a program to expand the supply of housing for low and moderate income families on the basis of equal opportunity.

4. Citizen Involvement. The establishment of programs designed to achieve meaningful involvement of citizens, including poor and minority groups, in planning and carrying out Federally assisted programs related to the Workable Program.

Borough officials should recognize that much is being accomplished toward Workable Program Certification with the preparation of this Plan. The other requirements for certification will be met when the recommendations of the Comprehensive Plan are implemented.

In financing the Urban Renewal Program, the Department of Housing and Urban Development will pay 3/4 of the costs, the State of Pennsylvania 1/8 of the costs and the Borough must pay 1/8 of the costs. The term "costs" means the expenses required to provide vacant land to the proposed developer. These costs include acquisition of property, demolition, site clearance, site improvements (such as streets, sidewalks, and utility lines), relocation expenses and administrative costs.

The Borough may pay its 1/8 share either in cash or by utilizing "non-cash credits". A "non-cash credit" is a credit or allowance which HUD permits the locality to apply to its share of the cost of an urban renewal project. These credits can be earned by providing services (planning, architectural work, engineering, etc.) by building improvements (streets, sidewalks, etc.) for portions of the costs involved in community facilities (Municipal Building, parking facilities, etc.) and as a special inducement to provide low-medium income housing.

Special note has been made in the Recommended Capital Improvements Program of those improvement projects which can be financed by the Borough as a part of an urban renewal program. Consideration should also be given to the credits which could be created by the development of housing facilities for the elderly in New Bethlehem.

The housing "non-cash credit" is very generous and amounts to 1/3 of the net costs of providing the land for the housing. The net cost is arrived at by taking all costs involved in obtaining and preparing the land for resale less the resale price of the land. "All costs" includes acquisition, demolition, site improvements and administration. Thus, in a project which is all housing the "non-cash credit" will exceed the required local share:

Local Share	-	1/8 net costs
Housing Credit	-	1/3 net costs

For example, should the Borough decide to develop the area between Water Street and the Central Business District into multi-family dwelling units for the elderly as recommended in the Plan, significant non-cash credits could be created for urban renewal in New Bethlehem. An estimated net cost of the first year's activity can be determined by including all the costs involved in acquiring the land, demolition of the structures and site preparation. This cost would not include the costs of construction which would be borne by a County Housing Authority. Assuming that the estimated first year cost is \$275,000, HUD would finance \$206,250, the State of Pennsylvania \$34,375 and the Borough \$34,375. After the Borough has budgeted the \$34,375 for the first year of the program and the cleared land has been sold to the Housing Authority, this first year's activity would generate for New Bethlehem a "non-cash credit" of approximately \$90,000 (1/3 of \$275,000). This "non-cash credit" can then be applied to subsequent years activities.

The above information is of necessity in summary form and the exact calculation of the "non-cash credits" the Borough could claim in any specific activity year would be worked out in detail as part of the program application. During the process of preparing the detailed plans for redevelopment, the anticipated cost of the project would be calculated along with the availability of "non-cash grants".

## CODES AND ORDINANCES

There are various legal avenues of pursuit available to the Borough which, if adopted and actively enforced, can provide effective regulations of the use and development of private land. Additionally, there are a variety of administrative tools which can be employed to coordinate public or private development and improvement actions. Some improvements will involve local expenditures outlined in the Capital Improvements Plan; however, much can be accomplished toward achieving Plan objectives through Zoning and Subdivision Ordinances, as well as in housing and building codes.

### Zoning Ordinances

The Borough is empowered by the Commonwealth of Pennsylvania to adopt a Zoning Ordinance. The basic objective of zoning is the attainment of proper land use arrangement in the community. The skillfully prepared zoning ordinance regulates not only the use of land but also the size, height, bulk, location, and use of land and structures; provides minimum standards with respect to areas and dimensions of land authorized for specific uses; the density of population; and the intensity of land development.

The Zoning Ordinance, then, can become one of the Borough's most effective tools for directly preventing incompatible land use mixtures, overcrowding, and danger on traffic arteries. At the same time, the Zoning Ordinance is intended to promote, protect and facilitate the public health, safety, morals, and general welfare of the community. More specifically, these broad purposes are designed to clearly achieve the objectives of the New Bethlehem Borough Comprehensive Plan which, for a truly effective Zoning Ordinance, must be the forerunner thereof.

A Zoning Ordinance has been prepared in conjunction with the Comprehensive Plan for presentation to the Borough Council by the Planning Commission. After review and acceptance by the municipal governing body, steps may be initiated to put the ordinance into effect. These steps include the advertising and holding of two public hearings.

The purpose of the public hearings is to present the ordinance to the general citizenry to determine their reaction to its provisions. The wider the understanding of the proposed ordinance, the less chance there will be of misunderstandings and controversies that may prevent or seriously impair the acceptance of the ordinance. It is paramount that all individuals involved in presenting the ordinance remember the public hearing is for the purpose of hearing the public.

Two hearings, one by the Planning Commission and one by the municipal governing body, are required by law since State enabling legislation does not allow the placement of the issue of zoning on an election ballot.

After the required hearings by the Planning Commission and Borough Council, the next step is the actual adoption of the ordinance and map in its final form. The Zoning Ordinance and map then becomes a matter of administration, the importance of which cannot be overly stressed. The effectiveness of the zoning controls to accomplish the objectives for which they are enacted is largely dependent on the manner in which they are enforced. It is essential that equitable procedures be established and that the responsibilities of the administrative personnel strictly adhere to and enforce the Ordinance.

#### Land Subdivision Regulations

The Land Subdivision Ordinance is another basic tool by which the municipality may accomplish the objectives of the Comprehensive Plan. Control of land subdivision is essential for assuring that new residential neighborhoods will be developed in such a manner that their beauty and value will be guaranteed. Once developed the subdivision becomes a permanent asset or liability. Since subdivisions shape the character of communities, it is essential that the Borough be certain that each new addition to the Borough is the very best that today's design can provide.

Subdivision regulations establish uniform procedures in the review and approval of subdivision plans; set forth specific minimum standards that must be met to obtain approval of such plans; and require installation of certain street and site improvements before any lot may be recorded or sold. The Pennsylvania General Assembly has granted the power to enact and enforce local land subdivision control legislation to all municipal subdivisions.

A Subdivision Ordinance has been prepared in conjunction with the Plan for presentation to Borough Council by the Planning Commission.

#### Other Codes

A comprehensive system of codes and ordinances which prescribes adequate minimum standards of health sanitation and safety under which dwellings may be lawfully occupied is vital to the continued well being of a community. Included in this system are such regulations as fire, housing, sanitation and building (including structural, plumbing, and electrical) codes.

It is likewise important that housing and building codes be administered effectively. These codes and ordinances can, if properly enforced, provide immeasurable assistance in removing blight and preventing deterioration. Combined they can ensure adequate construction, adequate alterations, continued maintenance and acceptable occupancy practices. They can bring about the removal of those buildings which cannot be economically rehabilitated. Their greatest potential, however, lies in that they can eliminate blight and prevent decay from beginning in sound areas.

## RESPONSIBILITIES

All of the preceding recommendations refer to administrative or legal actions which should be taken in order to provide the Borough with the necessary tools for implementing the proposals of the Comprehensive Plan. Little or nothing can be done to regulate the development and use of private property until the Borough has not only adopted the basic codes and ordinances that are recommended herein, but has also strictly enforced them. Nor can the Borough be assured of obtaining maximum benefits from funds expended for capital improvements unless improvement projects are carefully scheduled and coordinated with full consideration for the financial capabilities of the community.

Ultimately, however, success in achieving the goals of the Comprehensive Plan will depend on the individual and collective actions of the citizens and officials of New Bethlehem Borough.

### The Citizen's Responsibility

The success of the Comprehensive Plan depends on public understanding, interest and support. It is essential that the people of the community understand the intent and purpose of the proposals made herein. This understanding can be furthered through the efforts of the Planning Commission and by the use of citizen improvement groups in educating the general public as to the content and meaning of New Bethlehem's Comprehensive Plan.

Community participation involves more than understanding the Plan and engaging in discussions and debates relative to it. It involves a concern by each resident over the condition, appearance, and development of his lot, his block and his neighborhood. Only through the willingness of each of the Borough's residents, as an individual acting in block and neighborhood organizations to keep his property in a good state of repair and to encourage a pride in the overall community appearance and development, will New Bethlehem become the kind of community he wants it to be.

### The Borough Council

The responsibility for the success or failure of the Comprehensive Plan or any of its proposals ultimately rests with the governing body of the municipality. All of the Planning Commission's powers are advisory in nature. The Borough Council must make every final decision and appropriate funds for every capital improvement.

Section 302 of the Pennsylvania Municipalities Planning Code, Act 247 of 1968, permits a governing body to adopt and amend a Comprehensive Plan by a majority vote provided that at least one public hearing is conducted prior to adoption or amendment. In addition, Section 303 of the Act requires the governing body to submit changes in the official map, subdivision and land development ordinances, zoning ordinance or action relative to the Plan to the planning agency for its recommendations. The planning agency has 30 days to submit its review in writing.

It is urged that Council make full use of the Planning Commission in every matter dealing with the physical development or improvement of the community. It is also recommended that Council institute and use the techniques of capital improvement programming and budgeting as a regular part of their annual budgeting functions.

#### The Planning Commission

One of the chief responsibilities of a Borough Planning Commission is the preparation of the Comprehensive Plan. The successful completion of the task, however, is but one part of the Commission's function. Among the Planning Commission's continuing tasks should be review of all improvements proposed for construction by the Borough Council, the review and approval of all land subdivisions as a prerequisite for recording and sale of lots, the review of all requests for zoning changes and variances, and the regular review and revision of the Comprehensive Plan itself.

In order to facilitate a continuous planning process, the following three-year work program represents the suggested scheduling which should receive the Borough Planning Commission's initial attention. Although this program may seem ambitious and heavily weighted on the first year, it should be remembered that many of these programs are continuous and should be instituted in the first year.

#### *First Year*

Conduct public meetings with interested citizens to garner support for the Comprehensive Plan.

Assist Borough Council in the adoption of a Borough Zoning Ordinance by conducting a public hearing.

Orient a Zoning Hearing Board and Zoning Officer, appointed by Borough Council, whose responsibility it will be to review the ordinance and make value judgements so that the goals and objectives of the Comprehensive Plan may be achieved.

Assist Borough Council in the adoption of Land Subdivision Regulations by conducting a public hearing.

Assist Borough Council in the preparation and adoption of Housing and Building Codes; and, subsequently, recommend a code enforcement program.

Prepare documentation for the Borough to be submitted to the Pennsylvania Highway Commission justifying those State highway improvements the Borough wishes to have included in the Commonwealth's Six Year Highway Improvement Program.

Assist Borough Council in filing application for assistance for the proposed medical clinic or other community facilities.

Actively engage, with other community organizations, in promoting the establishment of a medical clinic.

Assist Borough Council in the formulation of a Parks and Recreation Commission.

Review Capital Improvements Plan and program for needs.

#### *Second Year*

Assist Parks and Recreation Commission in application preparation for State and Federal grants to assist in acquisition and development of recreation areas.

Initiate a detailed study to determine the quantity of low-rent housing units needed as well as the mix of family and elderly units required.

Begin preparation of the Workable Program document to be submitted for certification.

Construct a capital improvement budget.

Continue planning activities initiated in the first year.

*Third Year*

In cooperation with the County Redevelopment Authority, begin preparation of a detailed urban renewal plan for the central business district.

Assess the goals of the Comprehensive Plan and the degree to which they have been achieved; and, prepare a succeeding work program.

Construct a capital improvements budget based on priority and success of previous capital improvements budget.

Continue planning efforts initiated in the first and second years.