

Comprehensive Plan

Springboro Borough

CRAWFORD COUNTY, PENNSYLVANIA
JUNE 1979

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Table of Contents

INTRODUCTION	1, 2
BACKGROUND INFORMATION	3-90
Introduction	3
Historic Perspective	4
Physiographic Description	7
Soil Analysis	8
Existing Land Use Analysis	11
Population	17
Economic Analysis	25
Housing	35
Community Facilities and Services	41
Transportation	54
Fiscal Analysis	56
Special Studies	69-85
Albro Industrial Site	69
Route 18 Road Alignment	72
The Public School in the Community: Issues But Perhaps No Choices	73
Flood Plain Management	84
Problems and Opportunities	86
REGIONAL CONTEXT	91-95
Introduction	91
Northwest Pennsylvania Futures Committee	91
Crawford County Comprehensive Plan	92
Relationship to Adjacent Municipalities	95
THE PLAN	96-121
Introduction	96
Land Use Plan	96
Facilities and Services Plan	106
Housing Plan	116
Borough Image Plan	118
Summary of Projects and Programs	120

APPENDICES	122-125
1. Listing of Supporting Material on File with Springboro and/or County Planning Commission	122
2. Existing Sewer Service Area and Suggested Sewer Extensions	124
3. Revisions	125

Tables & Figures

1. General Characteristics and Limitations of Soils	10
2. Existing Land Use Accounts	15
3. Land Use Comparison - Typical Urban Area/Springboro	15
4. Typical Lot Sizes	17
5. Population Trends - Springboro Borough 1930-1975	18
6. Comparison of Population Trends - Conneaut Valley Area 1940-1975	19
7. 1970 Population Distribution by Age and Sex	20
1. (Figure) Population by Age Group and Sex 1940-1970	22
8. Populations Projections	24
9. Borough Residents 14 Years and Over by Labor Force Status	26
10. Crawford County 14 Years and Older by Labor Force Status	27
11. Employed Borough Residents (14+) by Industrial Classification	28
12. Employed Borough Residents (14+) by Occupation and by Sex and Experienced Unemployed Persons 16 Years and Over	29
13. Mean Income Comparison - Conneaut Valley Area	31
14. Family and Unrelated Individuals by Income Ranges (In Dollars)	32
15. Persons 14+ by Income Category 1970-1977	33
16. Housing Statistics 1970	40
17. Springboro Financial Receipts 1973-1977	57
18. Springboro Financial Expenditures 1973-1977	62
2. (Figure) Revenue Sources and Expenditures 1973-1977	63

Maps

1. Three County Regional Map	2
2. General Soils Analysis	9
3. Existing Land Use	Cover Jacket
4. Land Use Plan	Cover Jacket

Introduction

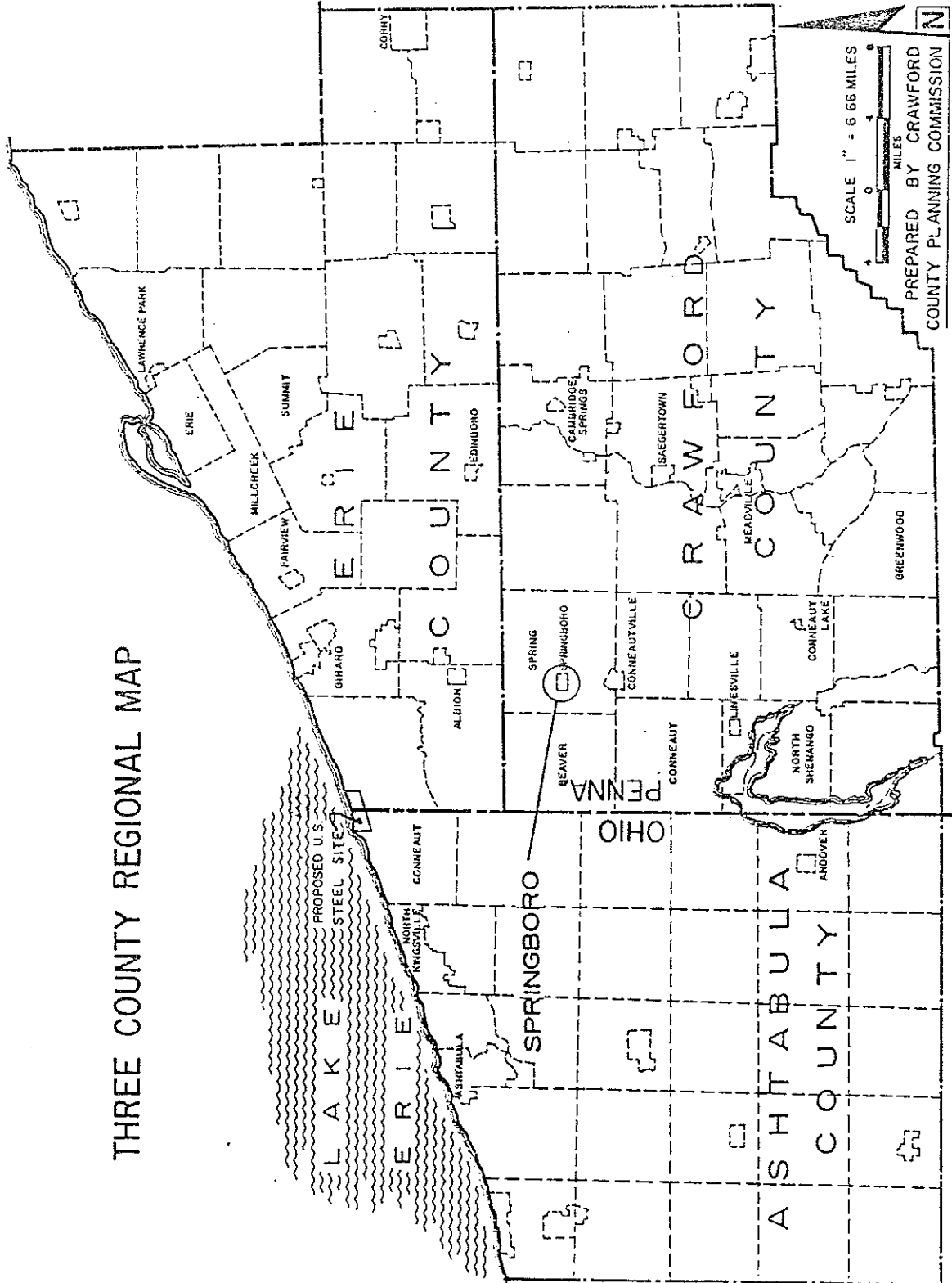
Introduction

This report titled a "Cycle One" Comprehensive Plan, is essentially the result of the proposal by the U. S. Steel Corporation to locate a fully integrated steel plant on the shore of Lake Erie straddling the Ohio/Pennsylvania line. This comprehensive plan for Springboro Borough has been prepared to meet the expected short range needs of Springboro for the next five years. It is also meant to provide essential background and basic plan material necessary to continue the planning process with a more in depth long range plan - a twenty year plan - when more information is available on U. S. Steel's proposal. The Borough will need such a plan should U. S. Steel's proposal become reality with an estimated 8,500 workers at their "greenfield" sight by 1988 and as many as 10,500 construction workers prior to that during the construction peak.

The plan objectives and policies, its recommended programs, projects and physical plans were decided upon by the Springboro Planning Commission as a result of many monthly meetings open to the public, and are considered to be representative of the people in the Borough. Technical assistance was provided by the staff of the Crawford County Planning Commission, made possible by a grant from the Appalachian Regional Commission. The plan, as it is presented here, provides a giant first step towards dealing responsibly with the immediate issues of growth and development. However, this plan should be considered open to change, and to be meaningful to the Borough it must change in some regards. Private and public actions, as they occur over the weeks, months and years ahead, will introduce new realities into borough life. This plan is a guide for future community growth and development -- but a flexible guide. The Planning Commission should undertake a major reassessment of this document and the Land Use Plan map at least once every five years.

The Land Use Plan is graphically illustrated by a Land Use Plan map which is found in the cover jacket of this report. A similar map showing the existing land use of Springboro is also included. Many more maps and other supporting material were compiled during the planning process which could not be included in this report. A listing of this material is found in the Appendix. A Three County Regional map is provided on the following page showing Springboro's relation to the surrounding area.

THREE COUNTY REGIONAL MAP



Background Information

Background Information

INTRODUCTION

The first section of this report, Background Information, is an inventory and analysis of the existing conditions in Springboro. The "Background" is important because it provides an information base from which a plan can be developed. Among other things it answers questions, such as: How is the land used? How many people live in the community? Are housing, roads, sewer, water, schools, public services and facilities adequate to meet the needs of the present and future population? The more a community knows about itself, the better it can prepare for immediate and future needs.

At this early point in the report it is considered well to make a few general observations which are key issues in Springboro:

There is an overriding concern to improve the "Borough Image", particularly along Main Street and the Albro industrial site.

There are several public facilities in the Borough which need attention. These are: the storm drainage system which does not adequately carry water under PA. Route 18; the public water system which needs improvements in its distribution system; the firehouse which is too small for present needs; and the Springboro Public Library which is also in need of expansion room.

Another major concern is to revitalize the town with new industrial, commercial and residential growth. With the demise of the Albro Packing Company there are few jobs in the Borough. Most residents feel that growth is necessary for the local economy to survive, and they welcome any positive impacts in this regard which the impending development by U.S. Steel might provide. Though new businesses, industry and residential growth is encouraged, the Planning Commission feels that such growth must be carefully managed.

Springboro has adequate land available for future growth, and they have the needed sewer and water facilities in place to accommodate a substantial increase in population. They are fortunate in this regard.

The background information phase of the planning process is important in another regard because it gives the Planning Commission members and those citizens of the Borough who attend the commission's monthly meetings the opportunity to get to know the community planners who provide the technical leadership in the process. It is important that the relationship with the professional planner be an open and cordial one, for it is the planner's task to translate the people's values into alternative plan ideas which can be tested through the meeting process. This report would assert that rapport between citizen and professional planner was achieved in the planning process, and that issues of growth and development in the Borough were dealt with in reasonable depth.

HISTORIC PERSPECTIVE

Early Settlement and Incorporation

The earliest settlers are recorded to have arrived in the northwestern section of Pennsylvania around the turn of the century, 1800. The Bates History, 1899 edition, states that the first settlers to locate within the limits of Springboro were James Orr and Thomas Ford. Until 1865 Springboro was part of Spring Township.

The residents of Spring Corners, in 1865, circulated a petition for the purpose of forming the Borough of Springboro. Springboro became incorporated in November of that year. The town's first election was held March 16, 1866. The population of Springboro in 1870 was 323, and in 1880, it was 379.

Business

The earliest identified record of merchandising was that of a firm from Girard, McConnel and Webster, which built a store in 1830 on the block across from the present firehall. In 1870, the town consisted of three dry goods stores, two hardware stores, a boat and shoe shop, a variety store, one millinery, one furniture, one drug and two grocery stores. Throughout the years Springboro saw many industries and businesses come and go too numerous to mention in this report. Suffice to say that in 1891 resources were so plentiful as to warrant the opening of a bank.

A row of business blocks, two residences and other buildings burned in January of 1912. The town had no fire protection but it was thought that even the best fire-fighting equipment could not have saved the row. The bucket brigade from the fountain probably kept the fire from spreading further. The loss to the businesses and residences was estimated at \$31,000. Rebuilding of the block was commenced immediately and was ready within a year.

For over forty years Albro has been the town's biggest industry. The business originated as a pickling depot in 1911, under the supervision of Edward and Oscar Altshuler of Youngstown, Ohio. The business at that early date consisted of a receiving station at the Pennsylvania Railroad depot where cucumbers were received from nearby farms, brined and shipped to the Youngstown plant. In 1924 the business was incorporated as The Albro Packing Company and in 1953 the main offices were moved to Springboro from Youngstown. The company was purchased in 1963 by the H. W. Madison Company of Cleveland, Ohio. Operating under the name of Albro Packing Company, products distributed by the firm were pickles, peppers, sauerkraut and mustard. The Albro operated until the mid-1970's, when it succumbed to financial problems.

Mineral Springs

The name Mineral Springs is synonymous with the history of Springboro. Prior to the 1870's townsfolk knew the area as Beech Grove. The Grove was particularly suited to camping and a favorite spot for reunions. Dr. Anson Parson, a Doctor of Homeopathy, came to Springboro in 1872. He was the first physician to use the water of the mineral well at the

Grove in his treatment. He purchased the property from the Sturtevant family and the spot became known as Mineral Springs. Many people came to buy the water which was sold for fifteen cents a gallon and five cents for all you could drink on the spot. In the 1930's, the Springboro Firemen authorized the purchase of Mineral Springs, erecting picnic shelters and improving the spot as a recreation area.

Railroads

Railway transportation came into the area in 1864 when the track of the Erie and Pittsburgh Railroad was completed to New Castle. About 1885, the Shenango and Allegheny Valley Railroad was laid along the route of the old canal towpath. This railroad was originally a coal route extending from the mines in Mercer and Butler Counties to the Shenango Junction where it connected with Erie Railroad. Andrew Carnegie secured control of this railroad (now the Bessemer and Lake Erie Railroad) and developed the harbor at Conneaut, making it one of the most substantial and valuable properties in the world. An active passenger service was conducted on the line until 1955, when this service was discontinued.

Lake Neva

E. A. (Dell) Graves built a concrete dam across Conneaut Creek in 1913. About 20 acres of the Graves farm was overflowed to form the beautiful Lake Neva. It served as a valuable water power resource and provided boating and fishing activities for about 30 years. One project intended for the dam was to supply electricity for the town. This plan did not materialize, however, it did furnish electricity for a time to the L. C. Graves Company. This lake is no longer in existence, because the dam washed out.

Schools

The first school in the area was the primitive log cabin of owner and teacher Mitty Beals. The Springboro school was one of the earliest in the County to begin a system of grading; this originated about 1870. In

1896, three schools were in operation during eight months of the year and were attended by one hundred and sixty-eight scholars. In 1952 the area voted to form a jointure known as Conneaut Valley Joint School System, which today is part of the Conneaut School District.

Volunteer Fireman

The Springboro Fire Department was organized December 18, 1931, at the Town Hall, situated then on the corner of North and Main Streets. As early as 1895, the council was considering fire protection and authorized \$106.88 to be spent for chemical fire extinguishers. The earliest fire fighting device was the high pressure water system installed by Dr. W. J. Sheldon in 1912. A written fire service agreement during the years prior to organization of the local fire department was kept in effect with the Albion Fire Department. A yearly charge was made of \$85.00 plus fees for each fire. When the volunteer companies became organized, a reciprocal agreement was made with the Albion Fire Department and the Conneautville Fire Department to help each other when needed without payment. In 1932 a Lincoln chassis was purchased and a truck was built by volunteer labor of several residents.¹

PHYSIOGRAPHIC DESCRIPTION

Springboro is the northwestern most borough in Crawford County. It is located in Spring Township, approximately three miles south of the Erie County border and 12.6 miles east of the Pennsylvania-Ohio line. Springboro's shape is rectangular and encompasses approximately 1.2 square miles.

1

Note: The historical facts in this narrative were gathered from a local document entitled: Centennial Edition 1865-1965 Springboro, Pa.

Conneaut Creek winds its way through Springboro entering through the south central section and leaving through the northwestern corner as it makes its way to Lake Erie. The flood plain created by the Creek consumes a large percentage of the western and central portions of the Borough, and severely limits development in this area.

The lowest elevation in the Borough, 900 feet, is found along Conneaut Creek. The topography west of the creek rises to a plateau, with an elevation of 960 feet, in the southwestern corner of the Borough. The topography east of the Creek rises slowly at first to Route 18, which is at approximately 940 feet. The elevation then rises sharply to the eastern boundary of the Borough where the highest elevation, 1080 feet, is found. This area east of Route 18 is dissected by numerous drainage ravines running east to west and ending in Conneaut Creek. These narrow ravines and steep topography result in a serious storm drainage problem in the developed areas of the Borough. During times of rain the storm water system is not able to carry water adequately across Route 18 and into Conneaut Creek.

SOIL ANALYSIS

The General Soils Analysis map which follows shows the distribution of the various soils in Springboro. The soils are indicated by mapping numbers developed by the U.S. Soil Conservation Service. Table 1 identifies the names of the soils plus some characteristics pertaining to use. The soil characteristics of most significance in Springboro are those subject to flooding and soils with certain engineering limitations.

As indicated on Table 1, most of the soils in the Borough have some limitation on development. A common problem is the high water table found in most areas of the Borough. Two soil types are subject to flooding in Springboro (Holly 306 and Philo 205 soils). As shown on the map, these two soils comprise a substantial percentage of the land

TABLE 1
GENERAL CHARACTERISTICS AND LIMITATIONS OF SOILS

SOILS	MAPPING NUMBERS	CHARACTERISTICS			LIMITATIONS			
		PERMEABILITY	DEPTH TO SEASONAL HIGH WATER TABLE (IN FEET)	RANGE % OF SLOPES	TOP SOIL	LAWNS AND LANDSCAPING	DWELLING WITH BASEMENTS	LOCAL ROADS AND STREET
BRACEVILLE	76 A-1	Moderately Slow	1.5 to 3	0-3	Fair	Fair	Poor	Fair
GAMBRIDGE	265 B-2, D-2	Very Slow	1.5 to 3	3-8 15-25	Fair Fair	Good Poor	Fair Poor	Good Poor
SHENANGO	72 C-2 277 B-2	Moderately Rapid	6+	8-15 3-8	Poor	Fair Good	Fair Good	Fair Good
FRENCHTOWN	289 A-1, B-1	Slow	0 to 0.5	0-3 3-8	Fair	Poor	Poor	Poor
HOLLY (Flooding)	306 A-1	Moderately Slow	At surface	0-3	Poor	Poor	Poor	Poor
PHILO (Flooding)	205 A-1	Moderately Slow	1.5 to 3	0-3	Good	Fair	Poor	Poor
PLATEA	236 B-2	Very Slow	0.5 to 1.5	3-8	Fair	Fair	Poor	Fair
SHEFFIELD	237 A-1, B-2	Very Slow	At or near Surface	0-3	Poor	Poor	Poor	Poor
RED HOOK	74 B-1	Slow	0.5 to 1.5	0-5	Fair	Fair	Poor	Fair
VALOIS	265 EF-1	Moderately Rapid	6+	25+	Poor	Poor	Poor	Poor
VENANGO	229 B-2 283 B-2 285 B-2 229 C-2 283 C-2 285 C-2	Very Slow	0.5 to 1.5	3-8 8-15	Fair	Fair	Poor	Fair

SOURCE: U. S. Soil Conservation Service Soil Survey, 1970

in Springboro. Approximately 130 acres, or twenty-four percent of the total land in the Borough contains flood hazard soils as identified by the Soil Conservation Service (see special study on Flood Plain Management).

Of the eleven soil types found in Springboro, one only is "good", and two are "fair" for the construction of homes with basements. The remaining eight soil types are considered "poor" for basement construction because of the problems with a high water table. The good soil type, Shenango, is only found in a small area of the north central section of the Borough. The existence of public sewer and water systems has alleviated the soil constraints for on-lot sewage systems which plague surrounding townships.

EXISTING LAND USE ANALYSIS

An important step in the formulation of a land use plan is an analysis of existing land use patterns. A field survey of existing land use was conducted in Springboro in September, 1977 and the results of this survey have been mapped. The map appears in the cover jacket of this report.

Land Use Classifications

For the purposes of the Springboro planning effort, the land uses recorded in the field survey were grouped into nine categories according to the activities being conducted in the particular use. The following paragraphs explain these categories and provide an analysis of the land uses in the Borough:

Single Family Residential

This category identifies land that is used in conjunction with structures designed and constructed for one family homes. Mobile homes and modular units that are intended for single family use are also included. Approximately eleven percent of the total land in the Borough is devoted to this land use category. As shown on the Existing

Land Use Map, single family residential activities have developed throughout the Borough, generally along existing highway frontage. Concentration appears along Main, Beaver and Cussewago Streets with some neighborhood settings in the Lincoln, Spring, Union, Pearl and North Street areas. Based upon visual observations, very little residential development has occurred, with the exception of mobile homes, over the past 20 years.

Multiple Family Residential

This category identifies residential uses which are designed, constructed and/or renovated to accommodate two or more families per unit. As shown on the Existing Land Use Map, the multiple family units are generally located along Main Street and somewhat concentrated in the center of the Borough. A housing survey conducted in 1978 found sixteen multi-family structures with thirty-six living units.

Commercial

The use of land for general retail trade and service oriented activities is classified under the commercial category. Generally, commercial uses are scattered throughout the central part of the Borough and tend to focus on Pa. Route 18 (Main Street). Some sense of a downtown nucleus is represented in the area that contains the grocery store, barber shop, hardware store, tavern, Naples news, the laundromat, the beauty shop and the Post Office. This area is in the center of the Borough, near the intersection of Beaver and Cussewago Streets. The remaining commercial uses do not relate to this downtown focus and are either home occupations (e.g. beauty shop on Beaver Street and the insurance office on Spring Street) or highway oriented (e.g. Brown's Gulf Station).

Industrial

This category includes manufacturing activities and assembly, wholesale trade, processing of materials, etc. The uses shown as industrial on the existing land use map include the abandoned Albro plant and offices, Hyde Construction, the wood processing operation on Lake Street, welding shop on N. Main Street, United Oil storage on Depot Road, the truck garage on Pearl Street, the feed mill on the corner of

Mill and Beaver Streets, the sewage treatment plant and the electric sub-station on the corner of Oak and Depot Streets. The location of industrial uses has been generally in the west central section of the Borough, in alignment with the Bessemer Railroad.

Public

This category identifies land owned and/or used for public purposes. Included are: the Community Building, Post Office, firehouse, library, the water tower and the water works in the park on Beaver Street.

Semi-Public

Uses in this category are those open to a limited public, but not owned by the public. The only semi-public uses in Springboro are the United Church and the Church of the Nazarene.

Park/Conservation

Although most of the park land in the Borough is owned by the public, its use is more recreation or conservation and so is classified as such rather than "Public." Three park areas can be found in Springboro: Mineral Springs Park, the Community Ballfield site along Beaver Street, and the ballfield behind the Community Center Building.

Conservation areas are mostly flood plain areas or undeveloped low lands along Conneaut Creek. In all there are some sixty-four acres in this category identified by the Federal Insurance Administration as flood plain (see special study on Flood Plain Management).

Agriculture

In looking at the Existing Land Use Map one can see that agriculture (a land intensive use) is significant in terms of its percentage as a current use of land in Springboro. In all there are approximately one hundred seventy-seven acres, or approximately thirty-three percent, of the total area of the Borough devoted to this use. One large field in the northern part of the Borough on the west side of Main Street is known for strawberries. Most of this cropland will become an important land reserve for the future development of Springboro.

Woodland/Brush

There are still some areas of the Borough with stands of mature trees, and other undeveloped areas, once cleared, which have grown into brush. The largest wooded area is on the hillside in the northeast corner. Some of these areas have development potential and were included in the "undeveloped area" category for purposes of acreage analysis. (See Table 2, Existing Land Use Accounts.)

Land Uses by Area

Table 2, Existing Land Use Accounts, provides an analysis of the amount of land utilized in each of the land use categories, including streets and railroads. As shown on the table, approximately seventy-eight percent of the total area of the Borough is undeveloped. It is important to note that this area includes agricultural activities, which account for approximately forty percent of the total land area of the Borough. Almost fifty percent of the developed area of the Borough is in residential use. Streets consume approximately sixteen percent of the developed land and 3.5 percent of the total Borough area. Parks comprise 10.8 percent of the developed area and industrial uses (including the abandoned Albro site) comprise 12.1 percent. If the Albro site were not included, industry would only comprise 3.3 percent of the developed area or 0.7 percent of the total area of the Borough.

The Land Use Comparison table provides an interesting comparison of Springboro with a "typical non-metropolitan urban area". The "typical urban area" is taken from Harland Bartholomew's Land Uses in American Cities, 1953-1955, which developed average land use areas in typical American cities. As shown on Table 3, Springboro exceeds the typical setting in residential, industrial and park uses. Railroads in Springboro comprise a typical amount and commercial, streets and other public and semi-public uses are smaller in area than the typical. It is important to note that these figures are based on the percentage of developed area only and do not include vacant/undeveloped land. However, this comparison does reveal the shortages in area of commercial uses. By omitting the Albro site, industrial uses in Springboro only comprise 3.3 percent of total developed area, compared to 5 percent in a typical urban area.

TABLE 2
EXISTING LAND USE ACCOUNTS
SPRINGBORO BOROUGH - 1977

USE	ACREAGE	PERCENT OF DEVELOPED AREA	PERCENT TOTAL BOROUGH AREA
RESIDENTIAL	57.3	48.2 %	10.6 %
COMMERCIAL	2.1	1.8 %	0.4 %
INDUSTRIAL	14.4	12.1 %	2.6 %
RAILROAD	6.5	5.5 %	1.2 %
STREETS	18.9	15.9 %	3.5 %
PUBLIC/SEMI-PUBLIC	6.8	5.7 %	1.3 %
PARK	12.9	10.8 %	2.4 %
AGRICULTURAL CONSERVATION	64.0	- -	11.8 %
DEVELOPED AREA	118.9	100.0 %	22.0 %
UNDEVELOPED AREA*	<u>422.0</u>	<u>- -</u>	<u>78.0 %</u>
BOROUGH TOTAL:	540.9 (.85 sq. mi.)		100.0 %

SOURCE: CCPC Field survey and calculations.

NOTES: The Borough total of 540.9 acres is taken from staff calculations based the best available property map composite of Springboro. This figure disagrees with individual property totals from the County Assessment Office which puts the Borough at 761.6 acres. The Conneaut School District uses the Assessment Office total for its State aid ratio formula.

* Undeveloped area includes: agriculture, conservation, woodland/brush and vacant land.

TABLE 3
LAND USE COMPARISON
TYPICAL URBAN AREA - SPRINGBORO

USE	% OF TOTAL DEVELOPED AREA	
	TYPICAL URBAN AREA	SPRINGBORO
RESIDENTIAL	40	48
COMMERCIAL	5	2
INDUSTRIAL	5	12
RAILROAD	5	5
STREETS	30	16
PARKS	5	11
PUBLIC/SEMI-PUBLIC	10	6

- SOURCES:
1. Typical Urban Area as identified by Harland Bartholomew - Land Uses in American Cities 1953-1955.
 2. Springboro Land Uses - CCPC Field Survey and Calculations.

Land requirements for industry in a community can be further broken down as follows:²

Total gross land requirement for all industry	12 acres/1000 population
Land requirements for light industry	2 acres/1000 population
Land requirements for heavy industry	10 acres/1000 population
Majority of individual industrial site sizes	.05 - 4.9 acres
Average site size	7.7 acres
Majority of industrial building sizes	10 - 25,000 sq. ft.
Average building size	40,000 sq. ft.

Lot Sizes

Table 4 shows lot size data in Springboro for lots in developed areas (residential, commercial, industrial and semi-public uses). There were a total of 144 lots. As the table shows, lot sizes in the range between 10,000 and 20,000 square feet are the most common--they account for forty-five percent of the total. The average lot size in this range is 13,984 square feet. Because most lots in Springboro were established before community sewer and water systems were available the average size (20,839 square feet) for the entire developed area is higher than it might be if these lots were formed today. Because of the availability of

2

Joseph DeChiara and Lee Koppelman, Urban Planning and Design Criteria (New York; Van Norstrand Reinhold Company, 1975), p. 459.

common water and sewer service the typical lot of the future will more likely be between 5,000 and 10,000 square feet. This size range is presently the second most common lot size in the Borough, and probably indicates subdivisions of land after the advent of public water and sewer utilities.

TABLE 4
TYPICAL LOT SIZES

SIZE OF LOTS IN SQUARE FEET	NO. OF LOTS	% OF TOTAL	TOTAL AREA SQ.FT.	ACRES	AVERAGE AREA
Under 5,000 sq. ft.	6	4.2	23,800	.5	3,966.67
5,000 to 10,000 sq. ft.	32	22.2	257,450	5.9	8,045.31
10,000 to 20,000 sq. ft.	65	45.2	908,975	20.9	13,984.23
20,000 to 30,000 sq. ft.	21	14.6	511,850	11.8	24,373.81
30,000 to 40,000 sq. ft.	10	6.9	367,675	8.4	36,767.5
1 to 2 Acres	7	4.9	376,800	8.7	53,828.51
Over 2 Acres	<u>3</u>	<u>2.1</u>	<u>554,250</u>	<u>12.7</u>	184,750.00
TOTALS	144	100.0	3,000,800	68.9	

SOURCE: Crawford County Assessment Records and CCPC Calculations

POPULATION

One of the important elements in preparing a comprehensive plan is the work involved in analyzing and estimating future population. Estimates of future population are important in order to appraise future demands that will be placed on the land and on facilities and services in the Borough. The amount of land proposed for various kinds of uses and shown in the Borough's Land Use Plan should have some meaningful relationship to the number of people who will live in Springboro through the planning period - which is considered to be through the year 2000. Before estimating the future population, though, past trends should be

examined. Knowledge of past trends and current conditions will serve as the basis for future population forecasts as well as a base line for comparison in the years ahead.

Trends

The 1970 Census is the latest actual count of the population, although the Bureau of the Census has estimated 1973 and 1975 population figures. They are based mainly on Federal Income Tax returns and birth and death statistics collected from the Internal Revenue Service, the Pennsylvania Department of Health and the U.S. Department of Health, Education and Welfare. Although these are not actual counts, they are fairly accurate estimates. Table 5 shows the trends in total population from 1930 to 1975 for Springboro. Table 6 provides a comparison of trends for the Conneaut Valley Area.

TABLE 5
POPULATION TRENDS
1930-1975
SPRINGBORO BOROUGH

YEAR	TOTAL POPULATION	DIFFERENCE	
		NUMERICAL	PERCENT
1930	487	-	-
1940	570	+83	+17%
1950	611	+41	+ 7%
1960	583	-28	- 5%
1970	584	+ 1	+0.2%
1973*	639	+55	+9.4%
1975*	643	+ 4	+ .6%
TOTAL INCREASE		+156	+32%

* Population estimates

SOURCE: 1930-1970 inc., U. S. Census.
1973, 1975-U.S. Department of Commerce,
"Current Population Reports -
Series P-25, No.'s 583 & 686".

TABLE 6
COMPARISON OF POPULATION TRENDS
CONNEAUT VALLEY AREA
1940-1975

MUNICIPALITY OR AREA	1940 POPULATION	1950 POPULATION	% CHANGE 40-50	1960 POPULATION	% CHANGE 50-60	1970 POPULATION	% CHANGE 60-70	1973 ² POPULATION	1975 ² POPULATION	NET % CHANGE 40-75
SPRINGBORO	570	611	+ 7.2	583	-4.6	584	+0.2	639	643	+12.8
CONNEAUTVILLE	965	1,177	+ 22.0	1,100	-6.5	1,032	-6.2	1,042	1,082	+12.1
BEAVER TWP.	740	759	+ 2.6	800	+5.4	775	-3.1	816	876	+18.4
CONNEAUT TWP.	1,208	1,235	+ 2.2	1,295	+4.9	1,321	+2.0	1,380	1,418	+17.4
SPRING TWP.	1,296	1,362	+ 5.1	1,325	-2.7	1,287	-2.9	1,414	1,402	+ 8.2
SUMMERHILL TWP.	830	939	+ 13.1	910	-3.1	963	+5.8	1,006	893	+ 7.6
CONNEAUT VALLEY AREA ¹	5,609	6,083	+ 8.5	6,013	-1.2	5,963	-0.8	6,297	6,314	+12.6
CRAWFORD COUNTY	71,644	78,948	+ 10.2	77,956	-1.3	81,342	+4.3	84,406	85,350	+19.1

NOTES: 1. Conneaut Valley Area includes Conneautville and Springboro Boroughs, and Beaver, Conneaut, Spring and Summerhill Townships.

2. Population estimates

SOURCES: 1940-1970, inc. Figures, U. S. Census.
1973, 1975 Figures - U. S. Department of
Commerce, "Current Population
Reports - Series P-25, No.'s 583 & 586".

Springboro has the lowest population of any municipality in the Valley. However, during the 1960's, when half of the municipalities experienced decreases in population, Springboro recorded a slight increase. From 1940 to 1975, Springboro increased in population by 12.8 percent. This was the average increase of all the municipalities in the Conneaut Valley during this same time period. While other municipalities grew at higher rates, Springboro managed to maintain a stable total population. It is difficult to pinpoint reasons for trends in population. However, certain events have influenced the population of Springboro. For example, the large increase in population between 1930 and 1940 was stimulated by the opening of the Albro plant in 1930. Because the Albro plant closed down in the mid 1970's, the figures in Table 5 do not reflect the effects it had, if any, on the population in Springboro and the Conneaut Valley Area. Table 7 provides a breakdown of the population by age group for 1970.

TABLE 7
1970 POPULATION DISTRIBUTION BY AGE & SEX
SPRINGBORO BOROUGH

AGE GROUP	MALE	FEMALE	TOTAL	% OF TOTAL
0-5	24	28	52	9%
5-14	65	77	142	24%
15-24	43	41	84	14%
25-34	26	31	57	10%
35-44	30	36	66	11%
45-54	23	26	49	8%
55-64	26	32	58	10%
65+	37	39	76	13%
TOTALS	274	310	584	100%

SOURCE: U. S. Census (1970)

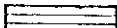
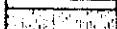
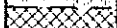

Certain observations can be made from this table. In 1970 there were: 52 preschool children, 226 school age children, 108 women in the child-bearing age (15-44), 314 people in the working force age grouping, and 76 senior citizens over the age of 65.

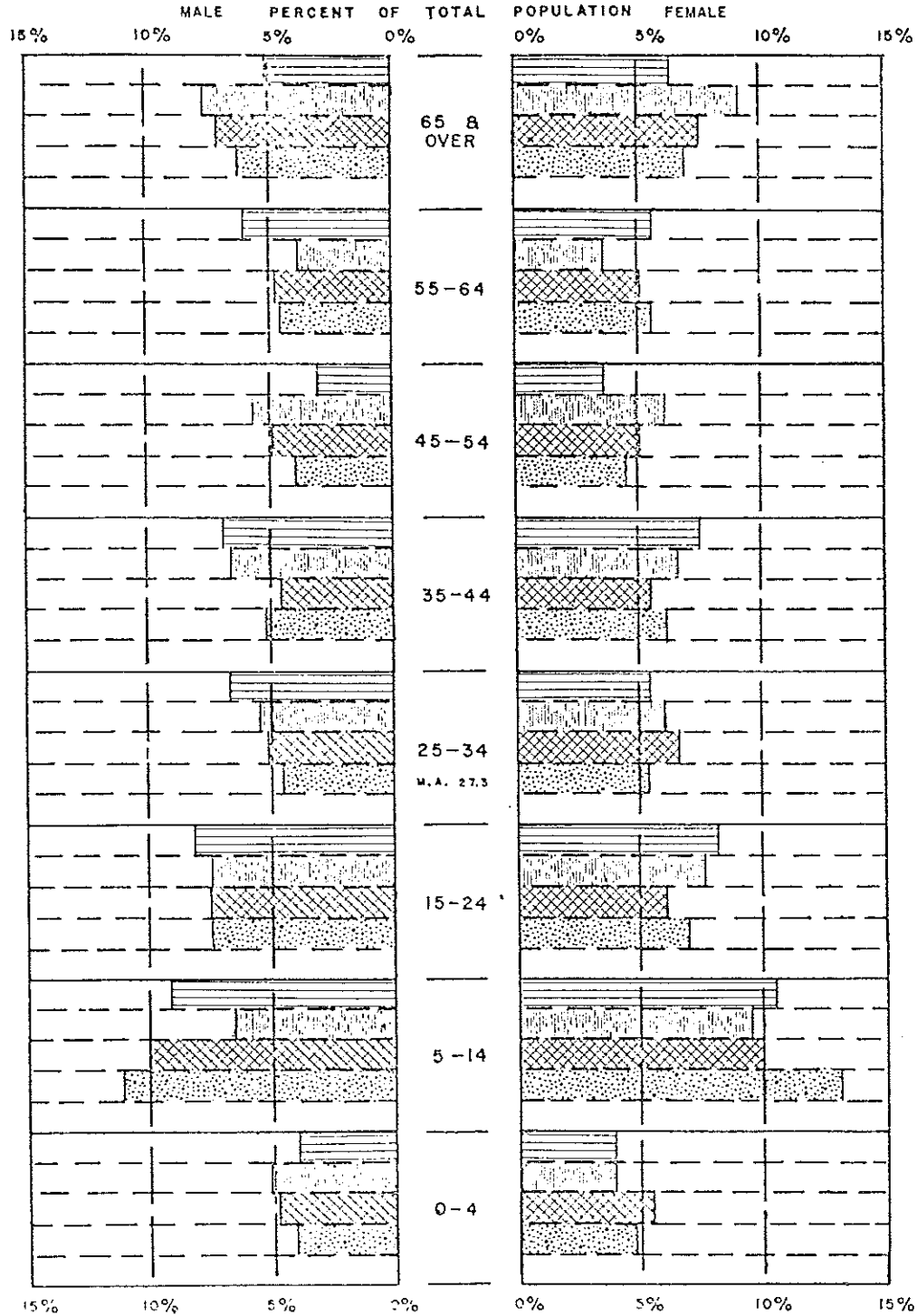
Comparing the 1970 age grouping data with similar information for 1940, 1950 and 1960 in Figure 1, certain trends appear. In general, there has been a decreasing percentage of the population between the ages of 25 and 54. An exception to this trend is the 35-44 age group which increased slightly from 1960 to 1970, but otherwise has decreased since 1940. There has also been a sharp decrease in residents over the age of 65. The largest increase in percentage of population is the 5-14 age group: rising from sixteen percent in 1950 to twenty-four percent of the population in 1970. The rise in this age group means that the labor force should grow. However, to retain this labor force, jobs must be provided in and around the Conneaut Valley. The decrease in population over age 24 is a sign that jobs have not been available in prior years. In 1970, the median age in Springboro was 27. This was four years younger than the median age for Crawford County, which was almost 31.

Population Projections

It is always difficult to forecast future population. However, since community planning is concerned with future growth and development, it is important to try to anticipate population growth. One way of doing this is by extrapolating past trends. This method, however, does not take into account future variables and developments which may occur, for example: the proposal of U.S. Steel Corporation to locate a fully-integrated steel mill near Conneaut, Ohio; the possibility of the construction of a Farmers Home Administration subsidized apartment complex near Springboro; the possibility of developing the Albro site into an industrial park. Even though some factors can be foreseen that will affect the population growth, it is difficult to predict the actual amount of population that will result. However, the population impact of U.S. Steel will be discussed here in some detail.

FIGURE 1
 POPULATION BY AGE GROUP & SEX 1940 - 1970
 SPRINGBORO BOROUGH

		MALE	FEMALE	TOTAL
1940		278	292	570
1950		291	320	611
1960		283	300	583
1970		274	310	584



Source: U. S. Census

1970 MEDIAN AGE 27.3

Past population trends of Springboro were projected to the year 2000 using four methods: arithmetic extrapolation, linear regression, proration of projections made in the Crawford County Comprehensive Plan, and a mid-way forecast. The County Plan, completed in 1973, used the cohort survival method. A brief explanation of these four methods follows:

Arithmetic Extrapolation

Three versions of this method were projected for Springboro. The average growth rate from: (1) 1960 to 1970, (2) 1940 to 1970 and (3) 1940 to 1975. This last version includes the population of Springboro in 1975 as estimated by the Bureau of the Census.

Linear Regression

In this method the past population figures are used to derive a straight line which "best fits" through all these points. The line is then extended to show future population. The 1975 population estimate was included in deriving this projection.

Proration of Projections

To make this projection, the proportion of the County's population contained in Springboro, as established by the 1973 Crawford County Comprehensive Plan, was computed by averaging that proportion for the last 30 years. Two versions were used: (1) The average percentage of the County population contained in Springboro was .76 percent. This was applied to projections for the entire County up to the year 2000. (2) The County Plan also gives population projections for subareas of the County. Springboro is contained in the Conneautville subarea. Other municipalities in this subarea include: Beaver, Spring, Conneaut and Summerhill Townships and the Borough of Conneautville. Springboro made up an average of 9.91 percent of the subareas' population. (See Table 6).

Midway Forecast

This method simply takes the average of the highest and lowest projections of the preceding methods. The arithmetic extrapolation for 1960 to 1970 was the lowest projection and the proration of the County population was the highest projection.

The following table shows the result of the projections that were made using the above methods.

TABLE 8
POPULATION PROJECTIONS
SPRINGBORO BOROUGH

METHOD	YEAR			
	1980	1990	2000	
1. Arithmetic Extrapolation	a) 1960-1970	585	586	587
	b) 1940-1970	589	594	599
	c) 1940-1975	653	673	700
2. Prorate from a) County		659	714	768
	b) Sub Area	619	662	691
3. Linear Regression		623	635	646
4. Midway Forecast		622	650	678

U.S. Steel Related Growth

The Northwest Pennsylvania Futures Committee staff has developed a projected population expected to reside in Pennsylvania, which is estimated to be 20,000 people by the year 1990. For purposes of planning, the secondary growth expected to be spawned by U.S. Steel is set at 40,000 people, and the split between Pennsylvania and Ohio is assumed to be fifty percent in each state. The Futures Committee staff's work is based on empirical data obtained through a number of attitude surveys. A distribution formula, so to speak, was set up based on the

relative attractiveness of the various cities, boroughs and townships in the defined impact area. Factors, such as, closeness to work, closeness to recreation, closeness to hospital services were important things considered in the formula. Without figuring in constraints which operate on municipal facilities and services, such as fire protection sources, etc., Springboro would gain 257 persons through U.S. Steel impact by 1990. The combined projections from the base year 1970, including the most optimistic of the past trends, plus U.S. Steel related figures, yields a total projection to 1990 of 971 persons. Figuring 3.5 persons per household, this translates to 277 households.

The U.S. Steel impact population figure of 257 persons by 1990 should be considered as low simply because other municipalities in the impact area will not be able to absorb, due to facility and land constraints, the full amount of persons expected to be attracted into their communities based on the distribution formula. In such cases these persons will go to other municipalities, including Springboro. Also, the existence of community facilities, such as sewer and water systems, in Springboro will tend to attract more people. As discussed in the facilities and services section of this report, Springboro could accommodate 2,243 additional people without expansion to the existing systems.

ECONOMIC ANALYSIS

This section of the report presents an analysis of economic trends in Springboro focusing on significant economic indicators. The primary data source for this analysis is the 1970 Census, and 1977 tax information derived from local tax collectors. Where 1977 information is used, it will be so stated. The 1970 Census information is based on 1969 conditions. It should be noted that the information is derived by a sampling of the total population. Therefore, when analyzing and comparing this data, one must remember the difference in sources.

The Labor Force in Springboro

The "labor force" of a community generally includes persons fourteen years and older, classified as employed or unemployed, excluding members of the armed forces. Some residents are not included in the labor force -- those who work less than fifteen hours per week, students, housewives, retired persons, inmates, disabled and mentally ill persons.

The data presented in Table 9 provides an overview of the labor force in Springboro for 1969. Using this data, the total labor force for Springboro in 1969 was 204 -- 175 employed plus 29 unemployed. The table also reveals that forty-five percent of all Borough residents (14 years and older) were employed and 7.5 percent were unemployed. This latter percentage does not represent the unemployment rate, but rather a percentage of all Borough residents in the labor force who were unemployed when the 1970 Census was taken. The unemployment rate for Springboro at the time is derived by dividing the number of unemployed (29) by the total labor force (204), or 14.2 percent.

TABLE 9
BOROUGH RESIDENTS 14 YEARS AND OVER BY
LABOR FORCE STATUS

	IN SERVICE	EMPLOYED	UNEMPLOYED	INMATE	SCHOOL	OTHER	TOTAL
MALE	00	131	5	00	14	44	194
FEMALE	00	44	24	00	14	112	194
TOTAL	00	175	29	00	28	156	388
% OF TOTAL	.00%	45.10%	7.47%	.00%	7.21%	40.20%	100%

SOURCE: U.S. CENSUS - 1970

Perhaps a more current review of unemployment conditions would provide a more realistic indication of unemployment. The following data was obtained from the Pennsylvania Bureau of Employment Security and applies to the Meadville Labor Market Area (Western Crawford County). In 1974, the unemployment rate for the Meadville Labor Market Area was 3.5 percent. By October, 1975 the unemployment rate had risen to 10.2 percent.

The area's inflationary period peaked around March of 1976 with an unemployment rate of 13.6 percent, which tapered to 10.6 percent in July of 1976. During 1977 the unemployment rate in Western Crawford County fluctuated: 11.9 percent in February, 5.5 percent in September and 8.1 percent in December. In February, 1978 the local unemployment rate was reported to be 7.7 percent compared to State and National unemployment rates of 7.6 percent and 6.9 percent respectively.

A major change since the 1970 Census that affected the Borough labor force was the closing of the Albro Packing Company during the mid-1970's. This left approximately one hundred fifty Conneaut Valley residents unemployed. The affects that this had on jobs in the Borough can be seen in Table 15 following the "Income" section of this report.

For comparison purposes, Table 10 provides the same labor force data for Crawford County as shown for Springboro in Table 9. Obviously, only the percentage of totals by category is comparable between tables. As shown, Springboro was slightly lower than the County in percent of employed residents and significantly higher in percent of unemployed residents. The County unemployment rate at the time the Census was taken was only 3.6 percent compared to 14.2 percent for Springboro.

TABLE 10
CRAWFORD COUNTY 14 YEARS AND OLDER
BY LABOR FORCE STATUS

	IN SERVICE	EMPLOYED	UNEMPLOYED	INMATE	SCHOOL	OTHER	TOTAL
MALE	20	20,183	636	320	3,360	6,946	28,735
FEMALE	00	10,625	483	528	3,659	16,042	31,337
TOTAL	20	30,808	1,119	848	7,289	19,988	60,072
% OF TOTAL	0.03%	51.28%	1.86%	1.41%	12.13%	33.27%	100.00%

SOURCE: U.S. CENSUS - 1970

Employed Persons By Industrial Classification

Table 11 provides data on employed persons by industrial classifications and by sex. This data reveals the products and services produced by Borough residents. As shown, manufacturing of non-durable goods (Albro) was the highest classification employing 33.7 percent of the residents. Manufacturing of durable goods was second employing 17.1 percent. Combined, these categories accounted for slightly over fifty percent of all employed residents of the Borough. Transportation and professional service ranked third and fourth with 14.9 percent and 13.1 percent respectively. The table also provides a breakdown by sex. Perhaps worth noting is the fact that fifteen female Borough residents were employed in non-durable manufacturing, eight in transportation and nine in personal services. Females comprised twenty-five percent of the residents employed.

TABLE 11
EMPLOYED BOROUGH RESIDENTS (14+) BY INDUSTRIAL CLASSIFICATION

CLASSIFICATION	SEX		TOTAL	% OF TOTAL
	MALE	FEMALE		
AGRIC. & FORESTRY	00	00	00	0.0 %
CONSTRUCTION	11	00	11	6.3 %
MANUFACTURING-DURABLE	30	00	30	17.1 %
MANUFACTURING-NON DURABLE	44	15	59	33.7 %
TRANSPORTATION	18	08	26	14.9 %
WHOLESALE & RETAIL TRADE	09	04	13	7.4 %
FINANCIAL	00	00	00	0.0 %
BUSINESS & REPAIR SERVICE	00	00	00	0.0 %
PERSONAL SERVICE	00	09	09	5.1 %
ENTERTAINMENT & REC. SERV.	00	00	00	0.0 %
PROFESSIONAL SERVICE	19	04	23	13.4 %
PUBLIC SERVICE	00	04	04	2.3 %
TOTAL EMPLOYED	131	44	175	100.0 %

SOURCE: U. S. CENSUS - 1970

Employed Persons by Occupation

Table 12 provides data on employed persons by occupational groupings and by sex. This data reveals the types of positions in which Borough residents were employed in 1969. As shown, the largest occupational group was operatives with 30.3 percent of all residents employed in this field. The operatives category covers a wide variety of job activities, including: asbestos and insulation workers, assemblers, bottling and canning operatives, surveying chainmen, manufacturing checkers, examiners, inspectors, dressmakers, furnacemen, garage and gas station workers, meat cutters, welders, etc. Transportation equipment operators was the second highest grouping employing 18.3 percent, followed by craftsmen-foremen (15.4 percent) and professional and technical positions (14.8 percent). The table also reveals that seven female residents held professional/technical positions, and five held craftswomen-forewomen jobs. It is interesting to note that twenty Borough residents had experience as operatives but were unemployed at the time the Census was taken.

TABLE 12
EMPLOYED BOROUGH RESIDENTS (14 YRS.+) BY OCCUPATION AND BY SEX
AND EXPERIENCED UNEMPLOYED PERSONS 16 YRS. AND OLDER

OCCUPATION GROUP	SEX		TOTAL	% OF TOTAL	EXPER. UNEMPL.
	MALE	FEMALE			
PROF. & TECHNICAL	19	7	26	14.9 %	00
MANAGERS & ADMINIS.	00	00	00	0.0 %	(Inc. in Prof.)
SALES	00	4	4	2.3 %	04
CLERICAL	6	6	12	6.9 %	00
CRAFTSMEN-FOREMEN	22	5	27	15.4 %	00
OPERATIVES	46	7	53	30.3 %	20
TRANSP. EQUIP. OPERATORS	26	6	32	18.3 %	(Inc. in Prof.)
LABORERS (EXCEPT FARM)	12	00	12	6.8 %	05
FARM LABORERS	00	00	00	0.0 %	00
FARMERS & FARM MGRS.	00	00	00	0.0 %	00
SERVICES (EXCEPT PVT. HSLD.)	00	9	9	5.1 %	00
PRIVATE HSLD. WORKERS	00	00	00	0.0 %	00
TOTAL EMPLOYED	131	44	175	100.0 %	29

SOURCE: U. S. Census - 1970

Place of Employment

An important indicator of any community's economy is the number of jobs available in that community. Information derived from income tax W-2 forms shows that there were one hundred and five people employed in Springboro in 1977. However, this figure does not include persons who were self-employed or owned their own business. Of these one hundred and five jobs sixty-seven, or sixty-four percent, were occupied by non-residents of the Borough. Wage Tax information for the year 1977 indicated that there were two hundred thirteen Springboro residents earning income; only thirty-eight of whom were working in the Borough. The U.S. Department of Commerce, Bureau of the Census estimated the Borough's population at six hundred forty-three persons in 1976 which means that approximately one-third were employed. Only six percent, however, were working in the Borough -- not considering local businessmen and self-employed persons.

Of those two hundred thirteen residents working in 1977 the largest percentage (twenty-four percent) worked in Meadville. Springboro and Conneautville were the next largest places of employment with nineteen and fourteen percent respectively. Albion also employed a relatively large percentage (eleven percent) and Erie employed seven percent of the working force. It is interesting to note that a third of Springborough's work force was employed in Erie County.

The lack of jobs in Springboro itself forces residents to seek employment elsewhere. In 1977 there were only .16 jobs available in the Borough for every resident. This situation is not healthy to the Borough economy since most people prefer to live near their place of employment. The largest employer in Springboro in 1977 was Hyde Trucking with fifty-six percent. This comprised over half the available jobs in the Borough, however, only four of these employees were residents. The Borough of Springboro was the second largest employer with nine employees, eight of whom were residents. The Conneaut School District, not located in the Borough, employed fourteen Borough residents.

Income

Table 13 provides a comparison of mean incomes among municipalities in the Conneaut Valley Area. The mean income is calculated by dividing the aggregate income by the appropriate number of people earning such income. As shown on Table 13 the mean income in Springboro is generally the lowest in the Conneaut Valley Area and is lower than the County-wide mean income. The mean income for families in Springboro is approximately \$1,000 lower than the average mean income (\$8,583) of the six municipalities in the Conneaut Valley Area. Mean income for unrelated individuals in Springboro is slightly higher than in Conneaut Township and generally lower than all other Conneaut Valley municipalities. Under the total mean income category, again, Springboro has the lowest mean income for the Conneaut Valley Area.

TABLE 13
MEAN INCOME COMPARISON - CONNEAUT VALLEY AREA

MUNICIPALITY	MEAN INCOME		
	FAMILY	UNRELATED INDIVIDUAL	TOTAL
CONNEAUTVILLE	\$ 9,225	\$ 2,646	\$ 7,653
SPRINGBORO	7,570	2,588	6,913
BEAVER TWP.	9,724	6,798	9,412
CONNEAUT TWP.	8,380	2,105	7,715
SPRING TWP.	8,269	3,147	7,308
SUMMERHILL TWP.	8,333	2,796	6,972
CRAWFORD COUNTY	9,323	2,617	7,580

SOURCE: U.S. CENSUS - 1970

Table 14 provides data on family and unrelated individuals by income ranges for Springboro residents. As shown, 10.4 percent of Borough income receivers earned less than \$2,000 in 1969, and only twelve families earned more than \$15,000. Approximately ninety-five Borough residents (52.2 percent of all income receivers) earned between \$6,000 and \$12,000 in 1969. Only 8.8 percent earned in excess of

\$12,000. The highest income received by unrelated individuals was less than \$7,000.

TABLE 14
FAMILY AND UNRELATED INDIVIDUALS BY INCOME RANGES (IN DOLLARS)
SPRINGBORO BOROUGH

	HOUSEHOLD STATUS		TOTAL	% OF TOTAL
	FAMILY	UNREL. INDIV.		
Less than 2,000	9	10	19	10.4%
2,000 - 2,999	10	05	15	8.2%
3,000 - 3,999	19	05	24	13.2%
4,000 - 4,999	13	00	13	7.1%
5,000 - 5,999	00	00	00	.0%
6,000 - 6,999	22	04	26	14.3%
7,000 - 7,999	32	00	32	17.6%
8,000 - 9,999	09	00	09	5.0%
10,000 -11,999	28	00	28	15.4%
12,000 -14,999	04	00	04	2.2%
15,000 -24,999	12	00	12	6.6%
25,000 -49,999	00	00	00	.0%
50,000 AND OVER	00	00	00	.0%
TOTAL	158	24	182	100.00%

SOURCE: U.S. CENSUS-1970

Table 15 provides data on income ranges for individual Borough residents for 1970 and 1977 without considering family status. In 1969 nearly twenty-five percent of Borough residents fourteen years and older had incomes of less than one thousand dollars, and 15.2 percent had no income for 1969. Information on persons receiving no income in 1977 was not available. Combining the first three categories, in 1969 51.7 percent had incomes of less than three thousand dollars. Only fifteen Borough residents received incomes in excess of ten thousand dollars (all males) and only nine female residents earned more than six thousand dollars. The overall per capita income was \$3,785 in 1969. According to the 1977 wage tax information there were one hundred twenty-five less persons fourteen years and older receiving income than in 1969. This was obviously due to the closing of the Albro Packing Company in the mid-1970's. However, there was an increase of thirty-seven persons receiving income over ten thousand dollars. In 1969 the \$10,000-\$14,999 category was the ninth largest in number of persons; in 1977 it ranked second. Because the 1970 Census information is derived from a sample of the population a more detailed analysis cannot be made with any degree of accuracy.

TABLE 15
 PERSONS 14+ BY INCOME CATEGORY
 1970 and 1977
 SPRINGBORO BOROUGH

	1969		1977		TOTAL	% OF TOTAL	TOTAL	% OF TOTAL	NUMERICAL CHANGE
	MALE	FEMALE	MALE	FEMALE					
NO INCOME	10	49	59	15.2	39	19.1	39	19.1	-43
Less than 1,000	38	44	82	24.9	25	12.2	25	12.2	-13
1,000- 1,999	11	27	38	11.6	22	10.8	22	10.8	-13
2,000- 2,999	5	30	35	10.6	10	9.9	10	9.9	-29
3,000- 3,999	19	20	39	11.9	3	1.5	3	1.5	-26
4,000- 4,999	23	6	29	8.8	2	1	2	1	-1
5,000- 5,999	0	9	9	2.7	8	3.9	8	3.9	- 1
6,000- 6,999	23	0	23	7.0	15	7.4	15	7.4	- 8
7,000- 7,999	25	0	25	7.6	11	5.8	11	5.8	-14
8,000- 9,999	25	9	34	10.3	19	9.3	19	9.3	-15
10,000-14,999	15	0	15	4.6	33	16.2	33	16.2	-18
15,000-24,999	0	0	0	.0	16	7.8	16	7.8	+16
25,000 AND OVER	0	0	0	-.0	3	1.5	3	1.5	+ 3
TOTAL	184	145	329	100.0%	204	100.0%	204	100.0%	-161

PER CAPITA INCOME \$4,883 \$2,391 \$3,785

SOURCE: U.S. Census - 1970
 Springboro Wage Tax Collector - 1977 Information

Retail Trade Area and Spendable Income

A trade area of a community is the geographical area which is served by the commercial establishments in that community. In order for a commercial establishment to profit the trade area must be large enough to include a sufficient amount of spendable income to support the establishment. Spendable income is the amount of money a family or individual spends for various products and services. For example, the average family spends about six percent of its annual income on convenience items. Due to various factors the trade area of Springboro is difficult to define: (a) The location of employment of the Borough residents is a factor. Nearly one-fourth of all Borough residents work in Meadville. Obviously, many of these people will buy much of their necessities while in Meadville, even though the same goods and services are available in Springboro. (b) The wider range of products in surrounding urban areas may prompt Borough residents to tolerate the inconvenience of traveling further distances to shop. (c) The availability of special items, such as fresh cut meat, may attract people from surrounding areas who might not otherwise shop in the Borough. (d) Persons employed in Springboro, who reside elsewhere, also bring spendable income into the community which helps support the commercial establishments.

Keeping in mind the above factors, an effort to determine the general trade area for Springboro was made. The boundaries were defined by using information received from local commercial establishments and the Springboro Planning Commission. The trade area extends north to about halfway between the northern boundary of Crawford County and Albion Borough in Erie County; east to the area known as Hickernell Corners; south to the village of Dicksonburg; and west to the Ohio/Pennsylvania line.

The scope of this report does not allow the time and effort necessary to conduct a detailed market analysis for the whole trade area of Springboro, however, an attempt will be made here to determine the spendable income in Springboro available for goods and services. It must be kept in mind that the figures do not represent the total amount of money available because the whole trade area, as defined earlier, was not taken into account. Spendable income for a community is calculated by multiplying the total number of working residents by the average income. According to the 1970 Census, one hundred seventy-five Springboro residents

were employed. The average income was \$6,913. Therefore, total spendable income in Springboro was \$1,210,000. The figures vary but the average family or individual receiving income spends about twelve percent of their annual income on groceries; 2.6 percent on drugs and prescriptions; and one percent on variety store items. Multiplying these percentages by the total spendable income in a community, commercial establishments can estimate the profitability of locating in the trade area of that community. For example: multiplying \$1,210,000 (total spendable income in Springboro) by twelve percent (annual amount spent on groceries) equals \$145,173 (amount that will be spent on groceries by people in Springboro). Again, it must be noted that this is not the actual amount of money that will be spent on groceries in Springboro because of the factors affecting the trade area. Also, the amount of money available in the whole trade area was not calculated.

HOUSING

Current Conditions

The 1970 Census reported a total of 182 housing units in Springboro: 133 owner occupied and 46 renter occupied. Two units were vacant year round and one was a vacant seasonal unit. There were also seven mobile homes in 1970. As shown on Table 16, there were approximately seven rooms per unit for owner occupied homes and five rooms per renter occupied units. The number of persons per unit averaged between 2.5 and 2.8. A survey of multi-family housing, conducted in 1978 by the Springboro Planning Commission, reported sixteen structures containing thirty-six housing units.

Perhaps the most meaningful information provided is the fact that ninety-seven percent of all housing units in 1970 were constructed prior to 1940. In fact, only five units were constructed in the 1940's and no new housing units were reported from 1950 to 1970.

The County Assessment records show the following permits issued in the 1970's:

- 1974 - 1 mobile home, 2 additions to houses, 1 miscellaneous building, 1 commercial building;
- 1975 - 1 house, 1 mobile home, 2 additions to houses, 1 individual building, 2 miscellaneous buildings;
- 1976 - 1 addition to house, 3 miscellaneous buildings;
- 1977 - 1 house, 1 mobile home, 2 additions to houses;
- 1978 - 1 addition to house, 1 storage building.

During this five year period five permits were issued for new residential units. However, the issuance of a permit does not necessarily mean that the unit was constructed.

Another significant factor is the value of occupied units. In 1970, there were no units in Springboro with a value exceeding \$15,000. The mean and median value of owner occupied units was about \$8,000 and the mean/median rent approached \$75 per month in 1970. The Census collected value information only for one-family houses (one-unit structures) which were owner occupied or vacant for sale. Information was not collected for places on ten or more acres, or for properties which also had a business establishment (store, gasoline station, etc.) or a medical or dental office. Mobile homes and trailers were also excluded from the value tabulations. Value was obtained by asking the owner to estimate how much the property would sell for on the current market or, for vacant units, the asking price at the time of Census enumeration. Because the value of the housing units were not appraised professionally for purposes of the Census, the estimated value may be lower or higher than the actual value. However, the Census information does give a general idea of the value of the housing stock in Springboro.

Housing Conditions Survey

In 1978 and 1979 a "windshield" survey was conducted by the staff of The Crawford County Planning Commission to evaluate the condition of housing structures in Springboro. The reader should keep in mind that, by its nature, an exterior housing survey is somewhat subjective. This fact should be taken into account when analyzing the results of this survey.

Three major criteria were identified as having the most significant bearing on the soundness of the housing structures: foundations, roofs and exterior walls. Each of these items were rated as either good, fair or poor. Also, each structure was rated as having either none, few, moderate or extreme "minor deficiencies." Such things as broken windows, collapsed porches, damaged chimneys, etc. were included. The following criteria were used in the ratings:

Foundation:

- Good - Level, no cracking or missing mortar.
- Fair - Level, slight cracking but easily repairable.
- Poor - Out of balance (sagging), severe cracking and/or missing mortar.

Exterior Walls:

- Good - Painted, flush (nor warped) sound construction.
- Fair - Basically sound but needs minor repairs, e.g. painting, siding maintenance, window replacement, etc.
- Poor - Extensive repairs needed.

Roof:

- Good - Sound construction, no sagging, roofing in good condition.
- Fair - Some repair needed, however, basically in sound condition.
- Poor - Extreme sagging, extensive repair or replacement needed.

Of the 157 houses surveyed forty-seven, or thirty percent, were found to have a "good" rating on all three items. Seventy-five houses, or fifty-eight percent, received a combination of "good and fair" ratings, indicating they probably need minor repairs of some kind. Thirty-five houses, or twenty-two percent, had at least one item rated "poor" which indicates extensive, and usually costly, repair is needed. Of these thirty-five houses, seven had two "poor" items and four houses had all three items rated "poor." A poor rating for all three items would indicate that the structure is probably beyond repair or would be too costly to rehabilitate.

Although relatively unimportant by themselves minor deficiencies when considered together are important in the total structural quality. In the survey, thirty-six houses were noted as having "extreme" minor deficiencies; twenty-eight had a "moderate" amount and thirty-six were listed as having "few." Fifty-six houses were found to have "no" minor deficiencies. The following chart summarizes the results:

	<u>FOUNDATION</u>		<u>EXTERIOR WALLS</u>		<u>ROOF</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Good	80	51	109	69	89	57
Fair	58	37	36	23	52	33
Poor	19	12	12	8	16	10
Total	157	100	157	100	157	100

The overall impression gathered from this survey is that more than two-thirds of the houses in the Borough is in need of some repair, however, in most cases, it is only minor. The great majority of the poorer housing structures are found in the southern section of the Borough. Of the forty-seven structures receiving "good" ratings for all three items, forty were found adjacent to and north of Cussewago and Beaver Streets.

It should also be mentioned that a number of mobile homes are sprinkled throughout the Borough. Most of these are in "good" structural condition.

Housing Availability

The 1970 Census reported that there were no housing units available in Springboro for rent or sale at the time of the Census survey. The information discussed previously gives some indication as to why such conditions existed. For example, there have been very few new homes built in the Borough since the 1940's. Also, the median value for owner occupied homes is low - meaning that if a home goes on the real estate market it doesn't stay there very long. Rents were considered fairly low, which means that the units available for rent generally stay rented, and are not on the market long if space becomes unoccupied. As a planning rule of thumb, the housing market, or availability, is considered healthy if approximately one percent of the owner occupied housing is on the housing market and around five percent of the rental units are available on the average during the course of any given year.

The current situation in Springboro indicates a very real need to begin solving housing availability problems. At the time this report was being written steps were being taken to alleviate this problem in the Borough and in the Conneaut Valley. The Springboro Planning Commission initiated the formation of a nonprofit corporation called, Conneaut Valley Housing and Site Development, Inc. In March of 1979 the corporation began the process of securing a federal loan through the Farmers Home Administration which, if approved, will enable the construction of twenty-four moderate income rental apartment units along Creek Road just south of the Borough in Spring Township. Future projects may place similar housing within the Borough, or may stimulate private development.

TABLE 16

HOUSING STATISTICS

SPRINGBORO BOROUGH - 1970

TYPE OF STRUCTURE	NUMBER	OCCUPANCY	NUMBER
One Living Unit	136	Owner Occupied	133
Two or More Units	38	Renter Occupied	96
Mobile Homes	7	Total Occupied	179
Total	181	Vacant Year Round	2
		Total Structures	181

ROOMS PER UNIT					
No. Rooms	1-4	4-5	6-7	8-Over	Median
No. Units	15	37	84	37	6.1

YEAR STRUCTURE BUILT					
	1965-70	60-64	50-59	40-49	Before 1940
	0	0	0	5	168

VALUE OF OWNER OCCUPIED UNITS (\$1,000)									
No. Units	Below 7.5	7.5-9.9	10-14.9	15-19.9	20-24.9	25-34.9	35-Over	Mean	Median
% of Total	31	30	13	0	0	0	0	\$7845	\$8000
	41.8 %	40.5 %	17.5 %	0 %	0 %	0 %	0 %		

RENT FOR RENTER OCCUPIED UNITS							
No. Units	Below \$60	\$60-79	\$80-99	\$100-149	Over \$149	Mean	Median
% Total	15	16	18	8	0	\$74	\$77
	26.3 %	28 %	31.5 %	14 %	0 %		

SOURCE: 1970 U. S. Census

COMMUNITY FACILITIES AND SERVICES

The provision of adequate public facilities and community services is an important function of local government. Future use of land, and the social and economic aspects of borough life will be affected by today's decisions concerning facilities and services. Thus, knowledge of their present function, location and adequacy is important. The following section provides this information.

School Facilities

Public education is provided to residents of Springboro by the Conneaut School District. The Conneaut Valley Elementary School and Conneaut Valley High School are both located along Pa. Route 18 between Springboro and Conneautville. Current facilities include the following:

	<u>Grades</u>	<u>Classrooms</u>	<u>1978-79 Enrollment</u>	<u>Site Acreage</u>	<u>Age & Condition</u>
Elementary School	K-6	22	609	15	Built 1959, Good
High School	7-12	14	592	20	Built 1954, Good

One should note the above figures include students enrolled in special and vocational-technical education. The elementary school includes a multi-purpose room, a cafeteria, a library, a health room and an outdoor playground. The high school includes; shop facilities, a cafeteria, a health suite, library, gym, music and art rooms and athletic fields.

The following needs are identified by educations for these two facilities. Elementary school: additional space for library and for special and general classrooms. High school: additional space for library, seminar use, individual instruction, large group instruction, music activities, laboratory study and indoor recreation facilities. These needs are said to exist without special population impacts. Crowded conditions are primarily the result of "program" increases - not pupil increases.

The Conneaut School District is currently in the process of updating its 1973 long range plan. This update will include recommendations for the Valley Schools. Enrollment in the Conneaut School District has been declining since 1973 when there were a total of 4,435 students. As of September, 1978, there are only 4,085, a loss of 350 students. Most of this drop has occurred in the elementary levels where there are 296 fewer students than there were in 1973. The Conneaut Valley enrollment area had 1,316 students in the 1973-74 school year, and only 1,201 in 1978-79, a loss of 115 students. Of the students lost, 109 were of elementary age.

The Crawford County Planning Commission staff has written a paper entitled: "The Public School in the Community: Issues but Perhaps No Choices." This paper, found in the "Special Studies" section of this report, discusses the public school system in Pennsylvania in general, the powers and responsibilities of the local school district, the role of the Intermeditate Unit, Federal and State program mandates, and the issue of the neighborhood school. Since schools are too often taken for granted and because they are such an important part of community life, the authors think it appropriate to include this paper as a supplement in hopes that it will be of interest and value to parents, school officials and local government decision makers.

Project Head Start

Springboro is the location of one of four Head Start programs in Crawford County. Head Start is a Federally funded program offering educational, health and emotional services. These services are available to preschool children, ages three to five. The services and transportation are free to eligible participants. Parents of the enrolled children participate in program direction. Federal regulations require that ninety percent of the children must be from low income families, ten percent from middle to upper income families, and ten percent must be physically or mentally handicapped. The Head Start in Springboro operates from 9:00 A. M. to 1:00 P. M. during the school year. Currently seven full time teachers and seven support personnel are employed. The facility, located in the Community Center Building, serves the entire Conneaut Valley plus Linesville and Conneaut Lake.

Medical Facilities

The nearest medical facility to Springboro is the Conneaut Valley Health Center located in Conneautville. This facility provides a much needed service to Springboro and the surrounding areas. The Health Center began operating in August of 1977 after several years of dormancy due to the lack of a practicing physician in the area. It now operates under the auspices of the Community Health Services of Crawford County, Inc., a private non-profit corporation.

The Valley Health Center now provides "fee for service" medical care five days a week. The staff includes a physician as Medical Director, a Family Health Specialist, a Registered Nurse and a Receptionist. Primary care services are emphasized along with: emergency service, X-ray and lab work, nutritional programs, public health screening, mental health service, drug and alcohol abuse service and referral.

Ambulance and rescue service is provided by the Conneautville Volunteer Fire Department, with backup from Albion. Less serious emergencies are taken to the Valley Health Center during working hours, while serious and after hours cases are taken to Meadville hospitals. There is also a dentist in Conneautville; however, he may retire from active practice soon.

Library Facilities

The Springboro Public Library is located in the back of the firehouse. It is a member of both the Crawford County and Erie County library systems. The library contains approximately 2500 volumes. It is open ten hours a week on Tuesday, Thursday and Saturday and is used mostly by students and retired persons. A reading program is conducted for students in grades 1-7 during the summer months. Also, a story hour is held once a month. According to the librarian, the library is inadequate in terms of size and number of volumes in proportion to the number of users - approximately one hundred use the facility consistently.

Recreation Facilities

For a small community Springboro has a variety of public recreational facilities and parks. The community park along Beaver Street contains

two ballfields, picnic facilities and a cement basketball court. This site is used for Little League baseball games and practice. These fields may be used by the general public by obtaining permission from the Borough's Recreational Committee.

The Community Building contains an indoor basketball court which may be rented by the public for \$5.00 a night. The Lions Club, which maintains and leases the building from the Borough, will also rent the facility for large gatherings, such as banquets or receptions.

The Springboro Recreation Association also uses the Community Building where they sponsor yearly basketball and volleyball tournaments for post high school persons. Movies were once shown at the Community Building, however, this program was discontinued because of poor acoustics. The site also has a ballfield east of the Community Building which is used for girls softball. A possibility for further use of this building would be the installation of a roller skating rink in combination with the gymnasium. The gym floor, however, is in poor condition and needs to be replaced.

Mineral Springs Park, owned by the Springboro Volunteer Firemen, is located at the north end of the Borough. This 18 acre site is mostly wooded and has some recreational facilities, such as picnic shelters and horseshoe pits.

Fire Protection

Fire protection is provided by the Springboro Volunteer Fire Department (SVFD) located on Main Street, next to Naple's News. The Department has approximately thirty volunteers on call from Springboro and surrounding areas. Their primary service area includes the Borough of Springboro, and Beaver, Spring and Cussewago Townships. Beaver and Spring Townships pay an annual fee, based upon millage, to the SVFD for fire protection while Cussewago pays a fee per call made in the Township. Fire equipment includes two pumper/tanker trucks, each with a 1,000 gallon tank capacity. One tanker has a discharge of 750 gallons per minute; the other is capable of 1,000 gallons per minute. Other equipment includes draghooks, portable pumps and foam equipment. Additional equipment that would be helpful is a grass fire truck and a four wheel drive pickup.

Police Protection

Springboro residents receive their police protection from the Pennsylvania State Police out of the Meadville Barracks. The State Police provide adequate coverage at this time, and there is no current need to employ a constable. (See Plan section)

Solid Waste

Solid waste (garbage and trash) is collected in Springboro every Thursday by Henry's Disposal Service. This service is paid for through taxes by the Borough. Once a year Springboro also holds a clean up day for heavy items, i. e., old refrigerators, stoves, etc. These items are picked up from the street curb by volunteers and taken to one collection point. The current system of solid waste collection is adequate at this time.

Municipal Governance

The mandated form of government for boroughs in Pennsylvania is known as the "weak mayor" form of government, except where a community has voted for the option of home rule. Because of the weak mayor form of government where the mayor sits as a regular member of a borough council, there is no single administrative head unless a "borough manager" is appointed by council. Though the mayor sits as a regular member of council he does have the power of veto, control of the borough police and special emergency powers. Borough councilmen and the mayor are elected for four year overlapping terms. Council meetings are chaired by a "council president" elected by the council members. In boroughs divided into wards, Springboro is not, seven councilmen are elected. Council decisions are in the form of ordinances or resolutions, which to be effective must be passed by a majority of council members voting and signed by the mayor. A majority in council can override a veto by the mayor. The powers of the council are extensive, covering the whole range of municipal functions. The members of the council working in committees direct borough activities. The Springboro Council meets once a month in the Community Building.

Borough employees include a Borough Secretary, two full time and one part time maintenance worker. Equipment includes a truck with a plow blade, a garden tractor for mowing and an eight horsepower snow plow.

The Borough has several ordinances related to community development functions:

A Building Permit Ordinance, requiring the issuance of building permits in compliance with federal and state flood management legislation.

A Dilapidated Building Code, providing for the removal of structures endangering the public health, safety and welfare.

An ordinance authorizing the Northwest Crawford County Sewer Authority to operate and bill customers in the Borough.

An ordinance creating the Springboro Borough Planning Commission.

There are no zoning, subdivision or land development ordinances in the Borough, however, subdivision and land development activities can be regulated through the regulatory program of the Crawford County Planning Commission. Springboro is part of the 24th U.S. Congressional District, the 5th State Representatives District, the 50th State Senatorial District, and Magisterial District 3-1.

The Springboro Planning Commission consists of nine volunteer residents appointed by Borough Council for staggered four year terms. Commission meetings held on the last Monday of each month are open to the public. It is the function of the Planning Commission to undertake many responsibilities as provided in The Pennsylvania Municipalities Planning Code, Act 247, and to advise and make recommendations to Borough Council. This comprehensive planning effort is being done through the Springboro Planning Commission, with the technical help of the Crawford County Planning Commission staff.

Utilities

Northwest Crawford County Sewer Authority

The general service area for the recently completed sewer system includes the boroughs of Springboro and Conneautville and portions of Spring Township, adjacent to and between the boroughs. The sewage treatment plant is located in Springboro along the east bank of Conneaut Creek, just north of Beaver Street.

Treatment Plant Capacities The treatment plant was designed to handle average flows of 307,000 gallons per day (gpd). The peak capacity of the plant is about two and one half times this amount. The existing service connections amount to 787 "equivalent dwelling units" (EDU's) which translates to approximately 2,754 people. One EDU equals 3.5 people, which is the typical household size.

$$787 \text{ (connections)} \times 3.5 \text{ (people)} = 2,754 \text{ (persons served)}$$

Design capacity was based on U.S. Environmental Protection Agency (EPA) regulations of 100 gallons per person per day or 350 gallons per dwelling unit per day.

$$787 \text{ (connections)} \times 350 \text{ (gpd)} = 275,450 \text{ (design flow)}$$

This would leave an excess capacity of 31,550 gpd meaning that 316 additional people, or about ninety new homes, could be added to the system without expansion. However, as the system is now operating, each EDU is only contributing an average of 190 gallons per day, or about fifty-five gallons per person for a total of 150,000 gallons per day. So, the actual excess capacity of the treatment plant is approximately 157,000 gallons per day. Using this figure then, 1,570 new people, or 448 new homes, could be accommodated by the treatment plant using the 100 gallons per person per day design figure.

Recently, however, the U.S. Environmental Protection Agency, which mostly funded the existing sewer system, has changed its guidelines on treatment plant design capacity. They now recommend a treatment

facility to be designed to accommodate from sixty to seventy gallons per person per day rather than one hundred gallons per day. Using seventy gallons per person per day as a conservative estimate for future planning of facility needs, the existing treatment plant could accommodate up to 2,243 new people without expansion. This translates to about 640 additional households (EDU's). The Pennsylvania Department of Environmental Resources (PennDER), which regulates expansion and operation of sewage treatment facilities, bases its expansion policy on records of actual daily average flow figures, rather than on design capacity. Thus, even though the treatment plant appears to be near its design capacity based on the number of hookups (EDU's), there is still room in reality for almost double the present number of hookups before the plant need be expanded.

For planning purposes the excess carrying capacity of the system is divided among the three municipalities served by the system. Assuming Springboro received one third of the excess population that the system could handle, 747 additional people or 213 homes could be added to Springboro. It must be kept in mind that these figures are only meant as a guide and that the actual percentage of the population distribution may vary.

Collection system Capacities The collection system is designed to carry two and a half times the capacity of the treatment plant, or enough to serve approximately 7,600 people. This means that the main lines in the system (interceptors) are capable of carrying much more than they do now, allowing room for additional development in the service area. Excess capacity in the collection system is 610,000 gallons per day based on the existing average daily flow of 150,000 gallons per day. This is enough to accommodate 2,490 new homes using EPA's standard of 70 gallons per person per day. It is unlikely that new development in the service area would generate additional flows in excess of available collection system capacities. However, the area west of Conneaut Creek in Conneautville is served via an ejector station which could reach excess capacity if dense development were to occur in this section of the service area. Should this situation occur, the capacity of this ejector would need to be increased, probably by installing a larger compressor, which would not be a major expansion. All other ejector stations are operating far below design capacities.

Expansion of the System. Should new development in the service area generate additional flows in excess of available treatment plant capacity, expansion of the treatment facility would be required. This expansion could be accommodated by installing a parallel tank unit that would have 50% of the capacity of the existing facility (approximately 150,000 gpd) for roughly \$500,000 (1979 dollars). Any improvements to the sewer system would be financial responsibilities of the Northwest Crawford County Sewer Authority. The availability of loans and grants from State and Federal sources would determine the ultimate amount to be charged to users for system expansion and improvements. Overall, the sewer system is capable of accommodating substantial growth and development within the service area without major improvements.

Springboro Municipal Water System

Springboro operates and maintains a centralized water supply and distribution system. The system extends north to the McFayden's Trailer Park and south for about two thousand feet out of the Borough. The source of supply for this system includes two wells, each with a rated capacity of 150 gallons per minute (gpm), or 300 gpm collectively and a current pumping capacity of 200 gpm. The system also includes an elevated storage tank with a capacity of 50,000 gallons. The distribution system is made up of six inch and four inch lines with one and one half inch lines at the extremities and can also hold 50,000 gallons. There are fifteen fire hydrants connected to the system for fire protection purposes. The system was originally constructed in 1935. The Borough is currently considering improvements to the extremities of the distribution system and replacement of the pumping equipment for the source of supply. Also, some of the lines should be updated by replacing some dead ends with a loop system of distribution.

Actual daily Use. The use of the pumps is alternated. One pump runs for approximately one month from four to five hours per day. Running for this length of time, 60,000 gallons of water would be pumped into the storage tank per day. Actual use by the residents and businesses would be a little less than this figure, or about 50,000 gallons per day. Using the 1970 population figure of 584, the estimated per capita daily use of water would be about eighty-five gallons. Water used by commercial and industrial establishments is also figured into the per capita daily use. In 1978, 192 customers were billed for water - 173 were residences.

Therefore, each residence uses about 289 gallons of water per day.

$$50,000 \text{ gallons (total water use)} \div 173 \text{ residences} = 289 \text{ gallons}$$

Figuring 3.5 people per household (national average) the per capita water use would be eighty-two gallons per day.

In 1978, according to the Borough's water billing records, the average amount of water pumped per month was 1,419,227 gallons. Thirteen of the water customers were located out of the Borough. Using a population figure of 614 as a 1978 estimate for the Borough plus forty-five persons outside the Borough, the per capita daily use was seventy-one gallons.

$$\begin{array}{r} 614 \text{ 1978 estimated Springboro population} \\ + 45 \text{ 13 users outside of Borough} \times 3.5 \text{ (average persons} \\ \quad \text{per household)} \\ \hline 659 \text{ estimated total population served.} \end{array}$$

According to the three methods used above to calculate per capita daily water use, the figures range from seventy-one to eighty-five gallons per person per day - or an average figure of 79.3 gallons per person.

Ultimate Capacity. The ultimate capacity is the amount of water that the system could supply operating at peak range. Each well is capable of yielding approximately 150 gpm, or 300 gpm collectively. However, as noted before, the pumps cannot operate simultaneously. Each pump has the capacity of about 200 gpm. Assuming that water was pumped continuously for twenty-four hours, the ultimate capacity would be figured as follows:

$$200 \text{ gpm} \times 24 \text{ hours} \times 60 \text{ minutes} = 288,000 \text{ gallons per day}$$

Based on water use of 100 gallons per capita per day, the population that could be served based on the above figure is 2,880 people without expansion of the current pumping capacity. If the pumps were improved to the capacity of the wells (300 gallons per min.) the ultimate capacity would be as follows:

$$300 \text{ gpm} \times 24 \text{ hours} \times 60 \text{ minutes} = 432,000 \text{ gallons.}$$

The population that could be served increases to 4,320 people.

Electric Utilities

Electricity is supplied to Springboro by the Pennsylvania Electric Company (Penelec). Penelec facilities serving this area include a 34.5 KV line through the general area that can be used for industrial, commercial and residential services, along with normal 12.47 KV 3 Phase or 7.2 KV distribution.

Service to new development would be provided in accordance with Penelec policies. For example, if a subdivision were to develop with five or more lots, underground lines would be required at the developer's expense (average cost is approximately \$175.00 per lot). Mobile home parks would also require underground installation at the owner's expense. Developers for row houses or apartment townhouses would also be assessed the cost for underground installation which exceed overhead construction.

Electrical service for industrial development is handled on an individual case basis, dependent upon loan requirements and expected revenue. There is no basis (formula) for comparison between industrial and residential service connection charges.

Line extensions sometimes require financial participation by the developer. These situations again are handled on an individual case basis. The Pennsylvania Electric Company, like any other business, is designed to make a profit and therefore the outlay of money for the construction of an extension must be governed by the revenue to be derived from such construction.

Natural Gas

National Fuel Gas (NFG) provides services to approximately 550 customers in the Boroughs of Conneautville and Springboro and the Pa. Route 18 area of Spring Township. The company maintains a six inch high pressure pipeline that extends west from Springboro to the Ohio line where it interconnects with an Ohio gas company pipeline. This line is not currently in use but could be utilized for distribution if development warrants.

National Fuel Gas policy on line extensions requires customer participation after the first 150 feet of extension. Prices in 1978 were as follows:

2 inch line @ \$4/foot beyond 150 feet.

4 inch line @ \$7/foot beyond 150 feet.

Their policy also includes a reimbursement procedure for the continued extension of the same line over a five year period.

Overall, NFG has virtually unlimited potential to serve development that could likely occur in the Conneaut Valley Area, even with a steel mill located 20 ± miles to the north. Perhaps the only large scale development that would affect the NFG system is heavy industrial development, which could possibly require increased supply beyond existing capabilities.

Telephone

The Mid-Penn Telephone Corporation (MID-PENN) provides general telephone service to the entire Conneaut Valley Area. Private or party line service is provided at the subscribers option (rate difference). Watts lines or any type of special services can also be provided within the service area.

The Mid-Penn System, like most telephone systems, has a very strong central service area that becomes gradually weaker toward the extremities. In the Conneaut Valley, the Pa. Route 18 area is the center of the system and therefore has the strongest facility potential. As one progresses east and west from Route 18 the number of lines per cable decreases and therefore facility capacity is lower.

Mid-Penn can accommodate approximately 400 additional individual lines in the Route 18 area with existing facilities, and they can improve capabilities relatively easily within the Route 18 corridor. Any large scale development in outlying areas will require improvements to the system.

New connections requiring line extension are subject to developer cost sharing policies. However, Mid-Penn will pay for the first one-half mile of such extension and the first five hundred feet of driveway lines. Beyond

these lengths, the subscriber must pay a nominal fee. Mid-Penn recovers expenses for extension via installation and monthly charges.

In summary, the Mid-Penn system has the capability to accommodate new development in the Conneaut Valley area. However, depending upon the scale of new development, the system may require facility improvements in the future. Mid-Penn can accommodate any major increased service load with sufficient planning, engineering and budget scheduling twelve to eighteen months in advance.

Television

Springboro residents have optional cable TV service provided by Clear Channel Cable TV, Inc. Planning Commission members have voiced the opinions that this service is not currently working as well as it should.

Other Community Services

Lions Club International

A branch of the Lions Club International is located in Springboro at the Community Center Building which they lease from Borough. The current emphasis of the Lions is "Fight for Sight." The organization buys eye-glasses for needy people and also sends people to a camp for the blind. The Lions also supports the community in various other ways. For example, they sponsored the placement of street numbers on all houses in Springboro in 1971. Membership is open to residents of the Conneaut Valley area.

Churches

There are two active churches in Springboro: A United Church and the Church of the Nazarene. Both are located along Main Street.

TRANSPORTATION

A major asset for any community is an efficient transportation network that provides for safe and convenient movement of people, goods and services within, as well as to and from, the community. This section will focus on the transportation network affecting Springboro.

Local Road Network

Pennsylvania Department of Transportation (PennDOT) records report Springboro as having approximately two miles of local roads. This does not include Main Street (Route 18) which extends through the Borough for .74 miles. The right of way (ROW) widths for all the local roads is listed as thirty-three feet; the ROW of Main Street is fifty feet. All of the regularly used, or interconnecting, streets in Springboro are paved with asphalt with the exception of Oak Street and the small section of Depot Street south of Oak Street. The pavement width, or cartway, of the streets is generally 18 feet except for Main Street which varies between eighteen and twenty feet.

Street improvements and projects are planned on a year to year basis. The Borough Council's street committee is responsible for recommending a yearly street project depending upon need and available financial resources. The next planned development is to pave Oak Street in 1980. The street system in the Borough adequately serves existing needs and no new street or realignments are planned at this time. However, the Planning Commission will investigate potential new street extensions in the Plan section of this report to suggest possible ways of opening new lands for development.

Paper streets are streets which are either shown on recorded subdivision plats or were planned at one time but have not been constructed. Old maps show the following paper streets in Springboro:

- Lincoln Street extending north and intersecting with
Cussewago Street,
- Lake Street extending south and intersecting with the
railroad across from Union Street,
- Canning Street turning north for about 400 feet and then
intersecting with the railroad.

According to the tax records no public right-of-way exists on these paper streets and they are not shown on the tax assessment maps.

Regional Highways

The Federal Government through staff assistance from the State Highway Department maintains a classification system for all roads throughout the State. This system is called the Federal Functional Classification System. The amount of funding a road will receive for maintenance and upkeep depends on its hierarchy in this classification system. Roads in northwest Crawford County are classified under one of the following categories: minor arterial, major collector, minor collector.

Listed below are the roads of intermunicipal significance affecting Springboro and their classification according to the federal system. Also given are the average daily traffic counts (ADT's) for the state roads updated to 1978 counts.

<u>ROAD</u>	<u>CLASSIFICATION</u>	<u>ADT</u>
Route 18	minor arterial	1580 to 3390
Hickernell Road	major collector	622 to 678
Beaver Road	minor collector	680

Bessemer and Lake Erie Railroad

One of Springboro's assets in promoting industrial development is the existence of the Bessemer & Lake Erie Railroad which runs north and south through the Borough. This single track line is the main route from Conneaut, Ohio to Pittsburgh. The Bessemer & Lake Erie Railroad being a subsidiary of U.S. Steel is the line that would most likely be used by the proposed U.S. Steel plant to import and export goods from the plant site to the southern markets. Iron ore and limestone are currently the main products which move south out of the Conneaut Harbor via the Bessemer & Lake Erie Railroad. Coal and coke are the main products moving north. Approximately five percent of the products are of a miscellaneous nature.

According to railroad officials, the construction of the proposed steel plant in Conneaut, Ohio would not profoundly affect the tonnage to be transported on the existing track. Most of the needed iron ore would come into Conneaut Harbor from the Great Lakes. However, transportation of coal from the south would probably increase if the steel plant were to be constructed. Finished products from U. S. Steel would be shipped in all directions. Another factor which may increase rail traffic along this line is the fact that Penelec is constructing a new coal fired power plant at the Coho site, west of Lake City on Lake Erie. The Bessemer will most likely be its main coal hauler.

Currently, a new track is being constructed from the Meadville junction, located at Conneaut Lake Borough, and extending north for approximately five miles to just below Conneautville Borough. This new track, or siding, according to Bessemer officials, is not related to the proposed new steel plant. Rather, it is being built because of existing expanded coal facilities in Conneaut. The new track will permit increased rail traffic on the existing line by allowing trains, traveling in opposite directions, to pass one another.

FISCAL ANALYSIS

This analysis includes a summary of previous trends in Springboro's receipts and expenditures, as well as an examination of assessed valuation and tax millage rates in past years. The purpose of this analysis is to determine the Borough's financial capability to handle existing programs and services. Table 17 on the following page summarizes receipts for Springboro from 1973 to 1977 and Table 18 on page 62 summarizes expenditures for the same period. Figure 2 following Table 18 graphically illustrates the percentages of receipts and expenditures for the Borough.

TABLE 17
RECEIPTS - SPRINGBORO

Sources of Receipts	1973	%	1974	%	1975	%	1976	%	1977	%	Overall Average
Real Estate Tax	10,920.74	24.6	7,117.85	18.8	7,347.93	20.4	9,419.14	18.6	8,027.49	16.4	19.8
Earned Income	9,651.30	21.7	6,129.67	16.2	7,459.47	20.8	5,591.87	11.1	7,603.01	15.6	17.1
Grants	12,792.32	28.8	12,673.68	33.4	10,944.59	30.4	17,433.85	34.5	18,523.56	37.9	33
Licenses & Permits	518.00	1.2	214.00	0.6	220.00	.6	210.00	.4	210.00	0.4	.6
Interest & Rent	290.00	0.7	290.00	0.8	455.00	1.3	703.54	1.4	905.66	1.9	1.2
Fines	82.00	0.2	35.00	.1	75.00	0.2	273.40	.5	482.10	1.0	.4
Highway Serv.	59.86	0.1	---	---	---	---	---	---	---	---	---
Water Serv.	8,792.24	19.8	8,999.61	23.7	8,900.30	24.8	9,251.89	18.3	9,926.30	20.3	21.4
Recreation	---	--	---	---	---	---	---	---	355.49	.7	0.1
Special Asses.	---	--	281.57	.7	100.00	.3	1,700.00	3.4	---	---	0.9
Other	2.00	--	---	---	---	---	---	---	---	---	---
Total Rev.	43,108.46	97.1	35,741.38	94.3	35,502.29	98.8	44,583.69	88.3	46,033.61	94.2	94.5
Non-Rev.	1,282.28	2.9	2,152.33	5.7	446.66	1.2	5,928.85	11.7	2,809.63	5.8	5.5
Total Receipts	44,390.74	--	37,893.71	---	35,948.95	---	50,512.54	---	48,843.24	---	---
Securities & Balance	7,413.31	--	18,766.40	---	19,681.05	---	13,817.19	---	21,203.76	---	---
Total Receipts & Balance	51,804.05	--	56,660.11	---	55,630.00	---	64,329.73	---	70,047.00	---	---

SOURCE: Annual Audit and Financial Reports - Springboro 1973 through 1977.
CCPC Summarization

Receipts

Although total receipts fluctuated from 1973 to 1977, there was a net increase from \$44,391 in 1973 to \$48,843 in 1977. This is a ten percent increase over five years or an average increase of two percent.

Receipts are generally divided into two categories, revenue receipts and non-revenue receipts. Revenue receipts include all income that increases net assets without increasing debt liabilities, such as, taxes, grants or interest. Non-revenue receipts are those receipts which do not alter the Borough's net value, such as sale of property, equipment and securities. Revenue receipts comprise most of the receipts, averaging 94.5 percent of the total.

Real Estate Tax Collection

Real estate tax revenues averaged about one fifth (19.8%) of the total receipts for the five year period from 1973 to 1977. There was a marked decline in receipts in 1974 which was followed by a small gain in 1975 and a much more substantial gain in 1976. The receipts for 1977 show another marked decline. Real estate tax revenue variations can be further understood by examining the trends in assessed valuation and millage rates. The following information shows the trends in real estate assessment and millage for the five year period.

<u>YEAR</u>	<u>ASSESSED VALUATION</u>	<u>MILLAGE RATE</u>	<u>100% TAX YIELD</u>	<u>ACTUAL COLLECTED</u>
1973	\$373,200	24	\$8,957	\$10,921
1974	\$388,400	24	\$9,322	\$ 7,118
1975	\$391,950	24	\$9,407	\$ 7,348
1976	\$392,500	24	\$9,420	\$ 9,419
1977	\$399,900	24	\$9,598	\$ 8,027

The total assessed value of real estate in the Borough rose from \$373,200 in 1973 to \$399,900 in 1977, an increase of seven percent over the five years. The millage rate remained constant and, therefore, a net increase in tax revenue over the five year period could be anticipated, as is illustrated by the "100% Tax Yield" figures above. However, these high revenues are not realized each year as the "Actual Collection" figures show. This is because the "100% Tax Yield" figures do not take into account rebates for early tax payments, penalties charged for late payments of taxes collected from previous years. Therefore, these results do not directly compare to those for "Real Estate Tax Receipts" in Table 17. However, it is obvious from comparison of possible revenues to actual revenues that a lower percentage of available revenues are being collected. This seems to indicate some problems in the present tax collection system. It would certainly be in the best interest of the Borough to determine and remedy the problem and thus increase the amount of revenue collected.

Wage Tax Collection

This category reflects the revenues generated from the Springboro wage tax. This tax is a .5 percent wage tax applied to all residents and all non-residents working within the Borough. However, non-resident taxes may be lost from the Borough if claimed by other taxing districts. This revenue source averages 17.1 percent of total receipts for the five year period but fluctuates quite a bit from year to year. The decline in wage tax revenues after 1973 can be explained by the closing of the Albro plant which was the major Springboro employer. The 1975 rise in revenue is probably due to sewer construction at that time which provided temporary employment and thus temporary revenues. Other factors which contribute to fluctuations in wage tax revenues are the constant changes in wages and employment as well as the claiming of non-resident wage taxes by other municipalities.

Grants

This category includes grants received from the County, State and Federal Governments. In each of the five years surveyed the largest single grant was from the Federal Revenue Sharing Fund which averaged 47.8 percent of total grants over the five years. There was a sharp increase in grants in 1976. This increase was due to the institution of Anti-Recession Grants

as well as a large grant for the reimbursement of public works costs from the Mercer County Consortium. Both these sources provided additional grant funds in 1977. The highway aid fund also provided substantial grants in all five years averaging 23.7 percent of all grants. In total, grants averaged thirty-three percent of total receipts from 1973 to 1977 and was the largest single category of receipts in that period.

Licenses, Permits, Interest, Rent and Fines

These categories, when combined, comprise an annual average of 2.2 percent of total receipts over the five year period. Interest, rents and fines have shown a steady increase over the period, while licenses and permits have shown a similarly steady decline.

Departmental Earnings

This general category was broken down into individual categories of highway, water and recreation for purposes of this study. Departmental earnings are payments by an individual or agency made in return for specific services performed by any municipal official or employee. In total, departmental earnings have averaged 21.4 percent of total receipts with water services being, by far, the largest revenue source.

Highway Services. This category reflects receipts for paving, curbing and grading services performed by the Borough. The only year these services were employed was in 1973 when \$59.86 was received. As mentioned previously, Highway Aid Funds are included in the Grants category and not the "Highway Services" category.

Water Services. This category includes all the departmental earnings as well as those classified as miscellaneous water receipts, such as meter deposits. Water service receipts averaged 21.4 percent of the total receipts for the five year period and a fairly steady increase in receipts occurred in that time.

Recreation. The only revenues from recreational facilities was obtained in 1977 when \$355.49 were donated to support the Borough's ballfield.

Special Assessments and Liens

This category includes special assessments and liens associated with the collection of funds to pay for special improvements such as utility extensions to new service areas. In 1973 these were made under the Water Fund and in 1975 and 1976 the revenues were obtained for the General Fund from sale of property to the Sewer Authority. This category averaged 0.9 percent of Total Receipts.

Other Revenue Receipts

This category includes all receipts not dealt with in the preceding categories. The only receipt in this category within the five year period was \$2.00 paid to the Borough by an insurance company for accident reports. It was not a significant portion of the total revenue.

Expenditures

Total expenditures have increased more than receipts for the five year period from \$33,037.65 in 1973 to \$49,020.40 in 1977 - a 14.8 percent increase over five years or an average increase of 4.9 percent per year.

Expenditures are divided into two groupings, governmental and non-governmental expenditures. Governmental expenditures are those that pay for the actual cost of governmental services, such as operation and maintenance, capital improvements, and interest on borrowed funds. Non-Governmental expenditures are those which do not relate directly to governmental operation such as principals paid on indebtedness and certificate purchases. Governmental expenditures averaged 97.1 percent of total expenditures over the five year period while non-governmental expenditures averaged only 2.9 percent.

Administration

This category includes salaries, wages, materials, capital outlay and other expenses involved in the operation of borough government administration. Administrative costs comprised a substantial portion of expenditures for each of the five years and averaged eleven percent of total expenditures during that time. As the yearly breakdown in Table 18

TABLE 18
EXPENDITURES - SPRINGBORO

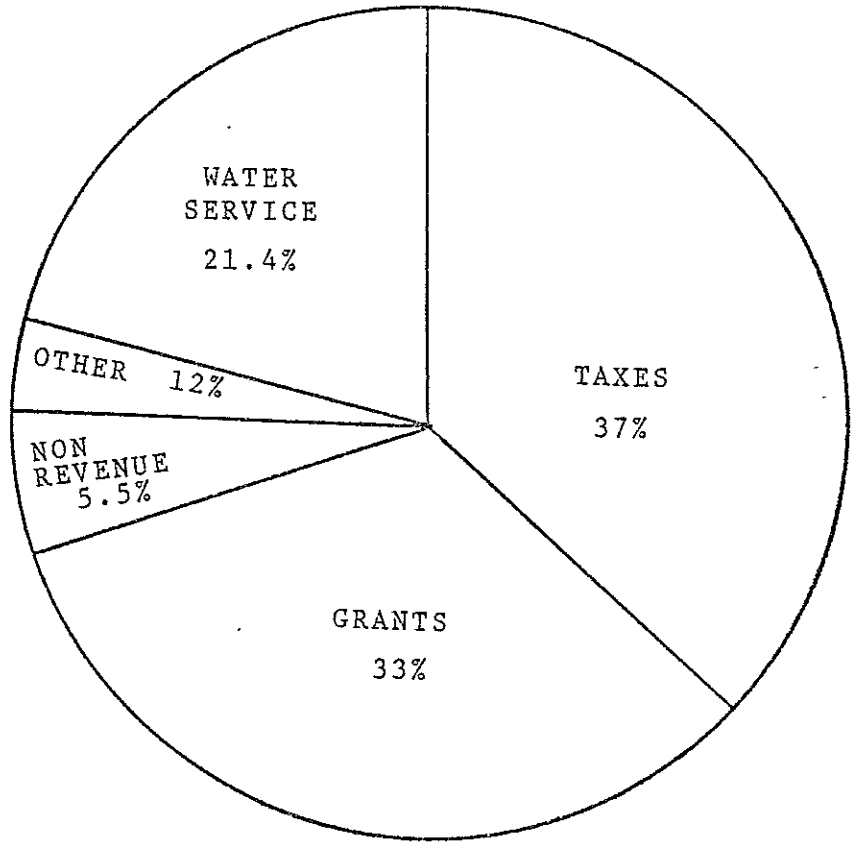
Purposes of Expenditures	1973	%	1974	%	1975	%	1976	%	1977	%	Overall Average
Administration	1,659.15	5.0	2,556.07	6.7	2,726.67	6.7	8,118.85	18.8	8,636.06	17.6	11.0
Tax Collection	1,261.32	3.8	946.53	2.5	1,061.53	2.6	696.17	1.6	1,313.73	2.7	2.6
Munic. Building	1,765.89	5.3	2,166.31	5.7	1,902.51	4.7	1,730.02	4.0	2,202.68	4.5	4.8
Police	2,070.04	6.3	3,681.80	9.7	2,930.53	7.2	1,256.43	2.9	1,397.80	2.9	5.8
Fire	654.30	2.0	800.00	2.1	725.00	1.8	765.00	1.8	790.00	1.6	1.9
Health & San.	3,300.00	10.0	5,190.23	13.7	4,470.00	11.0	5,270.00	12.2	5,502.18	11.2	11.6
Lighting	2,523.89	7.6	2,711.96	7.1	3,154.55	7.7	3,213.52	7.5	3,374.21	6.9	7.4
Highways	5,590.31	16.9	7,921.65	20.8	11,524.11	28.2	4,088.39	9.5	4,577.95	9.3	16.9
Parks & Rec.	233.00	0.7	2,072.98	5.5	1,234.58	3.0	554.74	1.3	2,509.32	5.1	3.1
Water Services	8,897.93	26.9	6,579.29	17.3	7,259.62	17.8	10,383.08	24.1	7,592.58	15.5	20.3
Interest	69.50	0.2	--	--	--	--	--	--	--	--	--
Library	--	--	500.00	1.3	500.00	1.2	262.00	0.6	--	--	0.6
Misc.	1,562.32	4.7	2,394.74	6.3	2,946.71	7.2	6,486.77	15.0	10,448.89	21.3	10.9
Total Gov.	29,587.65	89.6	37,521.56	98.7	40,435.81	99.1	42,824.97	99.3	48,345.40	98.6	97.1
Total Non-Gov.	3,450.00	10.4	485.00	1.3	377.00	.9	301.00	.7	675.00	1.4	2.9
Total Exp.	33,037.65	--	38,006.56	--	40,812.81	--	43,125.97	--	49,020.40	--	--
Ending Bal. & Sec.	18,766.40	--	18,653.55	--	14,817.19	--	21,203.76	--	21,026.60	--	--
Total Exp. & Bal.	51,804.05	--	56,660.11	--	55,630.00	--	64,329.73	--	70,047.00	--	--

SOURCE: Annual Audit and Financial Reports -
Springboro 1973 through 1977
CCPC Summarization

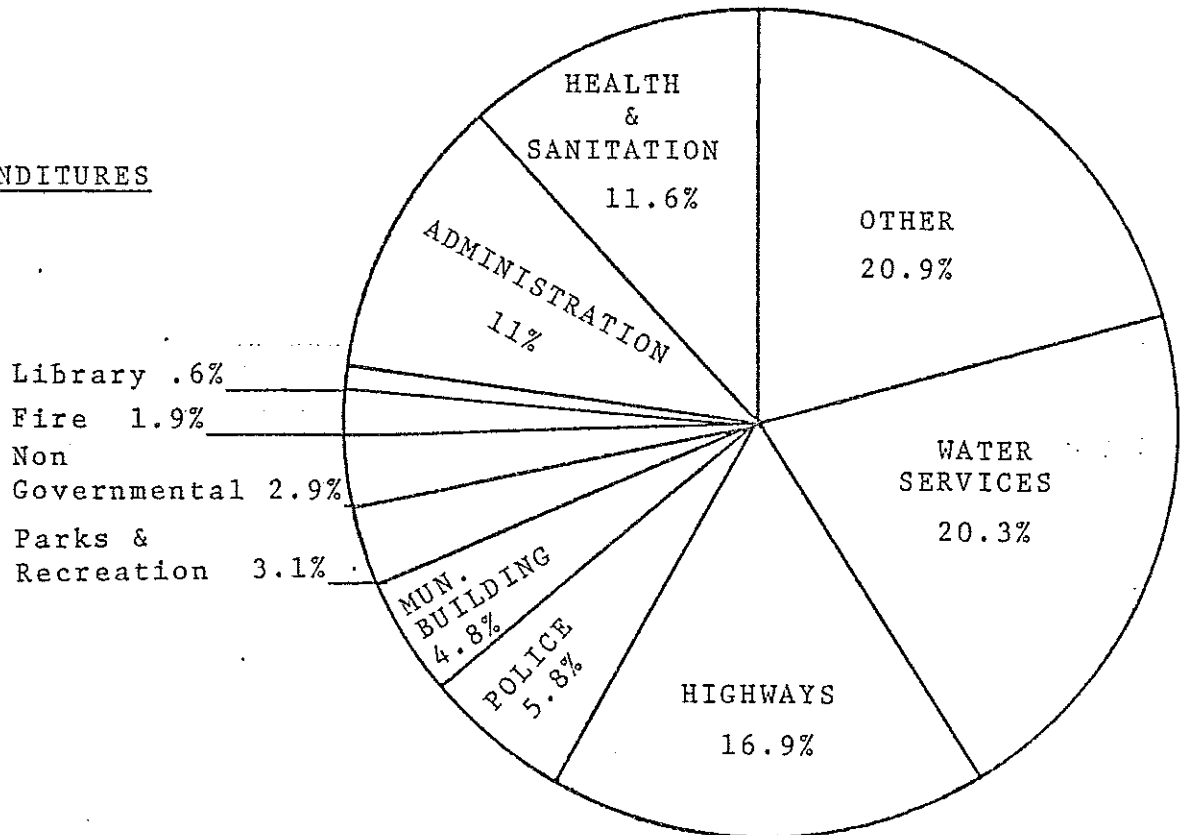
FIGURE 2

SPRINGBORO BOROUGH
1973-1977

REVENUE SOURCES



EXPENDITURES



shows, there was a marked increase in administrative expenditures in 1976 and 1977. These increases are mainly due to much higher expenditures for capital outlay and equipment replacement.

Tax Collection

This category reflects costs of tax collection such as salaries, commissions and supplies. These expenses averaged 2.6 percent of total expenditures from 1973-1977 and were fairly consistent throughout that period.

Municipal Buildings and/or Offices

Expenditures for maintenance and repair of municipal buildings are included in this category. Over the five year period an average of 4.8 percent of the total expenditures were spent for these purposes. There were only minor fluctuations in the amount spent for each of the five years.

Police Protection

This category encompasses all salaries, materials and other costs incurred by the Borough for police protection. The Borough spent an average of 5.8 percent of its total expenditures for this protection but, there has been a decline in expenditures for police protection since 1974. This is because Springboro ceased to employ its own police force after that year and there was a commensurate drop in costs.

Fire Protection

This expenditure category includes all Borough donations to the Springboro Volunteer Fire Company. This averaged 1.9 percent of total expenditures for the five year period and was relatively consistent throughout.

Health and Sanitation

Springboro's only expense in this category for each of the five years was

for contracted garbage collection except in 1977 when a sewer expense (for chemicals) was also incurred. This category averaged 11.6 percent of total expenditures.

Street Lights

Expenses for operation of street lights averaged 7.4 percent of total expenditures from 1973-1977 and were quite consistent for each year.

Highways

All expenses for maintenance and improvements of highways are categorized under this heading. This category averaged the highest of any expenditures over the five year period but fluctuated a fair amount within that time.

Parks and Recreation

Throughout the five year period varying amounts of money were expended on the Borough's park. An average of 3.1 percent of total expenditures were allocated to this purpose from 1973-1977.

Water Service

This category includes all distribution, maintenance, purification and other costs incurred by supplying public water. This expenditure averaged about one fifth of total costs, 20.3 percent for the five year period and remained fairly constant throughout that time.

Interest

Any interest paid on debts incurred for government purposes is included under this category. The only year in which this expense occurred was 1973 when a temporary loan of \$3,000 was paid off.

Library

Donations to the Springboro Library were made by the Borough in 1974, 1975 and 1976. When viewed over the 5 year period, these expenditures averaged .6 percent of the total.

Miscellaneous

This category includes any expenditures that do not fit into the above categories, such as lease rental and insurance premium payments. An average of 2.9 percent of total expenditures fell into this category over the five year period. The sharp increases in 1976 and 1977 were due to payments for public works services done by the Mercer County Consortium. This money was later refunded by the Consortium and shows up under grants.

Summary of Receipts and Expenditures

When the whole financial picture is viewed several major points become noteworthy:

- Both receipts and expenditures show a net increase from 1973 to 1977 with expenditures having a greater percentage increase.
- A comparison of millage rates and assessed valuation to actual collected revenues indicates that a lower percentage of possible revenues are being collected each year, i. e. tax collection appears to be less effective.
- The 'Grants' category comprises the largest average percentage of Total Receipts representing one third of these receipts. The largest single source of grants was the Federal Revenue Sharing Fund.
- Water services are the largest single expense in Springboro, based on average expenditures over the five years. These expenditures represent approximately one fifth of the Total Expenditures from 1973-1977.

Debt Limitation

The maximum debt that a local municipality can incur is governed by Pennsylvania Act 185, the Local Government Unit Debt Act. According to this Act a borough can incur a debt of up to 250 percent of the arithmetic average of total revenues for the three years preceding the year of the debt. This Act also permits debt beyond this limit if council requests and obtains referendum approval. Using 1978 as an example, the debt limitation for Springboro would be \$105,099.65 (250 times the average of total revenues for the three years preceding 1978). It is evident from these calculations that Springboro could finance desired projects and programs by incurring a debt. However, before this method of financing is utilized other sources of funds which might be applicable to the specific project or program should be investigated.

Overall Tax Burden

The tax burden of the individuals in a borough is an important consideration in any review of local financial statistics. As mentioned previously, the Borough's tax levy was 24 mills on real estate throughout the five year period. A one-half percent wage tax must also be paid by all residents. The following table shows these taxes as well as school and County tax rates Springboro residents must pay:

	<u>Real Estate Tax</u>	<u>Per Capita</u>	<u>Wage Tax</u>
Borough	24 mills	---	0.5%
School District	64 mills	\$15.00	0.5%
County	<u>13 mills</u> ³	<u>\$ 5.00</u>	<u>0.0%</u>
Totals:	101 mills	\$20.00	1.0%

³ 11 mills before 1976.

To illustrate how these taxes affect an average taxpaying resident, the following example was used. These figures represent the 1978 tax burden using a hypothetical family of four (two adults and two children under eighteen years old) earning the mean income \$11,878 (1970 Census figure plus seven percent per year) and living in an average \$15,288 home (mean value for owner occupied units, 1970 Census plus ten percent per year) assessed at thirty percent or \$4,586.

Borough Taxes

Real Estate (24 mills x \$4,586 assessed valuation)	
(.024 x \$4,586)	\$110.07
Wage Tax (.005 x \$11,878)	59.39
	<u>\$169.46</u>

School District Taxes

Real Estate (64 mills x \$4,586)	
(.064 x \$4,586)	\$293.50
Per Capita Tax (\$15 x 2 adults)	30.00
Wage Tax (.005 x \$11,878)	59.39
	<u>\$382.89</u>

County Taxes

Real Estate (13 mills x \$4,586)	
(.013 x \$4,586)	\$ 59.62
Per Capita Tax (2 x \$5)	10.00
	<u>\$ 69.62</u>
 Total "Average" 1978 Tax Burden:	 \$621.97

SPECIAL STUDIES

Albro Site

Background

The pickle and sauerkraut business was started in 1912 in Springboro under the name of Albro by Edward and Oscar Altshuler, brothers, of Youngstown, Ohio. The business at that date consisted of a receiving station at the Pennsylvania Railroad depot where cucumbers were received from nearby farms. Here they were brined and shipped in barrels to the Youngstown plant. In 1924, the business was incorporated as the Albro Packing Company. By 1953, the main offices were moved to Springboro from Youngstown. At that time, the firm employed about 150 area residents with annual payroll figures totalling a half-million dollars. The products of the plant were distributed throughout Pennsylvania, Ohio, New York, Michigan and to Ontario, Canada.

The company was purchased by the H.W. Madison Company of Cleveland, Ohio in 1963. Products included pickles, peppers, sauerkraut and mustard. In this same year the company was sold again to the J. M. Smuckers Company. Smuckers operated the plant until August 1972 and reached peak sales of \$5.5 million annually. When the plant changed hands the name was changed to Albro Industries Corporation under a lease purchase arrangement executed by John Kays with the title to the property held by Ernest Sterns of Pittsburgh. This firm underwent bankruptcy in 1973. During the proceedings, Dr. David S. Olin of Rahway, New Jersey purchased the land and buildings under an arrangement to help out the existing tenants. Within a few months the tenant defaulted on its rental agreement and Dr. Olin dispossessed the Albro management group and took over the operation of the plant in 1974. Olin reduced the operation to the production of bulk sauerkraut. The firm was finally closed in 1976, when

liens against it reached more than a million dollars. Before the plant closed the firm employed about 300 people.⁴

Current Status

From the time of the plant's closing in 1976, there has been no maintenance of the property or buildings located thereon. As a result, the property has fallen into a deplorable condition, creating severe health and safety hazards. The County has taken over ownership of the property due to default of payment of taxes. Because of the large amount of liens against the property it is not likely to be marketable until the matter is settled in Federal Bankruptcy Court. The liens outstanding are as follows:

COMPLAINANT	DATE LIEN PLACED	AMOUNT
ZMR Corporation	Jan., 1978	\$412,500.00
Ernest Stern	Jan., 1975	7,700.00
Albert DiLoreto, etc.	Nov., 1974	Foreign Attachment Assumpsit

The physical danger and loss of jobs and tax revenue, which have resulted since the closing of the plant, have prompted the Springboro Borough Council to contacting various people and organizations who may be able to help remedy the situation. These include: the Crawford County Commissioners; the Albro Plant owner, Dr. David Olin; the court appointed receiver, Attorney Eldridge Hawkins; Pennsylvania Representative, David Hayes; State Senator, R. Budd Dwyer; the Meadville Area Industrial Commission; the Springboro Solicitor; the Crawford County Industrial Development Authority and the regional office of the Pennsylvania Department of Environmental Resources. So far, little has resulted from these contacts.

4

(The above information is taken from Centennial Edition 1865-1965 Springboro, Pa. and a newspaper article by Faith Scott and Paul Girts in the Meadville edition of the "Times News", June 11, 1978.)

Recently, some hope has been offered by the Pennsylvania Department of Community Affairs (DCA) in Harrisburg. Representatives from DCA inspected the Albro site on February 26, 1979. They assured the Borough Council that they would contact the local Senator, Representatives and the Federal Lawyer working on the case to try to get something done.

Problems

A summary of some of the existing problems follows:

1. Employment Loss. At the peak of operation of the Albro Plant total employment was around three hundred. This loss of jobs was harmful, not only to the people who have lost their jobs, but also to the economy of Springboro.
2. Poor Image. The dilapidated condition of the property is an eyesore. It creates a poor image and may discourage new residents from moving into the Borough.
3. Lowering of Property Values. Because of the unattractiveness and the health and safety hazards of the Albro Plant, property values are probably lower in the surrounding area. Property owners wishing to sell may have a difficult time.
4. Health and Safety Hazards. In general, the plant is in a very dilapidated condition. Windows are broken, doors are not secure, roofs are leaking - and in many areas falling down. There is evidence of increased vandalism in terms of destruction and theft of equipment. Several dangerous situations need immediate attention. One concern is the fire hazard. Several old buildings are located within fifty feet of residences and a feed mill. The fire hazard is compounded by thick layers of old varnish covering many floors in one building. Another major problem is the some three hundred large open vats which are contained on the property. Several of these vats are filled with rotting sauerkraut and others are filled with water, posing a threat to anyone, especially children, who might happen to fall into them.
5. Tax Loss. No tax revenues are being collected from the property which is lying idle. This tax loss has a significant impact on the economy of Springboro. The assessed value of the property and structures

thereon is as follows (assessed at 30% of true value):

Land	\$ 1,300
Structures	<u>82,800</u>
Total	\$84,100

Springboro's 1978 millage rate was 101 mills. Therefore, total annual tax loss was approximately 8,494 dollars.

6. Future Development. The proposal of U.S. Steel to locate a fully integrated steel mill on the shore of Lake Erie, eleven miles from Springboro, is expected to have a large impact on surrounding areas. The Albro site is located on approximately fifteen acres; has access to community water and sewer, and is adjacent to the Bessemer & Lake Erie Railroad. This location along with the existing facilities would make the Albro property an excellent site for industrial development. The site contains a large concrete block warehouse that could be immediately reused. If the Albro site is not put into a state of marketability in the near future it is likely that Springboro could lose much of the expected industrial impact from the U. S. Steel plant.

Route 18 Road Alignment

Campground Curve just north of Conneautville at the intersection of Fisher Road/Morris Road (T-801) is the section of roadway which has the greatest safety hazards in the opinion of most persons in Spring Township and Springboro. With the required acquisition of only one structure, a mobile home, an entirely new section of roadway approximately 1.1 miles in length has been sketched. This section of new road would eliminate Campground Curve and would be located as much as eighteen hundred feet west of the existing roadbed. Existing roads as they would intersect the new section of road would be realigned at the points of intersection so that safe, efficient connections are made. The existing section of Route 18 which is by-passed, so to speak, can be the center of a development area where residential uses predominate. The two public schools located here provide a strong focus for such a residential district. In addition to this, the 1.1 miles of new road would open up new land for development. This new land would have access to the nearby sanitary sewer system. A plan suggesting new development in this area was also developed and can be seen at the Crawford County Planning Commission or by contacting the Springboro Planning Commission.

The Public School in the Community: Issues But Perhaps No Choices.

Public schools play a vital role in our social structure. They educate our children; provide a place for social growth and interaction, and set the stage for the leaders and the followers of the next generation. In addition, school facilities are of unique importance in community development. They are focal points for community life; their size and location has great effect on the organizations of our communities. It is important for citizens and those interested in community planning to know about their school system. This discussion is included in this plan report because sooner or later the issues explored here will be of concern to township people.

In Pennsylvania, under the School Reorganization Act of 1970, many smaller school districts were consolidated into larger districts of between 3,000 and 3,500 students. There are approximately 500 school districts in the state. Crawford County is served by seven school districts only one of which, the Conneaut School District, does not cross into neighboring counties.

The Pennsylvania School Code, Act 24, is the basic enabling legislation which governs public schools throughout the Commonwealth. It establishes the Pennsylvania Department of Education which is responsible for assuring adequate education statewide. It provides for school districts; each district is to be governed by a school board made up of nine members elected at large for staggered six year terms. Within the regulations established by the State, the school board is entirely responsible for the education of our children. They, for the most part, determine what programs and what facilities our children will experience. (However, there are hidden conditions on this power as will be explained later in this narrative.)

Our planning effort in Crawford County is mainly concerned with land use planning and the social and economic consequences of land use decisions. Thus when considering schools we tend to look mainly at the location of existing and future facilities trying to make sure they fit into our communities.

What are the options the local school board has relative to these facilities and what is mandated by the State? Technically speaking, a school board

has considerable power. It has complete authority to build facilities where and how it decides as long as certain safety and space requirements are met. The board also has the power to decide on the type of educational programs to be offered, and it has the power to tax. These powers in reality, however, are tempered by the ability of the district to finance its facilities and programs. Very few districts in Pennsylvania, and none in Crawford County, can afford to "go it alone" without requiring outside help. Thus we find strong influences from the State and Federal Governments in our local schools, since they are the major financial contributors.

The subject of State aid needs to be introduced here. A school district which cannot completely support itself (very few can) is eligible to receive substantial state subsidy. Depending on the need, a school district may receive up to seventy percent state subsidy for its annual operating budget. However, the state aid system is extremely complex, so only the very basic elements will be explained here.

First of all the "aid ratio" granted to any school district depends on that district's wealth. It is the determination of such wealth that becomes complicated. Several factors enter into the aid ratio formula; they are:

- (1) The overall population density of the district expressed as the number of people per square mile. As the system now operates, sparsely populated districts and densely populated districts are eligible for more aid than are medium density districts. There are no densely populated districts in Crawford County (500 people per square mile), and all districts except Crawford Central are considered sparsely populated (50 or less per square mile) under state regulations.
- (2) The market value of real estate in a district based on actual property sales during the previous year. This should not be confused with assessed valuation which only increases when property is reassessed or new structures are added. If, for example, market values overall in a district rise due to inflation, and at the same time population declines, the state will consider such a district to be wealthier and allow less subsidy (more tax money and fewer people).

- (3) The average daily attendance for a district during the school year. This figure is important because the state limits how much it will aid any school district to approximately \$750 per student per year. Thus a poor district which, based on other factors, may be eligible for a seventy percent subsidy may not receive this amount because of the per capita limit. This policy places a "cap" on the aid ratio formula.
- (4) The state, in recent years, has also attempted to determine the wealth of a school district based on income tax records. Perhaps you recall a question on your state income tax return asking in which school district you live. This approach has not been entirely successful because many people don't bother to answer this question.

In its very simplest terms, the more a district can afford to pay itself, the less it will be subsidized by the State. However, this basic theory has become very complicated by gradual legislative and regulatory changes.

As mentioned previously, the size and location of school facilities are important factors in community development. In theory, a school district has a great deal of flexibility when it comes to facilities. They can build just about anything they want, if they can afford it without outside help and still meet the State's safety and area requirements. However, very few districts, and none in Crawford County, can afford a new school facility on their own. Even if they could, there are still three basic state requirements which must be met before construction on any new school facility can begin. These are: (1) Proof of need, (2) proof of ability to finance, be it local or state aid, and (3) site and building plans approved by the Pennsylvania Department of Labor and Industry. Of course, if local financing is not available for the completion of the entire facility, then financial aid from the State will most likely be required. This changes the picture of local control significantly, since the State may require different plans and will only subsidize facilities considered essential, i. e. classrooms, library, cafeteria, multi-purpose space, etc. Facilities such as, swimming pools, student lounges, plush interiors, etc. will generally not be funded. Also, the State will only subsidize a portion of the entire project based on the district's ability to pay; the rest must be provided by the district itself.

Thus, when it comes to new school facilities, school boards must weigh many factors in choosing the location and type of facility. Among these factors the four most important are probably: economic feasibility, location, design and size of the building, and public acceptance. In terms of economic feasibility and size, larger schools make more sense for several reasons. It is generally less expensive to build a larger facility than it is to build two or three smaller ones to accommodate the same number of students. The larger school requires proportionately less staff, and maintenance, and gets maximum use of expensive common facilities such as the gym, cafeteria, health unit, music room, etc. A larger school can be more efficient because of its built-in flexibility. In such a school where there are more classrooms, one room can easily serve different uses. In a school with only 6 or 7 classrooms, it is difficult to adjust space if there are sudden fluctuations in enrollment from year to year. If, for example, there were enough first graders to fill two classrooms where only one was needed the year before, in a small school there would be no room for the new first graders since all the other classrooms would be occupied by other grades. A grade school of at least twelve classrooms could normally provide some needed flexibility.

At the high school level, experience has shown that a facility should be large enough to handle between 800 and 900 students. This size minimum affords ample classroom flexibility and can justify extra facilities such as: swimming pools, playing fields, gymnasiums and specialized rooms and equipment. The larger school also allows for social experience with a more diversified group of students and teachers. Such schools can offer a wider choice of programs in areas such as: language, art, music, special education, etc.

Public acceptance of the large or consolidated school is, however, another matter. All too often school administrators and school boards tend to downplay or overlook the importance of this acceptance in favor of financial and functional considerations. Or, if public opinion against the consolidated school concept is such that it cannot be ignored, school decision makers tend to claim that they have no choice because of state and federal mandates. Such claims may seem to be the easy way out, but, as we shall see, there is some validity to this argument.

Many citizens, as least in rural parts of the country still place great importance on the concept of the "neighborhood school." The importance of the school, and particularly the elementary school, as a focal

point for community life is a fact that should be considered. Some parents prefer an existing or new, smaller and less equipped neighborhood school over a new, larger and better equipped school, simply because of their strong ties to a neighborhood. Perhaps parents who hold out against change to a more consolidated and "progressive" system are in reality expressing what they feel is their last hope of maintaining local control over the education of their children. It appears they believe that, if their children go to a larger school further away they will have less to say about how the school is run. There is also the belief that their children at the elementary level will receive just as good an education in a small "neighborhood" school as they would in a consolidated school. Parents may also resist having their neighborhood lose the identity it has with a public school located in it.

The cost of education today is much greater than it was ten or fifteen years ago. Teachers' salaries, for example, are considerably higher. Educational programs have expanded greatly, particularly at the elementary school level. In one sense the expanded programs, if this is the correct term, are the result of an increasing specialization in the educational process. Learning disability, retarded, handicapped and exceptional children's programs are required. Programs for this type of youth have been broken out from the traditional classroom setting and are set up specially. These programs require additional classroom space. This is the "critical issue" it would seem in terms of decisions by school districts to, on the one hand, retain older and normally smaller schools and perhaps build small schools - 12 to 15 classrooms - or, on the other hand to build large consolidated schools with 20 or more classrooms.

Speaking only of the elementary schools, if the school district is to go along with the current program trends, established in no small part by the professional educator, they have virtually no choice but to go with the larger school. They could not afford to duplicate all of those expensive space requirements in a series of small schools for a wide range of programs, such as, art and music rooms, a well-sized gymnasium and many athletic opportunities, a health suite, room for the gifted, the educable mentally retarded, those with learning disabilities, or the physically handicapped, let alone a full library facility, a teachers' lounge, assembly room and cafeteria. The school district's decision on the range of its programs in a relatively sparsely settled area, such as Crawford County, will decide whether or not the traditional neighborhood school, serving one or two neighborhoods and relatively

small and close to "home", can exist at all into the future. Viewing the trends of the recent decades one is led to the conclusion that people want such a wide range of programs, and they have accepted the educational theory that groups of special students must be "separated out" so to speak instead of mainstreamed in order to be helped adequately. If this is the case the small school and more intimate neighborhood relationships are things of the past, principally because of financial realities.

But is this the situation? Do the school directors and the public have a realistic choice on program content, and thus indirectly the size of their elementary schools? Is it true that all the local districts must do for their youth relative to the physical school facility, as mentioned earlier in this section, is to make sure it meets state safety and health regulations? If this is the case, then a decision for a narrow range of school programs could make the small elementary school feasible. Smaller schools could be renovated to meet the currently stiffer safety regulations and these schools could remain as physical and emotional centerpieces of historic neighborhoods.

Alas, the issue is not so simple. The expanded school program is a reality which is complex and not easily understood by most people. The answer lies in a quagmire of state and federal laws, rules and regulation. We shall try to shed some light on the issue here, but in the end it is the value system of the citizens and their elected school representatives which will, based on existing realities, determine the stance taken in the school district.

The State and Federal Governments have progressively increased demands on public schools through a wide range of previously nonexistent programs. In some cases these programs are mandated by law, and in some cases they are mandated by the "purse strings". This purse string mandate in Crawford County, and most of Pennsylvania, might as well be a legal mandate. Programs and choices which are mandated include:

The three basic criteria dealing with new facilities, mentioned previously: proof of need, proof of finances and approval of building plans.

Chapter 22 of the Pennsylvania School Code outlines basic curriculum requirements to include the 180 day school year and minimum hours of instruction in the basic curriculum.

On the elementary level English, social studies, science, reading, art, music and physical education must be offered in grades one through six - Kindergarten, however, is not a requirement, but once initiated it is almost impossible to discontinue.

Library facilities are required with minimum standards for the number and categories of books - However, there is local discretion as to the physical set up of the facility, i. e., whether it is self-contained in the classroom or in a "central" library.

The Education of All Handicapped Act (P. L. 94-142) is federal legislation designed to help all kinds of handicapped students. The Act requires that all school districts provide a "least restrictive environment" for the education of such students. This means that a school district must, within reason, make the physical and educational facilities as accessible as possible to the handicapped. Thus, we see wheel chair ramps, special toilet and transportation facilities, classes for the blind and hard of hearing, and special staff or facilities for other types of handicapped.

State and federal regulation also mandate that a school district must provide "special education" programs. These are specific programs which must be offered some of which are: the Individualized Education Program (I. E. P.) for handicapped students; psychological testing; speech therapy; learning disabilities; programs for socially/emotionally disturbed pupils; and programs for gifted students.

The Equal Opportunity Act requires that citizens be given equal educational opportunities. This, as most know, has led to integration plans and bussing for many school districts.

A school district, according to Pennsylvania law, must provide transportation to all students in its district who do not live within walking distance from their school. This law includes non-public school students as well.

These are the bulk of the existing state and federal mandates which must be provided by school districts whether or not they accept any outside financial aid. If a school district can afford to meet all these requirements on its own and still have money left over to do what it feels necessary, it can then be very independent. Of course none in Crawford County can afford to "go it alone." They must accept state subsidies and help from intermediate units in order to fulfill state and federal mandates.

What about the facilities issue - the neighborhood school? There is nothing in state or federal mandates which specifically require school consolidation. However, when state aid is used for new facilities it must be used in a most cost effective manner. In most cases this means consolidation in one form or another. Nonetheless a school district with citizens willing to pay the price to keep smaller schools could do so if, once again, it could meet all mandates relating to facilities, special programs, and curriculum within its small schools. Unless this approach is accepted as a local financial responsibility, or unless these mandates can be "turned back" - the school districts have no choice but to build larger consolidated schools.

The issue of mandates for new and more specialized educational programs introduces the subject of the intermediate unit. After the reorganization of local school districts as a result of the School Reorganization Act of 1970, a gap was left between the new school districts and the Pennsylvania Department of Education. The gap was one mainly of liaison between districts and the state, and of services to local school districts which were previously provided by the "County Superintendent." To fill this gap, the State created a system of intermediate units which would cover larger areas than the County Superintendent system, and which would have much greater service capability. There are now twenty-nine intermediate units operating throughout the Commonwealth. Although the intermediate unit is a creation of the state, it acts somewhat like a non-profit corporation.

In this part of the State the Northwest Tri-County Intermediate Unit, Number 5 (I. U. -5) located in Edinboro, provides the needed specialized functions. The Unit serves seventeen school districts in Crawford, Erie and Warren Counties. The only district in Crawford County not under the wing of Unit 5 is the Jamestown School District in the extreme southwestern part of the County.

In terms of organization, Intermediate Unit Number 5 has a board of directors with thirteen members from the seventeen school districts which it serves. The directors make major policy decisions which are then carried out by a sizeable professional staff under an executive director. The Intermediate Unit is funded primarily by the state and federal governments, which combined contributed 96.9 percent of the 1978-79 budget of 9.6 million dollars. Local school districts contributed 3.1 percent to the budget, based on the services they need and their ability to pay.

Services which the Unit provides are extensive and include: special education, management services and instructional services, to name only a few. Special education is by far the Unit's largest responsibility, accounting for forty-three percent of the total 9.6 million dollar budget. There are fifteen programs within the special education field, some of which include: psychological testing for students with speech, vision, hearing, physical and mental handicaps; programs for gifted students, and socially/emotionally disturbed students. Special education staff personnel from the Unit either travel to locations where they are needed, or are assigned to a particular district to help run these programs.

The intermediate unit plays a vital role in aiding school districts, especially in rural areas where districts find it difficult to pay for ever increasing program demands from the state and federal governments. These pressures from state and federal sources have become increasingly more frustrating to local school boards, school administrators and taxpayers. Even the leaders of the Intermediate Unit Number 5 who receive outside funds for, and administer such programs are feeling the pressure. John T. Willow, from the Fort LeBoeuf School District and President of the Northwest Tri-County Intermediate Unit Board of Directors, expressed these concerns in his message published in the Unit's 1978-79 Annual Report:

Time after time, members of our Board have been faced with state and federal regulations that are so complex, so costly and so contradictory as to be ludicrous and appalling to all of us. When taking action on some of these matters, I know that each of the Board members in all good conscience is tempted to vote "no" on many occasions, until we are reminded by our solicitor that we are

sworn to uphold the laws of the Commonwealth and of the nation and therefore must implement action on programs with which we may not agree.

What's happening? It seems that many special interest groups in the field of education are successful in getting the kind of legislation they want, or in forcing court decisions that interpret the law in their favor. The net result is that an increasing number of special services must be provided. Local districts are being told what they must do and, because the Intermediate Unit can do it more effectively and efficiently, districts are more frequently asking that the I. U. provide these special services. Unfortunately, the services are generally to be performed in ways dictated by people far removed from "where the action is", frequently resulting in a tangled wasteland of ridiculous procedures and systems.

Consider the field of special education. Local school districts are constantly asking for more from the Intermediate Unit because of legislative and judicial mandates, yet we are told that we can expect no more money next year than we received during the current fiscal year. Is this realistic in the face of steadily escalating costs? It appears that our legislators and courts are putting us into a practically impossible situation.

All of us recognize the impact of Proposition 13, but it goes without saying that the increasing mandates imposed on educators and school districts are incompatible with the noble goal of reducing costs and taxes.

There will be an increasing need for the services of an Intermediate Unit in the years ahead. Local school districts simply cannot afford to provide many of the services and programs which the laws now require. The Intermediate Unit, as a service unit, can provide those programs and services much more efficiently and effectively than the individual district. But the increased demands on the Intermediate Unit for such services and programs carries with it the need for more local support

of the Intermediate Unit in all those areas where local districts request such assistance. This is particularly true in the areas of management services, instructional materials services, curriculum planning, policy development, federal and state liaison and others where the Intermediate Unit has substantial expertise and is truly able to help the local districts reduce their own costs. What is the alternative? One that certainly does not appeal to many of us - letting the State do it for us.

Mr. Willow's words clearly express the realities of a dilemma faced by school districts in Crawford County. Of course one may question whether the I. U. can provide additional programs "more efficiently" as Mr. Willow states. But the fact remains that the cost of education and the mandates from "outside" are becoming increasingly difficult to deal with. Parents, citizens and planners must be more cognizant of this situation as they relate to decisions made by school boards. School boards and school administrators, for their part, must stay well informed and encourage open communication with their constituents and with the world around them.

Flood Plain Management

In May of 1975, Springboro qualified for the National Flood Insurance Program. This program was established to encourage individual municipalities to take a responsible role in controlling development in areas subject to flooding. As of April 5, 1979, all municipalities in Pennsylvania, which are subject to flooding, must qualify for the National Flood Insurance Program. Failure to do so could result in the withholding of State funds, such as liquid fuel appropriations, etc. Municipalities will be required to adopt regulations controlling development in the flood plains. The regulations can be in the form of a single purpose ordinance or they can be incorporated in other ordinances such as zoning or subdivision ordinances. The Pennsylvania Department of Community Affairs (DCA) is the agency responsible for administering the flood program. They have drafted a set of minimum standards and requirements for development in flood plains. However, a municipality has the option of adopting stricter regulations. DCA has proposed the following uses to be prohibited in the flood plain: hospitals, nursing homes, jails or prisons, new mobile home parks and mobile home subdivisions and facilities necessary for emergency response such as fire, ambulance and police stations. However, "special permits" can be obtained to allow these developments if special requirements are met. All developments in the flood plain will be subject to the following requirements:

- The development must be able to survive inundation by 100 year flood waters without any lateral movement or damage to the structures (the 100 year flood elevation is determined by the area which has a one percent chance of flooding in any given year).
- The first floor of the structures must be one and one-half feet above the 100 year flood elevation.
- Occupants of the structure must be able to remain inside for an indefinite time and be evacuated.
- No pollution can result from the structure during a 100 year flood.

Flood plain boundaries are determined by the Federal Insurance Administration (FIA). The boundaries as identified for Springboro are shown on the Land Use Plan map. A difference exists between this area and the area identified by the Soil Conservation Service (SCS) as having flood hazard soils. The area identified by SCS is shown in the Soils section.

The next step in flood plain management will occur when the Federal Insurance Administration prepares a "Type 15" study. The study is based on engineering surveys that accurately delineate flood hazard areas in a municipality. In Pennsylvania the program is administered by the Department of Community Affairs.

When the Federal Flood Insurance program was first developed a Type 15 study was to be conducted for all municipalities containing flood hazard soils. Because of funding cutbacks a priority listing was formed of municipalities in each county of the State. Currently, no municipalities in Crawford County are on the priority list. Titusville, Meadville and West Mead Township are the only communities in the county with completed studies. Because of funding cutbacks, and thus a slow down of the program, it is difficult to receive a priority listing. However, in an effort to be placed on the listing, a municipality may write a letter to DCA documenting the need for a Type 15 study. A major factor considered by DCA is damage which has occurred due to past flooding. Springboro would probably have an added advantage of being placed on the list because it is located in the expected impact area of the U. S. Steel development. Another factor is the large amount of land in the Borough (twenty-four percent) shown as flood hazard by the Soil Conservation Service soil survey.

PROBLEMS AND OPPORTUNITIES

An early and continuing step in the planning process is the identification of problems and opportunities. This information is handled in the following paragraphs in a list which can and should be updated as part of the continuing planning process.

Problem and/or Opportunity

Albro Industrial site is currently a problem because of the financial and physical condition of the property. The existing facilities on the property - railroad, sewer, water - a large usable building and the proximity to the proposed U. S. Steel site on Lake Erie make this site excellent for an industrial park development.

Problem

The abandonment and deterioration of commercial structures. The loss of commercial uses is detrimental to the economic vitality of the Borough.

Problem

Limited commercial services. There is a lack of commercial uses to serve the residents of Springboro and surrounding areas.

Problem

The lack of vehicular parking spaces in proximity to the existing commercial uses is a problem at certain times. A key to encouraging the expansion of existing businesses and developing new commercial uses is the availability of parking space.

Problem

Poor housing conditions in the Borough. The majority of the housing was constructed prior to 1940. A large percentage of this housing is in substandard condition. Many structures are unattractive and serve to depress surrounding land values.

Problem

Lack of housing units for rent and for sale in the Borough. There is a lack of new housing construction. The unavailability of housing units discourages growth and development and the immigration of new residents.

Opportunity

Availability of various Federal and State loans and grants to improve conditions in the Borough. One example is the program sponsored by the Farmers Home Administration (FHA) to fund a non-profit housing corporation. These types of programs bring needed housing and other facilities to the community.

Problem

The age and efficiency of the Borough water system. Some lines are old and underdesigned. Two of the pumps are old and need replacement.

Opportunity

The existing sewer and water systems in the Borough encourage growth and make concentration of development possible. New development will stimulate the economy and provide an increased tax base. A problem could result if this new growth is not properly guided and becomes a burden to the Borough, making demands on public services which cannot be handled efficiently.

Problem

Dangerous street conditions caused by the lack of curbs, wide berms, poorly located and installed culverts and drainage ditches.

Problem

Several street name signs are missing in the Borough.

Problem

The quality of highways to surrounding urban areas is only fair to marginal. Lack of good accessibility to the more urban areas (Meadville, Erie, Conneaut, Ohio) restricts growth and development.

Problem

A poor Borough image, especially along Main Street. The lack of a neat street scape and the presence of a number of deteriorating structures have produced an unattractive environment on Main Street.

Problem

Lack of site plans for improvements and future additions to various Borough sites, e.i. Community Center, Community Park, Mineral Springs Park.

Opportunity

The quantity of land in public ownership is a benefit to the Borough. With good planning this land can be put to good use for recreational and other community activities. This type of activity serves to attract new residents and improves the quality of life of the existing residents in the Borough and surrounding communities.

Opportunity

The existence of various community organizations and recreational programs in Springboro. These types of activities make life more pleasing for existing residents, attract business from surrounding communities and help to bring new residents to the Borough.

Problem

The lack of land use controls such as zoning regulations. Without land use controls incompatible land use arrangements can occur. Residential areas, for example, may be hurt by the presence of commercial and industrial establishments nearby.

Opportunity

The proximity of Springboro to the proposed U. S. Steel site in Conneaut, Ohio. Being only 12 miles away from the proposed steel plant Springboro will receive impacts from this development. Without proper control and planning the increased growth and development could become a problem.

Problem

The presence of flood prone soils in a large section of the Borough. Without proper controls, development in flood prone soils is a threat to property values and a potential source of public calamity.

Problem

A poor storm water system in the Borough. Excess storm water runoff contributes to soil erosion damage of property and is a public nuisance. Drainage channels both man-made and natural are undersized to handle peak drainage loads.

Opportunity

On-going comprehensive planning programs in surrounding municipalities are a benefit to Springboro. It should make the whole region more attractive for growth and allows for the coordination and efficient use of regional facilities and land use planning.

Problem

The failure, in some cases, to seal off septic tanks after property connections are made to sewer lines. Odor and public health problems raised by sewage seeping to the surface is the result of this practice.

Problem

Maintenance and snow plowing of State roads is generally poor. Roadside mowing is not always performed. In many cases, the berms along the State roads need "building up."

Problem

The Borough boundary line is indefinite in some locations. Incomplete, and in some cases, inaccurate land records have been recorded for properties within the Borough. Extensive survey work should be done to correct this problem.

Problem

A new fire house is needed in the Borough. Better and more efficient service could be provided if space and access problems can be solved.

Problem

Lack of employment opportunities in the Borough. The loss of young people to urban areas is one of the results of the inability of youth to find work in or near Springboro. This results in a loss of taxable income. The community also loses future leaders because the very able usually leave.

Opportunity

The relatively low property tax assessment in Springboro could be an attraction to potential land developers.

Regional Context

Regional Context

INTRODUCTION

Comprehensive planning should not be limited by political boundaries. The plans and actions of one municipality affect those of surrounding communities. In addition, Springboro depends on the County, State and Federal governments to provide many needed services. This section discusses various regional factors affecting Springboro's planning process. (Refer to Three County Regional map in the "Introduction" of this report.)

NORTHWEST PENNSYLVANIA FUTURES COMMITTEE

In March of 1977 the state government, aware that the U. S. Steel Corporation was expecting to construct a large steel making complex on Lake Erie at the Pennsylvania-Ohio boundary line, organized the Northwest Pennsylvania Futures Committee (NWPF). The leadership at the state level in organizing this Committee came from the Department of Community Affairs and the Governor's Office. The original voting membership included seven persons from the state government and seven so called local members; three persons appointed by the Crawford County Commissioners; three persons appointed by the Erie County Executive, and one person from Northwest Pennsylvania Regional Planning and Development Commission. Also invited to serve as non voting members of the Committee were officials from Ohio and U. S. Steel.

The purpose of NWPF was to insure coordination of county and municipal planning in the impact area of the proposed mill, to provide staff to handle issues of a regional concern, to provide a forum for the exchange of information and to develop an organization that could assist the local municipalities and the counties in competing favorably for State and Federal grants. Currently the Futures Committee, as it is called, has a staff of three persons. The voting membership of the Committee has been changed, but it is still pursuing its same objectives. The Committee has met once a month for almost two years and has provided a forum for the exchange of ideas in connection with the planning for impacts expected from this large complex. It was through aid from the Futures Committee that planning funds were provided to the Crawford County Planning Commission to undertake municipal planning in western Crawford County. To date, the Futures Committee has not seen fit to develop a regional plan for settlements relative to the impact population. This task will probably not be done

because it is the feeling of most people involved with the Committee that each municipality itself along with each of the two counties should do its own planning and cooperate among themselves in terms of the regional context. The Committee, however, is doing a detailed projection of where the impact population is most likely to settle and it may eventually make comments on individual municipal community plans relative to settlement trends set in motion by the advent of the steel plant.

Before U. S. Steel can build the proposed plant an environmental impact statement must be completed. Work on this statement has been going on approximately two years. Currently the U. S. Corps of Army Engineers, responsible for the statement, is obtaining a final round of comment. By the end of May (1979) all comment must be entered for the record and the statement will be complete and its declarations announced - very likely in June or July (1979). Then, of course, the U. S. Steel Corporation will make its final decision relative to building the proposed facility.

The Crawford County Planning Commission staff expects to use the impact population and population distribution forecasts that have been developed by the Futures Committee staff. These forecasts will be discussed in a subsequent section of this report. Staff of the Futures Committee is developing a series of technical reports on various tools municipalities can use to manage and control growth. These reports are available from the Committee office in the Springfield Township Supervisor's building in Erie County.

The Northwest Pennsylvania Regional Planning and Development Commission (NPRPDC) was asked by the Futures Committee to do a regional transportation study. In connection with the Springboro area NPRPDC has indicated that Route 18 should be the major road into northwestern Crawford County; it also is supportive of a bypass south of Albion facilitating north-south traffic moving through the Albion area and east-west traffic on U. S. Route 6N.

CRAWFORD COUNTY COMPREHENSIVE PLAN

The County's comprehensive plan is a general guide for development throughout the fifty-one municipalities in Crawford County. Individual municipalities preparing their own plans should be aware of its proposal, but they are free to depart from these if they think such course is in their best interest.

The County Land Use Plan indicates Springboro as a community development center. All boroughs in the county are shown as such. Detailed plans for the boroughs are the responsibility of the municipalities. However, the county plan outlines general land development policies that most of the municipalities would be wise to follow while developing a comprehensive plan. Some of these policies that relate to Springboro are as follows:

- Strategic properties suitable for industrial development shall be conserved in order to encourage and promote the establishment of stable, diversified industries within specialized industrial districts or parks.
- Ample provision for open space to provide for the recreation and spatial needs of the residents will be made.
- The County Planning Commission will assist and cooperate with the local municipalities in administering (land development) controls.
- Local streets should be designed, installed, and maintained primarily for access to individual properties and should be free of high volumes of traffic.
- Railroads are valuable assets for present and future transportation, but no major expansion of rail lines is anticipated except for spur lines to serve industrial areas.
- Non-conforming signs, junk yards, abandoned automobiles, and other visual and physical pollutants to the environment should be eliminated in Crawford County.
- Dilapidated housing should be removed from the County housing market through clearance activities.
- Rehabilitation activities should be undertaken to improve and upgrade the large number of salvagable substandard units.

The County's major highways plan does not use the Federal Functional Classification System's nomenclature for its road proposals. It proposes Routes 18 and 198 to be primary highways and Shadeland, Hickernell and Hewitt/Mehalic Roads to be collectors. This plan, however, currently is also undergoing revision and road categories are being assigned based on the new functional system. Under the proposed revision the following is proposed: Route 18 - a minor arterial; Hickernell Road L. R. 20052, Route 198 west of Conneautville - major collectors; L. R. 20122 (Fisher Road), L. R. 20041 (Beaver Road) - minor collectors. The remaining state and borough roads - collectors (called locals in the Federal Functional System).

County planning staff, as they have worked on revising the County's major highways plan, have discussed the implications of the suggested road classifications and the implications these classifications have in terms of priority travel routes and pavement characteristics (whether gravel or paved bituminous) with Erie County. Pennside Road in Erie County going west from Route 18 just north of the Spring Township boundary and L. R. 25079 in Erie County are classified currently as minor collectors in Erie County. Crawford County planners recommended to Erie County to downgrade the classification of these roads to "local" in keeping with the fit of this road system with Pennside Road, T-390, in Spring Township. Also Conneaut Township's (Erie County) road T-352 going from Keepville south to Spring Township's Pennside Road should be maintained as a gravel road to match the pavement character in Spring Township; these were the recommendations given to the Erie Metropolitan Planning Commission by the Crawford County planners. The proposed revision to the county major highways plan also indicates Route 198 from the I-79 interchange to Ohio should be a minor arterial highway and that L. R. 20038/20043 from Conneautville to Linesville should be a minor arterial. In summary a regional context for the revision to the County's major highways plan sees the public road as the forerunner of development; it states that the highway should be located and managed in harmony with growth management and land use plans. Gravel roads, for example, are admirably suited in rural and agricultural areas and should normally be maintained this way unless more intensive development is desired along and in the vicinity of these roads. Roads management is seen as a part of growth and land use management.

In summary a regional context for highways would indicate that for Springboro the main through road would be Route 18. Cussewago and Beaver Streets form an east-west movement corridor through the Borough, but it is of much less significance than north-south Route 18.

RELATIONSHIP TO ADJACENT MUNICIPALITIES

The only municipality with which Springboro shares common boundaries is Spring Township, which surrounds the Borough. Springboro has always provided many services to the township such as fire protection, recreation, and to some extent, commercial services. Springboro also provides needed commercial and fire service to Beaver Township residents just west of Spring Township.

Spring Township is also currently preparing a comprehensive plan. The Township's land use plan proposes agriculture uses along the east and west boundaries of Springboro. The area adjacent to Springboro's southern boundary is shown as community development. The area north of Springboro between the Bessemer Railroad Route 18 is proposed for industrial uses. The land in Spring Township east of this industrial area is proposed as community development and the area west is proposed as agriculture. The community development area in Spring Township bordering on Springboro is planned mostly for higher density residential uses because of the existing community sewer system.

The Plan

The Plan

INTRODUCTION

This "Plan" for the growth and development of Springboro, is intended to serve as a guide for elected and appointed Borough officials and citizens groups. This section of the comprehensive plan report is the most important because it provides the directions for actions concerning such issues as: the use of land; the establishment, maintenance and/or the alteration of facilities such as roads, recreation areas, medical services, etc.; the amount and character of housing; and the general image of the Borough. Before plans can be written there is a fundamental issue which must be resolved - how to handle growth. Relative to this issue the Borough's objective is: To obtain a balanced, ordered community in which the maximum development potential for Springboro is realized, according to the carrying capacity of the land. Such growth should include a balance among industrial, residential, commercial and public uses.

The directions provided in this plan are based on this theme and are discussed in a format of "objectives - policies - projects/programs". The "objectives" are general statements that express the Borough's long range views on how the Borough should progress. "Policies" are specific guidelines that the Borough should follow; narrative is included to further explain each policy. The "projects and programs" are specific actions to be taken to implement the policies. Included in the plan is a "Land Use Plan" map showing, in a general way, how the land in the Borough should be used. However, the most important elements are the written policy statements, which taken together make up "The Plan". The boundaries shown on the Land Use Plan map may change as development warrants, but the policy statements should remain as the Borough's guide to future growth and development.

LAND USE PLAN

Objective To direct land development activities, through the guidance provided by a land use plan, into the areas of the Borough which are best suited for these activities including: residential, commercial, industrial and public uses.

A Land Use Plan map has been formulated and is included in this report. This plan designates various uses for all of the Borough. The designations are based on residents' preferences,

analysis of existing land uses, facilities and services, the physical characteristics of the Borough and recognized principles of land development. The separation of land uses serves to protect property values and create more efficient settlement patterns. As a general rule, the characteristics of residential, commercial and industrial uses are very different. It is often most beneficial, in our current economy, to group related uses together. The 1990 projected population for Springboro, based on past trends plus the projected impact population from U. S. Steel, is 971 persons. The land use plan should designate enough of each type of land use to meet the needs of this expected population increase.

Policy

To promote an active Borough center by encouraging the clustering of new commercial uses and maintaining existing commercial uses in the Beaver-Cussewago-Main Street central focus area of Springboro.

The indiscriminate placement of commercial development along major streets tends to promote traffic congestion, inefficient land use arrangements and unsightliness. By concentrating commercial uses they reinforce one another, are convenient to the public and allow for more convenient parking facilities.

Policy

To provide a location for highway related commercial uses along Route 18 in the northern portion of the Borough.

Based on modern development methods, which are keyed to the use of the automobile, there are commercial uses that need direct and individual access to major highways, e.g. fast food establishments, service stations. The grouping of such uses can prevent their indiscriminate location in areas of residential or other non-compatible development.

Policy

To promote multi-family residential development in areas that are in close proximity to the commercial center of the Borough and in the older, previously settled areas which are served by the major roads in Springboro.

A survey of multi-family housing, conducted in 1978, reported sixteen structures containing thirty-six units. Except for one small apartment building, containing four units, all of the multi-family housing is located in older structures chiefly along Main Street. The majority of the larger, older homes in the Borough could be converted to multi-family or apartment type dwellings. Most of these structures are in close proximity to the existing and planned commercial area of Springboro.

The opportunity for higher density residential development is depicted on the Land Use Plan for Springboro which proposes approximately seventy acres for multi-family residential use. Generally, multi-family uses vary from seven to ten dwelling units per acre for townhouse type development, and from ten to fifteen units per acre for apartments. Using the lower end of these figures and allowing for streets and open space, between 315 and 450 multi-family dwelling units could be added to Springboro, according to the Land Use Plan.

Policy

To promote single family residential development in the undeveloped areas of the Borough not planned for commercial, industrial, public or multi-family uses.

Areas planned for single family use are generally in the outlying sections of the Borough where large tracts of land exist. New single family residential subdivisions in these areas would give the Borough the opportunity to create nice neighborhoods. There are approximately 340 acres planned for this use on Springboro's Land Use Plan. If all of this land is developed to a density of between three to five homes per acre, including allowance for new streets and open space; between 939 and 1,565 new single family homes could be added to Springboro. Figuring 3.5 persons per home, which is the national average, between 3,286 and 5,477 people could be added to the population in the Borough just through single family home development. The Planning Commission recommends the encouragement of this type of residential development as a first preference for the Borough, although perhaps not to its full capacity.

The Borough thus has the potential, based on undeveloped acreage, to add somewhere between 1254 and 2015 new dwelling units if both the single family and multi-family potentials are combined. These figures tend to seem high; however, they do illustrate the maximum capacity of the Borough even though development may never occur to such density.

Policy

To promote to the fullest extent possible industrial growth in Springboro, and in particular, the abandoned Albro Site as an Industrial Park Development.

The Albro site offers great opportunities for future industrial development as does the land to the north of this site. The Bessemer and Lake Erie Railroads maintains a siding to this area and it has good access to State Route 18.

Some land to the west of the railroad and north of Beaver Street are also shown as industrial on the Land Use Plan map. However, this area has soil limitations due to possible flooding hazard and a high water table (see soil map in Background Information section). Therefore, light industrial uses, such as warehouses, garages, and storage, should be promoted in this area, rather than expensive permanent installations. Each development proposal in this area should be investigated for potential damage to the environment as well as the effects of the environment upon the development itself. Special regulations may need to be enforced to minimize damage from flooding or high ground water.

The area north of the existing sewage treatment plant should be preserved for the future expansion of this plant. New industry in Springboro may require special industrial sewage waste treatment facilities which this site would accommodate. If a "Type 15" study (see Special Studies Section in Background Information) defines these industrial areas as unsuitable for development, recreation/conservation uses should be promoted as alternatives.

Where industrial and residential uses are planned adjacent to one another a buffer zone may be required to lessen the severity of the conflicting uses. Buffer zones can include the use of natural landscaping, fencing and/or a minimum distance requirement between the different land uses.

The bankruptcy situation of the current owners of the Albro Company is a problem to early development of this land for industry. In an effort to help promote the Albro site for reuse, a site plan was developed as part of this comprehensive planning program. The plan was developed only as an example to show what is possible. Drawings of the site plan, as well as further detail, can be seen by contacting the Springboro Planning Commission or the Crawford County Planning Commission. A summary of the plan follows:

The site is shown as an industrial park development with six separate lots. The lots range in size from approximately two to three acres. The existing 23,400 square feet cement block building is incorporated into the plan. The remaining buildings are beyond repair and should be cleared. New buildings are shown on the plan as typical examples of those found in industrial parks. The average size building shown on the site plan is 26,000 square feet. Off-street parking is also shown for each lot. The total number of parking spaces shown is approximately 370. The plan includes a new road running north and south through the property, which could serve all six lots, and the improvement of an existing dirt road (Canning Street) north of the property. Canning Street would serve as the main access to the industrial park from Route 18. The plan also incorporates the use of the Bessemer and Lake Erie Railroad and proposes a new siding to serve the site.

Project

The Borough Council should pass a resolution showing support for the Crawford County Commissioners to oversee an industrial development program which would work throughout the County identifying and developing sites for new industry and for local industrial expansion, and promoting the County as a desirable place to locate industrial plants.

Industrial development is a competitive endeavor. Without continuous and active effort communities often do not get their fair share of industrial employment. One or even a group of municipalities in a rural county, such as Crawford County, cannot mount a successful effort by themselves.

As a first priority the Albro site should be promoted as an industrial park by a county-wide industrial authority. The opportunities contained in this site may never be realized without the assistance of a strong authority able to devote a full time effort toward an effective solution to the Albro problem and other industrial development needs throughout the County.

Policy

To continue to manage and develop existing recreational and open space lands in Springboro and acquire additional lands where necessary, so as to provide adequate open space to meet future park and recreational needs of the Borough.

Currently, Springboro has a strong recreational program for a small community, which also serves surrounding municipalities. However, the demand for parks and recreational facilities is constantly increasing and there is even now a need for additional facilities. The existing recreational areas could be further developed to provide additional facilities, such as, playground equipment, tennis courts, horseshoes, etc.

Approximately thirteen acres, or eleven percent of the developed land in Springboro (119 acres) is public park. As growth occurs, approximately ten percent of the developed land in Springboro should be maintained for park and recreational uses. Therefore, additional development in the Borough should be accompanied by the addition of parkland; either acquired by the Borough or dedicated by developers through the land subdivision process. This land reserve will serve three essential uses: (1) the establishment of recreational opportunity, (2) the establishment of an attractive community design through a pleasing landscape and (3) allow environmental processes, such as flooding and aquifer recharge to continue relatively undisturbed.

All areas shown as "recreation/conservation" on the Land Use Plan map are currently in recreational uses except one. The existing uses include the Community Ball Field, Mineral Springs Park and the Community Building site. A new area for recreation is shown adjoining the Community Ball Field site on the northwest. The boundaries are shown generally because it is not intended in this plan to determine exact areas to be acquired for new recreational uses. This should be determined later by need and financial feasibility.

Since this planned extension of the Community Ball Field site is included in the area identified by the Soil Conservation Service as having flood hazard potential (see soils map in Background Information Section), further investigation is needed to determine suitability of this land for development. If this land cannot accommodate even recreational types of development, conservation uses should be promoted. A "Type 15" flooding study should at least clarify the flooding question on this land.

Project

To develop specific site plans for the improvement of the following sites: (1) Mineral Springs Park, (2) The Community Ball Field west of the Bessemer and Lake Erie Railroad and (3) The Community Building site; and to develop a priority listing of needed improvements along with a cost accounting of the recommended improvements and projected revenue sources.

The site plans should be developed as a "master plan", showing the maximum development potential of each site. Then, as revenue resources become available, improvements can be added to the sites.

Policy

To designate lands in the Borough that have a history of flooding and to regulate development in these flood hazard areas in accord with State and Federal requirements.

The State through its Flood Plain Management Act of 1978 and the Federal Government in a more limited manner have mandated municipalities subject to flooding to control building activities in areas designated as flood hazard zones. The flood hazard boundaries in Springboro, as shown on the Land Use map, are defined by the Federal Insurance Administration. A Difference exists between this area and the area identified by the Soil Conservation Service (SCS) as having flood hazard soils. The area identified by SCS is considerably larger. See "Soils" in the Background Information section and "Flood Plain Management" under Special Studies section.

Project To formally request assistance from the Pennsylvania Department of Community Affairs (DCA) in obtaining a "Type 15" study for Springboro.

A "Type 15" study prepared by the Federal Insurance Administration accurately delineates flood hazard areas in a municipality. Although such a study is difficult to receive the Borough definitely needs the study and should make every effort to obtain one. A good case clearly showing need must be developed and processed through DCA as a first step in accomplishing this project. The "Flood Plain Management" section under Special Studies further explains this program.

Program To draft set of zoning regulations that will enable Springboro to exercise reasonable control over future development.

When the U. S. Steel Corporation constructs the proposed plant at Lake Erie, Springboro will most likely receive considerably more growth and development. To prepare for this change a zoning ordinance should be drafted, and submitted to the Borough Council, as a tool to exercise reasonable control over the expected development.

The development of zoning regulations should be guided by the Land Use Plan map and the plan policies provided in this report. Just as plan policies are instrumental in the formulation of a zoning ordinance, likewise, a zoning ordinance would be the key to the implementation of Springboro's land use policies.

The zoning ordinance should include, among other things: (1) land use districts which delineate specific uses for specific areas of the Borough e.g., residential and industrial areas, with minimum lot sizes in each district, (2) installation standards for individual mobile homes and mobile home parks, (3) site standards for uses such as junk yards and landfills, (4) off-street parking requirements and (5) regulations governing the size and placement of signs. For zoning regulations to be put into effect, adequate public hearings must be held and the ordinance enacted by the Borough Council.

Policy

To insure that all new subdivisions of land are reasonably designed, surveyed and publicly recorded, the Borough should insist that all new divisions of land be approved through the subdivision process.

The property records for Springboro, as well as the Borough boundary, are ambiguous and conflicting in many instances. At the present time surveyors are reluctant to work in Springboro because of the poor property records. With accurate records unnecessary conflict and perhaps financial hardship to individual landowners can be avoided.

Project

To initiate and complete a property boundary "survey" of all properties in Springboro, beginning with the Borough boundary itself.

The Borough Council should authorize annual funding to the "survey" project with some funding taken out of Federal Revenue Sharing monies. The project should be viewed as a long term one which, due to limited funding, may take several years to complete. A small committee, of perhaps those people from the Planning Commission, should be charged with this responsibility and report their progress bi-annually to the Board of Supervisors.

As a first step in this process, all "original" property records should be listed on one ledger. The property line base map developed for this comprehensive plan should be used as a guide. All existing surveys should be gathered by the committee. Where agreement can be reached by adjacent property owners, new deeds based on the survey should be drafted and recorded in the County Courthouse. At a minimum, concrete monuments should be set at the four corners of the Borough, and at street intersections as funds permit.

Cooperation of the public is essential to the success of this project, and should be actively solicited. Private property owners should be encouraged to share the cost of survey for their property. Cooperation should be fostered with Spring Township and residents whose lands adjoin Springboro.

Program To adopt subdivision regulations structured in such a way that the Crawford County Planning Commission staff provides administrative aid, but final subdivision plot approval is under the authority of the Borough.

Currently, the County is in the process of adopting a new set of subdivision regulations which will regulate subdivision activity in all municipalities that do not have their own ordinance.

As a first step in obtaining subdivision control, Springboro should include a clause in its building code which assures that a building permit will not be issued for any construction on land which has been divided until the subdivision has been approved through the current County subdivision procedure.

As a second step the Borough should adopt the new County subdivision regulations, as their own by reference, when they become official. This should be done in such a way that final approval of subdivision plots would be vested with the Borough but the County would aid in administration of the ordinance.

When development pressures warrant, the Borough should consider adopting its own set of subdivision regulations tailored to fit the needs of Springboro.

FACILITIES AND SERVICES PLAN

Objective To promote an efficient network of facilities and services that will satisfactorily serve existing development and promote a maximum of new commercial, industrial and residential development.

Policy To upgrade the Borough's water supply and storm water drainage system in order that the increased growth, envisioned in this plan, can be properly accommodated.

The existing storm water system in the Borough inadequately handles the removal of storm water. The most severe problem is the transportation of water under Main Street into Conneaut Creek. This problem will become more severe as new development occurs on the east side of Main Street increasing the amount of storm water runoff.

The water supply system was originally constructed in 1935, and was adequate for its time. Now, however, improvements are needed to the extremities of the distribution system and the pumping equipment. Also, some lines should be improved by replacing dead ends with a loop to allow equal pressure throughout the distribution system.

Project To do a storm water drainage plan based on the Borough's Land Use Plan recommendations and land use control ordinances.

The storm water plan should locate open channels and subsurface pipe components and establish the size of these water conductors.

The Borough's land use plan should be used as a guide in determining where closed or open systems should be utilized, as well as to set guidelines for drainage system sizes. Many of the streams can, and should remain in open flow. However, easements, to insure public access for maintenance, will probably be necessary in several instances where the water channels flow across private property. Areas that should be piped are generally higher density residential areas in the southern section of the Borough and the commercial district in the central area of the Borough, as indicated on the Land Use Plan. All individual land development proposals should include storm water runoff system plans that will be compatible with the overall drainage plan of the Borough. Improvements to the storm drainage system which carries water under Main Street should be included in any improvements made by Penn-Dot to Route 18.

The storm water plan should also recommend ways in which the improvements to the Borough's drainage system can be funded and constructed.

Project

To prepare a water supply plan for Springboro, based on the Land Use Plan and recommended zoning ordinance, which locates and sizes future distribution lines and which investigates the adequacy of the Borough's water source, the central treatment facility and the storage and pumping facilities.

Future development in the Borough will generally dictate where expansion of the water lines will go. However, new growth can be encouraged in areas that should be developed first by the well planned extension of water lines into these areas before growth occurs. Expansion should be guided by the Land Use Plan in this report and land use control ordinances that may be in effect or are recommended.

The Borough should also develop policies guiding expansions of the water system to areas outside of Springboro and to large developments within the Borough. The Conneaut Valley Housing and Site Development Corporation is proposing to construct twenty-four apartment units just south of Springboro. To be successful, this project will need Borough water. Similar housing projects may be constructed in the future which will also need supplied by the Springboro water system.

Policy

To maintain close contact with the Northwest Crawford County Sewer Authority realizing the operation and gradual enlargement of its services are key elements in the ability of Springboro to grow and achieve the objectives implicit in the Borough's Land Use Plan.

The great majority of the soil in Springboro is unsuitable for on-lot sewage systems. Therefore, the location of public sewers is important in shaping future development. The existing treatment plant can accommodate up to 2,243 new people, or 640 additional households, without expansion. However, there are three municipalities using this system (Springboro, Conneautville and Spring Township) and, in a sense, they are all in competition for the limited existing capacity of the system. Thus Springboro should carefully coordinate any planned sewer extensions with these "neighbors" and the Sewer Authority.

Project

To formally request that the Northwest Crawford County Sewer Authority adopt policies and plans for the extension of its sewage system in Springboro so that such extensions will assist in implementing the Borough's Land Use Plan.

The land use plan shows generally how the land in Springboro should be developed. This plan should be used in planning the size and location of future sewer extensions. Later, when and if zoning regulations are adopted by the Borough, more detail will be available on the densities permitted in each area of the Borough. This will further aid in planning sewer extensions.

In an effort to encourage efficient land use arrangements and to promote the land use plan, the Springboro Planning Commission has developed a plan map suggesting where new residential development should locate first. The map shows the general location of extensions to serve these new areas. (See map in Appendix 2)

The plan would extend a collector line from the main interceptor line on Beaver Street north along the railroad track and eventually into Spring Township. This line should be large enough to serve future industrial development plus any eventual development north of the Borough in Spring Township.

The area in the southwest corner of the Borough could be served by two collector lines. According to the plan, one line would extend along Crazy Run Creek and the other would run along the western fringe of the flood plain of Conneaut Creek. Because of the sloping topography, sewage could flow by gravity into these collectors. Spring Township's land use plan encourages community development types of uses south of this area of the Borough. The collectors, therefore, should be sized in anticipation of new development in this part of the Township.

The southeast section of the Borough could also be served by two collector lines. One would extend the existing sewer line along Spring Street to the eastern edge of the Borough. The other would follow the small stream approximately three hundred feet south of Cussewago Street.

The northeast corner of the Borough is shown as being served by two collectors extending east from Main Street to the edge of the Borough. One line starts between Pickle Alley and North Street; the other begins just south of Mineral Springs Park.

Policy

To continue to provide financial support to the Springboro Volunteer Fire Company which provides fire protection to Borough residents and also aids surrounding municipalities.

The fire company receives approximately eight hundred dollars per year, or two percent of the Borough's total expenditures. The volunteer fire company has been serving the community since 1931. Even with increased growth the company should be able to adequately provide service to Springboro, especially with Borough support.

Project

Elected and appointed Borough officials should assist the Springboro Volunteer Fire Company in locating a site for the construction of a new fire house.

A need for increased space has prompted the fire company to seek a new site. Also, access to fires and other emergency calls is hampered and somewhat unsafe due to congestion of the present location and the presence of a traffic signal nearby. The land use plan encourages high density development in the area where the fire company is now located - mainly commercial. This type of development increases both vehicular and pedestrian traffic which would thus add to the inefficiency of the present site.

Ideally, the new site should be located somewhere in the Borough on the outskirts of town where Springboro and surrounding communities can be efficiently and safely served. A site which seems to fit these qualifications is Mineral Springs Park which is also owned by the Fire Company.

Policy

To continue to provide financial support for the Springboro Public Library and, once the Fire Company moves to a new location, to take steps to convert their present quarters for Borough needs including needed space for the Library.

Currently, the library contains only 472 square feet and houses approximately 2,500 books, which is the minimum number of volumes required by the State for a public library. Because of limited space, the addition of new books is difficult. As the population grows, it will become increasingly difficult to adequately provide library service, unless more space can be found.

The Springboro Public Library is a member of both Crawford County and Erie County Library systems. Libraries belonging to the Crawford County System receive money from the County for operating expenses and for purchasing books and equipment. The amount of money each library receives is in porportion to the amount the library itself donates to the system. Therefore, any increased funding the Springboro Library receives from the Borough Council will result in added money being received from the County system.

Policy

The Borough should consider providing off-street parking in or near the commercial center in order to better serve the existing uses and to encourage new establishments to locate in the downtown area.

At the present time, parking is not a great problem. However, as growth occurs, the need for parking facilities will increase. The well planned placement of parking facilities can help carry out the aims of the Land Use Plan by encouraging the concentration of commercial development and also minimize traffic congestion. As a part of this strategy, new businesses should be encouraged to provide their own off-street parking.

Project

To develop site plans and possible locations for a municipal off-street parking lot in order to serve the existing businesses in the shopping core of the Borough.

A new parking facility should be constructed to strengthen the existing commercial establishments along Main Street and encourage the location of new businesses in the abandoned structures on the corner of Main and Cussewago Streets. A possible area for a new parking lot is the Borough owned lot on the northeast corner of Main and Cussewago Streets.

Policy

To maintain and to upgrade, where necessary, all Borough streets and rights-of-way in conformance to standards adopted by the Borough.

Roads have a major influence on community development patterns. New roads should have continuity and should be constructed to promote efficient land use patterns. It is important for the Borough to develop a set of road classifications and standards so new roads built through the subdivision process are constructed to acceptable standards. Different standards should be set depending upon the classification of the road. For example, a major road such as Route 18 or Beaver Street should contain a wider right-of-way and be constructed of sturdier material than a service or access street such as Union or Oak Streets. Also, standards are needed for sidewalk construction, street lighting, curbs and tree plantings.

Project To develop street classifications and standards for the street system in Springboro including right-of-way widths, pavement widths, sidewalk and curb construction, street tree plantings and street pavement specifications.

Currently, the Borough has no policies or standards to guide in the construction and maintenance of the above facilities. Projects are handled on a case by case basis as the need arises. Over the past years this method has been essentially adequate. However, as growth occurs, and the population increases, street maintenance demands will require scheduled advance planning.

A set of standards should be developed to insure adequate and consistent construction of public and private facilities. These standards should be adopted by the Borough Council after appropriate evaluation and discussion. PennDot and the Crawford County Planning Commission should be used as resources in establishing recommended standards.

Project The following two road projects are listed as current needs: (1) the paving of Oak Street, and (2) improvement of the bridge located on Beaver Street over Crazy Run.

Oak Street is the only regularly used street in the Borough that is not paved. However, it is listed by the Borough Council as the next street project and is scheduled to be paved in 1980.

In the summer of 1978 PennDot surveyed all state maintained bridges in northwest Pennsylvania. The bridge on Beaver Street over Crazy Run was rated as poor on this survey, which means immediate repairs are needed. Springboro Council should express its support to PennDot for this project. Funding should come through state and/or federal Off-Systems Program money. The Off-Systems Program is a means of channelling federal dollars into local bridge and highway projects.

Project

To write letters and make direct contact with the Crawford County Planning Commission, the Crawford County Commissioners and the District 1-0 Office of PennDot relative to the need for reconstructing State Route 18 from Conneautville north to the Erie County boundary including the reconstruction of drainage structures under the road in Springboro.

The reconstruction of Route 18 should include the elimination of "Campground Curve" through realignment. Also, the paved roadway should be widened, within the existing fifty foot right-of-way, to twenty-two feet. This should be done in such a manner that existing tree plantings along the right-of-way are preserved to the fullest possible extent. These improvements to Route 18 are also recommended by Spring Township through their comprehensive planning process.

Relatively detailed plans for these improvements have been developed through this planning process and they have been transmitted to PennDot's District 1-0 Office. This project is discussed in more detail in the special study section of the Background Information.

Major highway reconstruction and new construction projects must be listed on the State Twelve Year Highway Program in order to be funded. PennDot utilizes county planning commissions to coordinate and obtain local comment on which projects should be in this program. The Crawford County Planning Commission in turn has organized a Highway Advisory Committee which is a forum for expressing local municipal needs in connection with this program. Any major bridge and highway improvements for state maintained roads which the Borough believes should be scheduled for the next twelve years should be communicated to this committee. The Route 18 improvement would be such a project.

Policy

To support responsible efforts by higher levels of government to improve solid waste disposal services and to insure that such services will be available at reasonable costs in future years.

Recent regulations enforced by PennDER have caused all of the sanitary landfills to be closed in Crawford County. None of these landfill sites were large enough or operated on a large enough scale to meet stiffer environmental standards. Solid waste in Crawford County is hauled to adjacent counties for disposal. The future of reasonably priced disposal services is questionable. There is no one municipality in the County large enough to be able to afford to open a new landfill and other methods of disposal appear too costly. Though Springboro has no problems with its own solid waste pick up and disposal, support from the Borough will be important if a workable county-wide system is to get off the ground.

Project

The Borough Council should pass a resolution requesting: (1) the Board of County Commissioners to take a leadership role in proposing a satisfactory solution to solid waste disposal problems in the county, and (2) that the County's Solid Waste Management Plan be revised and in so doing local municipalities be involved in the revision process.

Borough Council should also indicate to the County Commissioners that it is willing to adopt ordinances regulating solid waste collection practices, providing a reasonable area-wide, or county-wide solid waste management plan is developed and implemented.

Policy To initiate an annual method of financial support for the Conneaut Valley Medical Center in Conneautville.

The medical center in Conneautville provides a needed service, but its history has been plagued for a lack of adequate financial support, and it does not operate twenty-four hours a day. Alternates to the Conneaut Valley Medical Center involve trips to either Meadville, Conneaut, Erie, or Greenville. An annual contribution from the Borough would help to keep this vital facility in operation.

Policy To depend on the State Police to provide police protection to the residents, but to recognize that as population increases this course of action likely will not provide adequate service. At such time, when more extensive police protection is needed, the Borough should investigate the possibility of an intermunicipal police force.

At the present time, an intermunicipal police force is not financially feasible. Also, most residents feel that extra police protection is not presently warranted. However, some time in the future, a Council of Governments (COG) could be formed by the municipalities in the Conneaut Valley area to share many municipal services including police protection.

Policy If, and when, the number of elementary aged school children in the Borough reaches approximately 300, consideration should be given to the location of a public elementary school in Springboro.

In 1970 the percent of elementary school age children (ages 5 - 11) in the Borough was seventeen percent, or a total of 99 out of 584 people in the Borough. If all the single family residential land in the Borough as shown on the Land Use Plan map was developed, the elementary school aged population would be approximately 843 children. (See policy concerning residential development). Also, the area in Spring Township north of Springboro would likely be served by an elementary school in the Borough.

HOUSING PLAN

Objective To improve the housing stock of Springboro and to provide sufficient housing and/or available land for new construction in order for the Borough to realize its maximum growth potential.

Policy To support the efforts of the Conneaut Valley Housing and Site Development, Inc., a non profit corporation whose goal is the achievement of new housing construction in the Conneaut Valley.

This Corporation was formed in 1979 to make use of federal loan subsidy programs for new housing construction. The leadership of this Corporation comes from the Conneaut Valley area. New housing starts have been generally slow in the Conneaut Valley. There is virtually no rental housing available. The Federal Farmers Home Administration provides a program mechanism for non-profit organizations led by diligent public spirited citizens to get new rental housing under construction. Being non-profit, the corporation needs financial support from time to time as well as donated expertise in various fields involving rental house development.

Policy The encourage the Board of County Commissioners to reactivate the County Housing Authority in order to channel federal aid into housing rehabilitation loan programs in the Township.

Springboro is not able to participate directly in housing rehabilitation loan programs. The Borough must work through a county-wide authority in order to make low interest rate rehabilitation loans available to its residents. The County created a housing authority in past years, but currently it has no appointed members and is not functioning.

Project The Borough Council should pass a resolution showing its support for the Crawford County Commissioners to activate the County Housing Authority, enabling this organization to "pass through" loan and grant money for housing rehabilitation.

Policy To regulate new building construction to insure safe conditions and quality construction in accordance with modern building standards, and to provide for the removal of dilapidated structures endangering the public health, safety and welfare.

Program To investigate the use of housing and building codes to improve the quality of housing in the Borough.

Housing codes generally govern existing structures to insure compliance with minimum health and safety regulations. A housing code would provide for the inspection of all housing units to insure adequacy of such things as light, air, heat and ventilation. However, a code could be adopted that would control only rental units.

Building codes provide for the inspection of all new building construction to insure compliance with regulations governing such things as construction materials, plumbing facilities, electrical wiring, etc. The BOCA Basic Building Code is a common model ordinance used by municipalities. At the time this report was being written, Springboro Council was considering the adoption of the BOCA Code, tailored to fit the needs of the Borough. It should be pointed out that housing and building codes are sometimes difficult to enforce. If either or both of these codes are adopted by the Borough, a conscientious and dedicated building inspector should be appointed.

Program To investigate the use of ordinances which give the Borough authority to remove or repair structures that are a definite threat to the public health, safety and welfare.

Funds for the removal of dilapidated or unsafe structures would most likely have to be front ended by the Borough. Costs would be recovered by the placement of a municipal lien or assessment against the property. Borough Council was in the process of considering such an ordinance at the writing of this report.

BOROUGH IMAGE PLAN

Objective To improve the overall visual image of Springboro, especially along Main Street (Route 18) and, in so doing, helping to attract new residents and business to the community.

The Borough recognizes the importance of a good community image in attracting new residents and businesses. The following policies have been developed in an attempt to improve the appearance of the Borough. For these policies to be successful, the cooperation of the whole community needs to be enlisted.

Policy To promote an improved image of the Borough as it is viewed from Main Street, being concerned with the appearance of the public street space and the private uses adjacent to the street.

Main Street in Springboro has a unique image that should be promoted to improve the appearance of the Borough to attract new residents and businesses. Tree plantings, sidewalks and street curbing should be used to offset the sharp transition from the street to private homes and businesses.

Policy The Planning Commission shall encourage voluntary "fix-up" and restoration programs to improve the appearance of buildings and property throughout the Borough.

SUMMARY OF PROJECTS AND PROGRAMS

For purposes of clarification and easy reference the projects and programs recommended in the Plan have been summarized below. No attempt was made to develop a priority list of all the projects and programs. Several of the projects depend upon when, and if, financing becomes available; several others can be carried on concurrently. However, this plan recommends that the next step in the planning process be the development of land use control ordinances, i. e. zoning and subdivision regulations, as recommended in the Land Use Plan. In the Facilities and Services Plan the highest ranking projects are the development of a storm water drainage plan and improvements to the Borough's water system. The first priority in the Housing Plan is the investigation of housing and building codes. The development of a streetscape plan for Main Street tops the list in the Borough Image Plan. The following summary of projects and programs are in order as they appear in the Plan.

Land Use Plan

- The Borough should support a county-wide industrial development program.
- Manage and develop existing recreational and open space lands in the Borough - acquiring additional lands where necessary.
- Development of site plans for: Mineral Springs Park, Community Ball Field and Community Building Site.
- Accurately identify flood hazard soils through a "Type 15" study.
- Develop a suggested zoning ordinance.
- Initiate and complete a property boundary survey.
- Obtain subdivision control in three stages

Facilities and Services Plan

- Develop a storm water drainage plan.
- Prepare a water supply plan.
- Request the Northwest Crawford County Sewer Authority to adopt policies and plans for extension of sewers.
- Locate a new site for the Springboro Volunteer Fire Company.
- Provide off-street parking in the town center.
- Develop street classifications and standards for the street system.
- Paving of Oak Street and improvement of Crazy Run Bridge.
- Reconstruction of State Route 18 from Conneautville to Erie County border.
- Support the revision of the County's Solid Waste Management Plan and encourage a solution to the solid waste disposal problem in the County.

Housing Plan

- Support the activation of a County Housing Authority.
- Investigate the use of housing and building codes.
- Investigate the use of an ordinance to remove substandard structures.

Borough Image Plan

- Prepare a streetscape plan for Main Street.
- Investigate the establishment of an historic district along Main Street.
- Encourage voluntary "fix-up" and restoration programs.

Appendices

Appendix 1

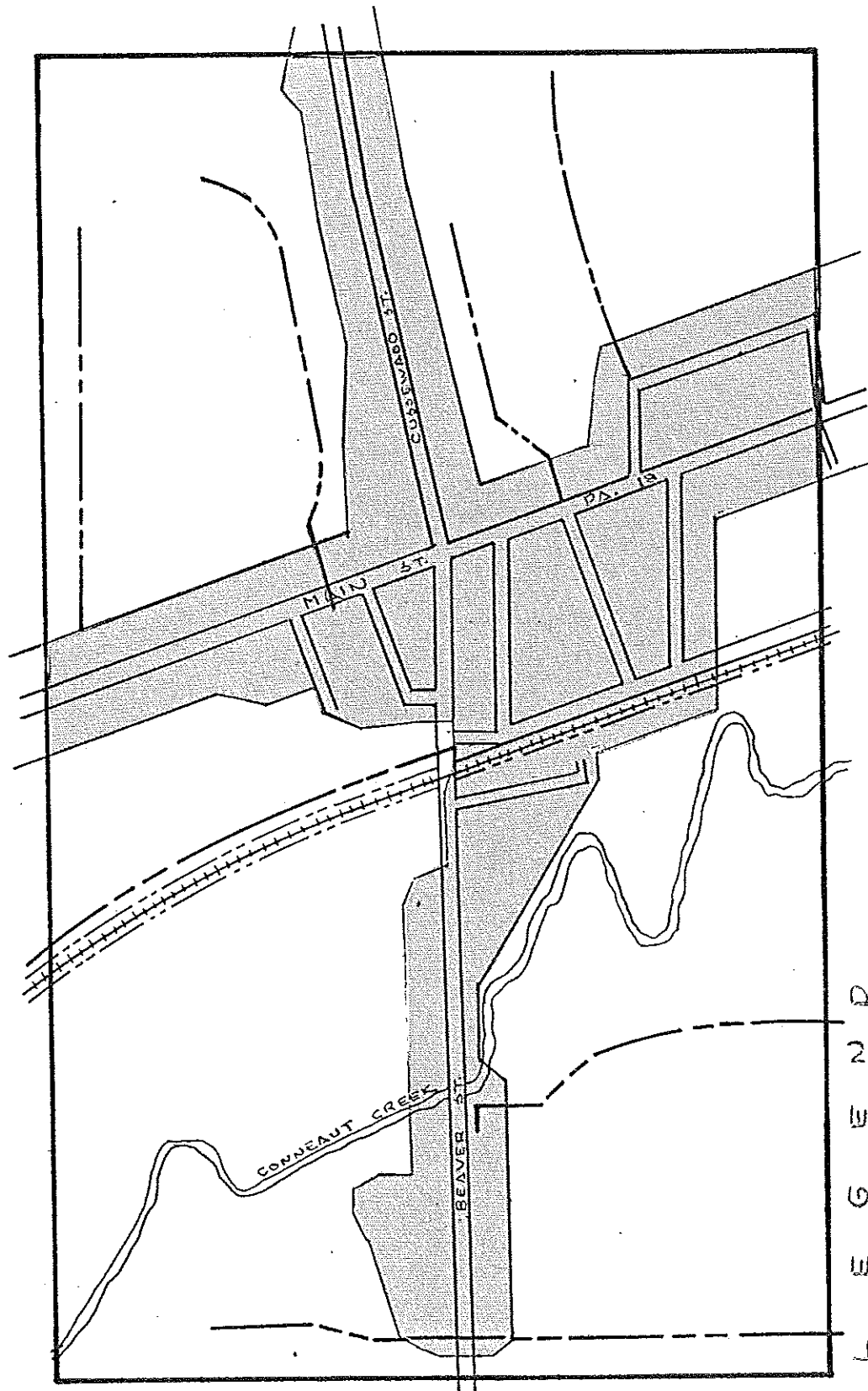
SUPPORTING MATERIAL

This appendix contains a listing of maps and studies developed through this Comprehensive Plan which could not be entirely included in this document. However, this important supporting information is on file either with Springboro Officials or in the Offices of the Crawford County Planning Commission.

1. Albro Industrial Park - Estimated Possible Employees (Statistics)
2. Albro Site, Springboro Borough, October 1978 (Map)
3. Centennial Edition 1865-1965, Springboro, Pennsylvania (History)
4. Development Study and Vicinity of Proposed Alignment of Route 18 in area of Conneaut Valley Schools, January 1979 (Map)
5. Excessive Slopes and Flood Plain, Springboro, Pennsylvania (Map)
6. Existing Sewer Service Area and Suggested System and Road Extensions, Springboro, May 1979 (Map)
7. Exterior Housing Survey, Springboro, 1978-1979
8. Federal Insurance Administration Flood Hazard Boundary Map, Borough of Springboro, Pennsylvania (Crawford County) June 21, 1974 and October 24, 1975 (Two Maps)
9. Flood Prone Areas Appeal Map, Springboro Borough, April 1975 (Map)
10. Land Use Plans - Alternatives Rejected (Maps)
11. Location of Multi-Family Housing, Springboro, (Maps)
12. Property Line Base Map, Springboro Borough, February 1978
13. Property Line Base Map - showing lot sizes in square feet and acreage, Springboro Borough, June 1978
14. Property Line Base Map - showing ownership and acreage for large parcels, Springboro Borough, April 1978

15. Proposed Site Plans for Albro Industrial Park - A and B, October and November 1978 (Maps)
16. Proposed Subdivision - southeast section of Springboro (Crawford County Planning Commission) 1978 (Map)
17. Sewage System - Existing, Springboro, 1978
18. Study Conneaut Valley Housing and Site Development Project, February 1979
19. Study: Street Patterns - Lotting - Housing Types, September 1978 (Map)
20. Topographic Map, Springboro Borough, scale one inch = two hundred feet
21. Water Works System, Springboro, 1978 (Map)

Appendix 2



N

EXISTING SEWER SERVICE
AREA AND SUGGESTED
SYSTEM EXTENSIONS

1979

SCALE 1"=800'

