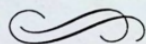


MERGER STUDY
OF
KINGSTON AND PRINGLE
BOROUGH



1963

INSTITUTE OF MUNICIPAL GOVERNMENT
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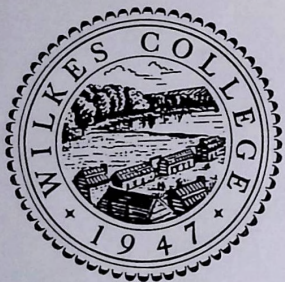
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INTRODUCTION

Following public discussion regarding possible merger of Pringle and Kingston, both Borough Councils requested the Institute of Municipal Government of Wilkes College to undertake a study of the basic cost factors involved in the merger of the two boroughs.

This study is limited to a review of the existing structure of government in each borough, and the services currently rendered by each borough to its citizens. It is followed by an estimate of the probable services, costs, and potential revenue involved should the two boroughs merge. No attempt is made in this study to measure the administrative efficiency of the services now provided in the two boroughs.

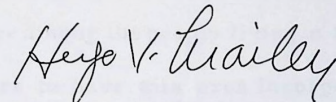
The basic material presented herein was gathered from official reports and personal interviews with responsible borough officials whose word has been accepted as reliable.

Certain assumptions have been made from the material and data. These were made by the Institute of Municipal Government and are believed to be reasonable. Therefore, conclusions based upon the factual information developed are those of the Institute.

The study has deliberately skirted the political considerations which oftentimes weigh heavily in the potential merger of municipal units of government.

It is the firm belief that the study does provide sufficient and comprehensive basic information for the use of the responsible citizen in considering the matter of potential merger of Kingston and Pringle without any political involvement.

Acknowledgements are made to Mr. Willis Pettebone, Secretary of the Kingston Borough Council; Mr. Martin Galletti, Secretary of the Pringle Borough Council; Mr. Robert S. Dew, Assistant Superintendent of the Luzerne County Schools; Mr. J. Stuart Weiss, Secretary of the Kingston School Board; Mr. Edward Heiselberg, Director of Planning, Luzerne County Planning Commission, all of whom assisted materially in this pioneer effort in Wyoming Valley to appraise the potential of merger.



Hugo V. Mailey, Director
Institute of Municipal Government
Wilkes College

CHAPTER I

HISTORICAL BACKGROUND

Kingston

About 1770, Kingston and Pringle, along with several other present day boroughs, formed a tract of land on the right bank of the Susquehanna River known as "Forty Township." Historically, this name was derived from the forty original settlers from Connecticut who established a settlement in Wyoming Valley. This informal designation was later superceded officially by naming the tract Kingston Township.

In 1830, a movement arose among the people living in the vicinity of what is now Kingston Corners to have this area incorporated as a borough. The proposal, however, was defeated because of opposition from the rest of the township. As the population increased with the influx of more settlers, the movement to incorporate this area as a borough gained new impetus. This time the movement was successful, and, with a population of 598, Kingston was incorporated by court decree on November 23, 1857.

Since its incorporation, Kingston has annexed the former borough of Dorranceton through a popular referendum held on July 19,

1921. A later attempt to annex Kingston to Wilkes-Barre failed at an election on November 2, 1926.

Pringle

The history of Pringle follows much the same path as that of Kingston. In February, 1837, Thomas Pringle, an early settler from New York State, purchased a large farm located partly in the present borough of Pringle and partly in the present borough of Kingston. The bulk of the farm was centered around what is now Pringle Street.

With the passage of time, a small settlement developed around Pringle's farm and came to be known as "Pringle Hill." A similar development also took place adjacent to "Pringle Hill" and became known as "Cooper Hill."

In March, 1906, Pringle Township was created by court decree in a final division of Kingston Township. In 1912, a petition was presented to the Court by the inhabitants of "Pringle Hill" and "Cooper Hill," requesting incorporation as a single borough. As a result, a new borough was created by court decree on January 17, 1914. The new borough was named Pringle in honor of Thomas Pringle upon whose farm the village of "Pringle Hill" developed.

2. AREA AND LOCATION

Kingston and Pringle are adjacent boroughs in the northeastern

attempt to annex Kingston to Wilkes-Barre failed at an
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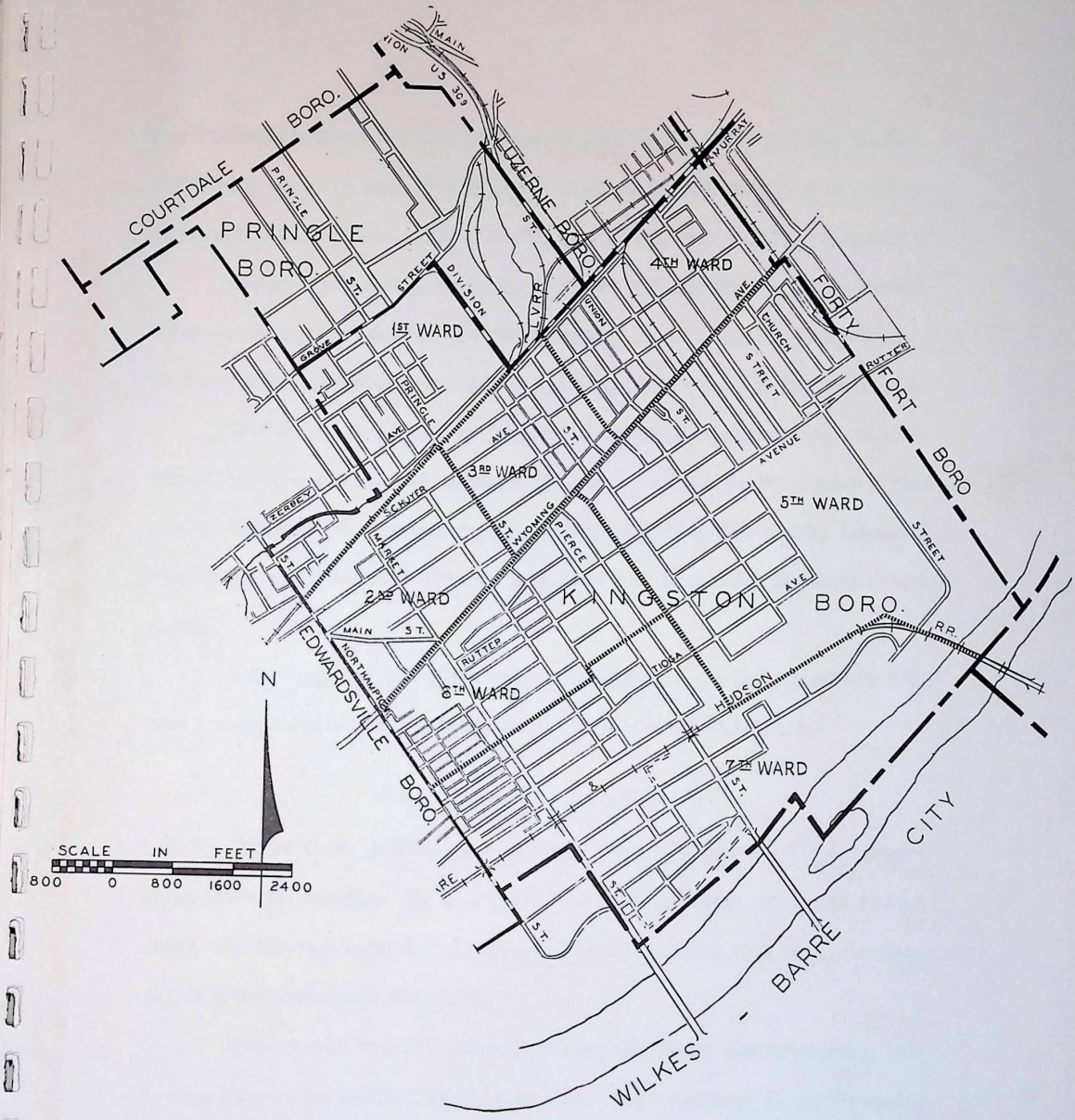
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2. AREA AND LOCATION

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MAP OF
KINGSTON AND PRINGLE BOROUGHS

portion of Luzerne County, located in the center of Wyoming Valley. Both boroughs are part of a tract of land extending from the northwest bank of the Susquehanna River to the foot of the surrounding mountains.

Kingston includes an area of about 2.2 square miles, whereas Pringle comprises an area of approximately .5 of a square mile. There is no natural physical separation existing between the two boroughs.

Pringle is bordered by Courtdale Borough to the north, Luzerne Borough on the east, and Edwardsville and Larksville Boroughs to the west. Kingston is bounded by Wilkes-Barre City to the south, Luzerne and Forty Fort Boroughs to the east, and Edwardsville Borough to the west.

According to the 1960 census, Kingston, the larger of the two, had a population of 20,261 inhabitants, with Pringle at 1,418.

3. TRAFFIC ARTERIES

Three U. S. routes pass through Kingston and two U. S. routes pass through Pringle. U. S. route 11 enters Kingston from the southwest, and follows Wyoming Avenue to Forty Fort Borough line, continuing in a northeasterly direction.

Routes 309 and 118 enter the borough from the southeast, following Pierce Street to Wyoming Avenue. They continue along Wyoming Avenue to Union Street, where they turn in a northerly direction leaving the borough at the Erie-Lackawanna railroad crossing. As routes

309 and 118 leave Kingston Borough along Union Street, continuing to the northwest, the combined routes are on the boundary between Pringle and Luzerne Boroughs.

The State Highway Department has had under consideration a Cross-Valley Link from the Dallas road (U. S. routes 309 and 118) to the major expressways on the east side of Wyoming Valley. Several roads have been suggested to alleviate the congestion from the Dallas road. One route which has been proposed for the Link would begin just north of the junction of U. S. 309 and 118 with the Erie-Lackawanna Railroad at Kingston then follow a southeasterly direction in the area of Vaughn and Lathrop Streets, thence through the rather thinly urbanized northeastern section of Kingston Borough across the River. Another proposal would have the Link start just west of the Erie-Lackawanna Railroad, proceeding in a southerly direction paralleling the railroad past the Narrows Shopping Center, then easterly just south of the Gateway Shopping Center and over the proposed new bridge across the River.

4. POPULATION CHARACTERISTICS

Knowledge of population characteristics is basic to understanding the needs of the people and the services which local governments must offer.

Presented below is the population trend for Luzerne County, Kingston, and Pringle from 1940 through 1960.

	<u>1940</u>	<u>% Change</u>	<u>1950</u>	<u>% Change</u>	<u>1960</u>
Luz. Co.	441,518	-11.2	392,241	-11.5	345,972
Kingston	20,679	2.0	21,096	- 4.0	20,261
Pringle	2,000	-15.8	1,727	-17.9	1,418

It is noted from the data above that the population of Luzerne County has constantly decreased from 1940 to 1960. The per cent decrease amounted to 11.2% from 1940 to 1950 and 11.5% from 1950 to 1960.

Kingston's population trend did not follow that of Luzerne County in that the population increased in 1950 over 1940 by 2% and the decrease between 1950 and 1960 amounted to only 4%.

Pringle's population trend declined more than the County. Pringle experienced a population decrease of 15.8% between 1940 and 1950 and a 17.9% decrease between 1950 and 1960.

Whereas the population decrease for Kingston in the ten year period between 1940 and 1960 has been only 418 or about 2%, Pringle has lost 682 persons, or approximately 1/3 of its 1940 population.

The greater Wilkes-Barre area contains about 150 square miles with a density of 1,091 for 1960. Kingston has an area of about

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One route which has been proposed for the Link would begin just west of the junction of U. S. 309 and 118 with the Erie-Lackawanna Railroad at Kingston then follow a southeasterly direction in the area bounded by Lathrop and Lathrop Streets, thence through the rather thinly urbanized northeastern section of Kingston Borough across the River. Another proposal would have the Link start just west of the Erie-Lackawanna Railroad, proceeding in a southerly direction paralleling the railroad and past the Narrows Shopping Center, then easterly just south of the Wyoming Valley Shopping Center and over the proposed new bridge across the river.

4. POPULATION CHARACTERISTICS

Knowledge of population characteristics is basic to understanding the needs of the people and the services which local governments can provide.

Presented below is the population trend for Luzerne County, Kingston, and Pringle from 1940 through 1960.

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Whereas the population decrease for Kingston in the twenty-year period between 1940 and 1960 has been only 418 or about 2%, Pringle has lost 682 persons, or approximately 1/3 of its 1940 population.

The greater Wilkes-Barre area contains about 150 square miles with a density of 1,091 for 1960. Kingston has an area of about 2.2

square miles with a density of 9,209.5 persons per square mile. Pringle with approximately 5/10 of a square mile in area has a density of population of 2,664.1 persons per square mile. This population density and the extent of open land indicates relatively greater development possibilities in Pringle than in Kingston, other factors being equal.

The age and sex distribution of the population of the two boroughs, presented below, is significant in the estimation of future municipal service requirements.

Age Group	KINGSTON				PRINGLE			
	Male	Female	Total	%	Male	Female	Total	%
Under 5 years	728	712	1,440	7.1%	68	59	127	8.9%
5-14 years	1,520	1,518	3,038	15.0%	130	159	289	20.4%
15-24 years	873	1,108	1,981	9.8%	96	115	211	15.0%
25-34 years	824	1,000	1,824	9.0%	79	79	158	11.1%
35-44 years	1,124	1,409	2,533	12.5%	94	125	219	15.4%
45-54 years	1,628	1,865	3,493	17.2%	113	97	210	14.8%
55-64 years	1,508	1,824	3,332	16.4%	55	45	100	7.1%
65 - and over	1,080	1,540	2,620	13.0%	50	54	104	7.3%
TOTALS:	9,285	11,576	20,861	100.0%	685	733	1,418	100.0%

SOURCE: U. S. CENSUS - 1960

The table above indicates that Kingston's population is grouped more heavily in the 35 to 64 age group. Approximately 60% of the Kingston population is over 35 years of age as of the 1960 census.

a density of 9,209.5 persons per square mile. Pringle has a density of 5/10 of a square mile in area has a density of 4.1 persons per square mile. This population density of open land indicates relatively greater development in Pringle than in Kingston, other factors being equal. The age and sex distribution of the population of the two boroughs below, is significant in the estimation of future municipal requirements.

<u>KINGSTON</u>			<u>PRINGLE</u>			
Female	Total	%	Male	Female	Total	%
712	1,440	7.1%	68	59	127	8.9%
1,518	3,038	15.0%	130	159	289	20.4%
1,108	1,981	9.8%	96	115	211	15.0%
1,000	1,824	9.0%	79	79	158	11.1%
1,409	2,533	12.5%	94	125	219	15.4%
1,865	3,493	17.2%	113	97	210	14.8%
1,824	3,332	16.4%	55	45	100	7.1%
1,540	2,630	13.0%	50	54	104	7.3%
11,576	20,261	100.0%	685	733	1,418	100.0%

CENSUS - 1960

above indicates that Kingston's population is grouped in the 35 to 64 age group. Approximately 60% of the population is over 35 years of age as of the 1960 census.

About 15% of the population is in the age group 5 to 14 - elementary and junior high school age.

By comparison less than 45% of the Pringle population was over 35 years of age at the time the 1960 census was taken; the percentage in the age group 5 to 14 years is about 1/5 of the total population of Pringle. While Pringle may be as old a community as Kingston, nevertheless the population data seem to indicate that there is a larger younger element in Pringle than in Kingston. This information is significant in considering school needs and school problems in any merger study.

5. POPULATION AND HOUSING

It is necessary to break down the population and dwelling units in both Kingston and Pringle in order to more clearly understand municipal needs and services.

The information on population and housing by wards in both boroughs is presented in the table on the following page:

a density of 9,209.5 persons per square mile. Primarily 5/10 of a square mile in area has a density of 54.1 persons per square mile. This population density of open land indicates relatively greater development than in Kingston, other factors being equal. The sex distribution of the population of the two boroughs below, is significant in the estimation of future municipal requirements.

<u>KINGSTON</u>			<u>PRINGLE</u>		
Female	Total	%	Male	Female	Total
712	1,440	7.1%	68	59	127
1,518	3,038	15.0%	130	159	289
1,108	1,981	9.8%	96	115	211
1,000	1,824	9.0%	79	79	158
1,409	2,533	12.5%	94	125	219
1,865	3,493	17.2%	113	97	210
1,824	3,332	16.4%	55	45	100
1,540	2,630	13.0%	50	54	104
11,576	20,261	100.0%	685	733	1,418

CENSUS - 1960

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Population and Housing

<u>Kingston</u>	<u>1960 Population</u>	<u>1960 Housing</u>
Ward 1	2,400	781
Ward 2	1,723	572
Ward 3	2,251	678
Ward 4	2,299	776
Ward 5	3,925	1,285
Ward 6	3,448	1,168
Ward 7	<u>4,215</u>	<u>1,420</u>
	20,261	6,680
<u>Pringle</u>		
Ward (1 and 2)	<u>1,418</u>	<u>416</u>
Grand Total	21,679	7,096

SOURCE: U. S. Census Report - 1960

The above table reveals that the wards in Kingston vary in population. It is likewise apparent that the total population of Pringle is less than any of the 7 wards of Kingston.

6. LABOR AND INDUSTRY

Kingston Borough includes a balance of residential, commercial, and manufacturing activity.

The manufacturing base of the borough is comprised primarily of apparel, food, tobacco, textile, wood products, aircraft parts, and other miscellaneous items. At present there are no mining operations carried on in Kingston Borough.

At the close of 1962, the largest employer in the Borough was

Population and Housing

<u>1960 Population</u>	<u>1960 Housing</u>
2,400	781
1,723	572
2,251	678
2,299	776
3,925	1,285
3,448	1,168
<u>4,215</u>	<u>1,420</u>
20,261	6,680
<u>1,418</u>	<u>416</u>
total 21,679	7,096

Census Report - 1960

Table reveals that the wards in Kingston vary in population. It is likewise apparent that the total population of Pringle is less than that of the wards of Kingston.

6. LABOR AND INDUSTRY

Pringle Borough includes a balance of residential, commercial, and manufacturing activity.

The manufacturing base of the borough is comprised primarily of the tobacco, textile, wood products, aircraft parts, and other miscellaneous items. At present there are no mining operations in Pringle Borough.

In the case of 1962, the largest employer in the Borough was

the General Cigar Company, Inc., which employs over 900 people when working at full capacity. This firm employs a high percentage of female workers.

Kingston has recently zoned a large area for heavy industry in the Kingston Industrial Park, with ready access to two railroad spurs.

According to the 1961 Industrial Census of Pennsylvania, prepared by the Pennsylvania Department of Internal Affairs, there are 35 manufacturing firms in Kingston employing 3,600 people.

NUMBER OF EMPLOYEES	NUMBER OF EMPLOYERS
0-25	11
26-50	5
51-100	1
101-200	5
201-300	5
301-400	2
401-500	4
<u>501-1,000</u>	<u>2</u>
3,600 employees	35 employers

Of the total 3,600 employees, there were 1,993 male workers and 1,607 female workers.

There are no manufacturing industries in Pringle, according to the 1961 Industrial Census of Pennsylvania.

7. KINGSTON-PRINGLE MERGER

Considering the historical background, area, and location, and general population characteristics, the two boroughs of Kingston and

Pringle would appear to be a unified community. There appears to be no underlying economic or social factor that might tend to continue a division should the two towns merge. As a matter of fact, historically speaking, both communities were really part of a larger tract called Kingstown Township, and merger would merely serve to reunite what was once a single township. A Kingston-Pringle merger would present Kingston with a timely opportunity to reappraise its system of electing councilmen. That this should be done is quite apparent from the data on population by wards. If it is not accomplished, it will serve only to perpetuate the unrepresentativeness which has developed as a result of the increase and shift in population in Kingston over a number of decades.

CHAPTER II GENERAL GOVERNMENT

The corporate powers of Kingston and Pringle Boroughs are vested in an elected Council, a Mayor, and other elected or appointed officers. The Council is the hub around which all borough activities revolve. It passes ordinances, levies taxes, appropriates money and is responsible for all administration except police, which is the responsibility of the Mayor.

1. TOTAL EXPENDITURES

General government expenditures for both communities for selected years are found in the following table.

General Government Expenditures

<u>Year</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$58,937.13	\$2,946.98
1960	60,432.48	3,346.61
1959	44,163.70	2,565.81
1958	43,421.17	2,342.62
1957	39,694.37	4,468.00
1956	37,924.85	2,525.00
1955	30,658.20	2,797.00

General government expenditures for Kingston Borough have been increasing at a fairly steady rate. These expenditures in Pringle

have been a little more erratic. Unusual fluctuations in expenditures such as Pringle in 1957 and Kingston in 1960 are largely due to purchases of minor equipment or unusual legal and engineering fees incurred during that year. For example, in 1957 Pringle purchased a new stoker and made extensive repairs to the borough buildings at a cost of \$1,000.

As seen from the table, the cost of general government in Kingston has increased approximately 92% from 1955 to 1961, whereas it actually decreased about 5% for Pringle from 1955 to 1961.

2. GENERAL GOVERNMENT EXPENDITURES FOR 1961

The items and their amounts, listed below, were extracted from the 1961 Kingston Borough Financial Report and the 1961 Pringle Borough Auditor's Report for 1961.

ITEMS	KINGSTON	PRINGLE
Mayor	\$ 2,400.00	\$ 300.00
Councilmen	8,300.00	-----
Secretary	4,800.00	300.00
Treasurer	300.00	269.63
Auditors	782.50	240.00
Clerks	1,212.50	-----
Solicitor	3,590.91	300.00
Other Legal Expenses	220.69	200.00
Engineering Services	229.00	15.00
Office Materials & Supplies	1,953.59	77.39
Salaries, Wages - Janitor - Boro.Bldg.	3,401.20	-----
Materials and Supplies - Boro.Bldg.	290.49	20.83
Repairs - Boro. Bldg.	679.87	38.50
Telephone	878.22	-----
Rent of Offices or Buildings	3,300.00	-----
Tax Collection	5,956.14	456.22
Miscellaneous	20,642.02	729.41
TOTAL	\$58,937.13	\$2,946.98

Kingston

The mayor, elected by popular vote for a four-year term, is the chief executive officer of the borough. According to the Code, the salary of the Mayor may be fixed up to \$3,000 in boroughs having 20,000 or more inhabitants. The salary of the Mayor is \$2,400 per year.

Kingston is divided into seven wards. One councilman is elected from each ward. Each councilman receives an annual salary of \$1,200, at the rate of \$100 per month. This is the maximum amount allowed under the Code for boroughs of 10,000 or more inhabitants. The total expenditure for councilmen's salaries for 1961 was \$8,300 instead of \$8,400 due to a one-month council vacancy caused by death.

From time to time, additional clerical help or a part-time stenographer is employed. This amounted to \$1,212.50.

Other than the elected officials, Kingston employs a full-time Borough Secretary to perform many of the routine administrative duties required in daily borough business. His tasks include: keeping financial records, making payrolls, handling complaints from citizens, and preparing an agenda for the Council meetings. The Borough Secretary received a salary of \$4,800 in 1961.

The Treasurer performs the usual functions and receives a set salary of \$300 per year.

Kingston utilizes the services of elected auditors who earned \$782.50 in 1961.

Normally, the Solicitor is on a retainer of \$2,434 per year. The Borough Solicitor received a total of \$3,590.01 for legal services rendered to the Borough in 1961, his regular retainer plus additional compensation for extra work.

Engineering services are provided by a Borough Engineer who is compensated for his work on a fee basis or at a rate of \$5 per hour.

Janitorial services for the present Borough offices located on the second floor of the Hoyt Library building are performed by a full-time janitor, responsible only for the offices occupied by the Borough officials. His earnings for 1961 were \$3,401.20.

Office Materials and Supplies, which includes expenditures such as advertising, printing, and postage, amounted to \$1,953.59. The item of \$290.49 is solely for supplies for the offices and building.

During the past year, expenditures of \$679.87 were incurred for repairs for the Borough Building. Utilities are not included under this item, but are listed under Miscellaneous.

Telephone expenses for Kingston include all telephones used for general government and administrative purposes, except the police. The item of \$878.22 also includes all official Kingston Borough calls made by councilmen on their home phones.

The expense of \$3,300 for 1961 involves the payment of rent to the fire companies for the housing of fire equipment and vehicles and

rental of a portion of the Chapin Lumber Company Warehouse for the storage of public works equipment.

The cost of tax collection of \$5,956.14 includes not only the tax collector's commission, but also supplies and the premium on his bond. The tax collector's commission was \$4,951.64; premium on his bond was \$699.12; and other expenses amounted to \$305.38. The tax collector's commission is 1% during discount period, and 3% thereafter.

Insurance and premiums paid on officials' bonds are included under the item of miscellaneous of \$20,642.02. Among some of the sub-items included under miscellaneous are: utilities--\$2,149.44; social security--\$5,820.20; workmen's compensation and casualty insurance--\$10,303.10; general insurance coverage--\$1,701.77; and capital outlay of \$293.51.

Pringle

Pringle Borough is divided into two wards and three voting districts. Seven councilmen are elected from the Borough at large and serve without compensation.

The Mayor receives a salary of \$25 per month or \$300 per year.

The Borough Secretary receives an annual salary of \$300 and performs the usual secretarial functions.

The Borough Solicitor is on a retainer of \$300 per year with the Borough paying for all legal notices and advertisements. Other legal

expenses amounted to \$200 for 1961.

The Treasurer is compensated by Council on a commission basis which amounted to \$269.63 for 1961.

Three elected auditors earned a total of \$240 for 1961.

Pringle has no full-time employees engaged in any administrative activities, nor does it engage any additional clerical assistance. Office materials for 1961 amounted to only \$77.39.

The Pringle Borough Building contains the Council meeting room, Mayor's office, and Police Station. A custodian living on the second floor of the Borough Building receives free rent, heat, and electricity for janitorial services performed in the building. The Borough pays for all janitorial supplies. The custodian is also on hand to receive any telephone messages and relay them to the proper officials. Also, the custodian sounds the fire alarm should a Borough fire be reported by telephone. The basement garage houses the Pringle ambulance.

The combined expenses for building repairs and supplies for 1961 amounted to only \$59.33. Utilities for the Borough Building are included under miscellaneous--an amount of \$416.60.

No telephone expense is listed for Pringle because the Borough maintains the police phone at the home of the Chief of Police, and therefore this item is found under another section of this study. A free telephone is provided in the Borough Building for emergency use, nor-

mally for receiving fire alarm calls, police calls, and other emergency calls.

The cost of tax collection of \$456.22 includes commissions, premiums on the tax collector's bond, and \$50.00 for supplies. His commission was set at 5% for 1961 on a duplicate of \$8,556.42.

Pringle expended substantially lower sums for insurance in the amount of \$301.33. Insurance payments have been listed under miscellaneous, divided in the following manner; \$212.93 for workmen's compensation, \$48.30 for casualty insurance, \$30 for the Treasurer's bond, and \$10 for the Solicitor's bond.

KINGSTON - PRINGLE MERGER

It is obviously difficult to estimate whether or not any savings will accrue in the general operation of borough government after merger in view of the fact that the proposed merger involves a large municipality with a small one.

Kingston has undertaken the construction of a new \$80,000 borough building intended to house the police station, street department office, and other general government offices now located on the second floor of the Hoyt Library building. In the event that merger is consummated, the citizenry of both Kingston and Pringle will have a single borough building with a number of municipal offices for their convenience. The present Pringle public will have ready access to full-time borough personnel prepared to serve them, instead of the part-time services which they now receive.

The general government expenditures of Pringle of \$2,946.98 can be eliminated by merger. A single treasurer, one secretary, a single solicitor, and one set of auditors will be required in the merged borough. A single mayor will replace the two for the boroughs as now constituted. No additional expenditures will be required for the above officers. Moreover, the present expenses for Pringle legal work and engineering services can be absorbed into the present Kingston budget.

A summary of the total amount of borough taxes collected in the two communities and the tax collection costs as a percent of total collection for 1961 is presented below:

	<u>Total Borough Taxes Collected *</u>	<u>Total Collection Cost to Borough</u>	<u>Collection Cost as Percent of Total Collection</u>
Kingston	\$388,966.95	\$5,826.83	1.5%
Pringle	7,822.87	456.22	5.8%

* Includes taxes for prior years

The costs of tax collection for 1961 represented 1.5% of the total borough taxes collected for Kingston, and 5.8% for Pringle. Presuming that Kingston's tax collection commission policy is continued, a possible savings of approximately \$330 might conceivably be realized in tax collection costs if the two boroughs merged. Savings on tax collector's supplies and office expense will be negligible.

The item of expense of the salaries of the councilmanic body is one that would not increase as a result of merger. One possibility may

be that the merged boroughs may elect seven councilmen at large so that the \$8,400 figure remains after merger. Another alternative is to make Pringle a part of the 1st Ward, so that the present number of councilmen remains at seven, with the total figure of \$8,400 set aside for councils' salaries following the merger.

In considering the net effect of merger, the amount of additional expenses and/or savings may not necessarily offset each other since the Pringle insurance program has undoubtedly been limited in scope. With the exception of workmen's compensation for volunteer firemen, the Pringle insurance expenditure could be eliminated. On the presumption that the Pioneer Fire Company in Pringle will continue in service, workmen's compensation payments should not exceed \$225.00. Because Pringle does not carry any public liability insurance, this insurance expenditure is likely to increase to approximately \$1,400.00. Premiums for the tax collector's bond may increase by about \$20.00. Other insurance coverage, such as the truck insurance and officials' bonds, can be discontinued.

The Kingston general government expenditures after merger should include the following additional expenditures and amounts: \$125 for public liability, \$225 for workmen's compensation, \$25 for supplies, and \$25 for an increase in tax collector's bond.

The present general governmental expenditures for Kingston and Pringle, and for Kingston after merger, are presented below:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
\$58,937.13	\$2,946.98	\$59,337.00

CHAPTER III
POLICE PROTECTION

The police force of every borough is charged with a vast number of functions. Its chief task, of course, is to enforce the laws and the ordinances of the State of Pennsylvania and the borough, and in general to preserve the peace.

1. TOTAL EXPENDITURES

Police expenditures for the two boroughs for the six-year period from 1955 to 1961 are presented below:

<u>Police Protection Expenditures</u>		
<u>Years</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$83,706.74	\$636.97
1960	81,519.00	630.87
1959	80,503.00	423.00
1958	76,460.00	513.00
1957	74,501.00	362.83
1956	66,058.00	444.00
1955	66,276.00	580.00

Police protection expenditures over the six-year period from 1955 to 1961 have shown a fairly steady increase from year to year for Kingston. In this period the expenditures for Kingston have increased approximately 26.3%, or \$17,430.74. During the same period, expenditures for police protection in Pringle increased 9.8%, or \$56.97, although a year to year comparison would show fluctuations.

In an overall consideration of borough spending, police protection in 1961 represented approximately 7% of the total general fund expenditures in Pringle, whereas 16.5% of the total borough expenditures in Kingston were for police protection.

The following table represents a summary of the above information on a per capita basis.

	<u>Population</u>	<u>Total Police Protection Expenditures*</u>	<u>Percentage of Total Gen. Fund Expend.</u>	<u>Cost Per Capita</u>
Kingston	20,261	\$83,706.74	16.5%	\$4.13
Pringle	1,418	636.97	7.0%	.45

* This does not include capital outlay costs.

Reduced to a per capita basis, police protection expenditures in 1961 were \$4.13 for Kingston and \$.45 for Pringle. So that there may be no misunderstanding with such comparative data, it must emphatically be stated that police protection in Pringle is only a part-time service which would naturally result in a lower per capita cost.

2. POLICE PROTECTION EXPENDITURES FOR 1961
KINGSTON AND PRINGLE

The following expenditure figures were taken from the 1961 Kingston Financial Report and the 1961 Pringle Borough Auditors' Report.

ITEM	Kingston	Pringle
Chief	\$ 4,809.32	\$360.00
Assistant Chief	-----	180.00
Patrolmen	61,162.77	-----
Special Police	9,780.00	8.00
Supplies	280.48	-----
Uniforms	45.31	-----
Veh. Maintenance and Repairs	1,362.96	-----
Gas and Oil	1,724.26	-----
Traffic Signal System	3,330.70	-----
Radio Call System	200.48	-----
Telephone	667.66	88.97
Other	333.80	-----
	<u>\$83,706.74</u>	<u>\$636.97</u>

The expenditures for police protection for both boroughs do not lend themselves to easy comparison, for the \$83,706.74 represents money expended for a full-time police department, whereas the \$636.97 expended by Pringle Borough in 1961 was for a part-time police personnel operating without Borough equipment.

Kingston

Kingston Borough maintains a full-time police force with a chief and 17 officers. At present there are no part-time police officers assigned; however, an auxiliary police detail of 26 men is available in times of emergency. These men are trained in police work and are only called to duty by direct action of the mayor.

The present breakdown of the Police Department is as follows:

1 Chief
3 Desk Officers
8 Patrol Officers
<u>6 Traffic and Beat Officers</u>
18 TOTAL

The Police Department work schedule consists of a 48-hour week with the patrolmen working six consecutive days with two days off. Prior to March, 1962, the police worked seven days with the eighth day off, except for every sixth week when the officer had both Saturday and Sunday off. Approximately 760 man hours per week are logged in police protection, divided into 704 man hours for beat and motor patrol, and 56 man hours for supervision and administration.

In 1961, the Police Chief received \$4,809.32 The total police salaries paid to patrolmen amounted to \$61,162.77.

A new pay schedule based on longevity movements for the Police Department was adopted for the last half of 1961. The schedule, a part of the newly adopted structure, classification, and pay plan follows:

Police Salary Schedule (As of July, 1962)

	Kingston
Chief	\$ 5,000.00
9 Patrolmen @ \$4,000	36,000.00
5 Patrolmen @ \$3,900	19,500.00
1 Patrolman @ \$3,800	3,800.00
1 Patrolman @ \$3,700	3,700.00
1 Patrolman @ \$3,400	3,400.00
18	<u>Total: \$71,400.00</u>

Expenditures for supplies and uniforms for 1961 amounted to

\$280.48 and \$45.31 respectively.

The vehicular equipment of the Kingston Police Department consists of two motor patrol cars and one police motorcycle with a sidecar. A patrol car is usually retained for a period of two years. The patrol cars are purchased on an alternate basis with one new car being purchased every year.

The vehicular equipment for the Kingston Police Department is listed below:

<u>Police Department Vehicular Equipment</u>				
<u>Item</u>	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Purchase Date</u>
1961 Chevrolet Police Sedan	\$3,137.00	\$3,130.00	New	8/61
1960 Ford Police Cruiser Sedan "J"	\$2,600.00	\$2,000.00	New	6/60
1957 Harley-Davidson Police Motorcycle with sidecar	\$1,627.00	\$ 800.00	New	2/57
TOTAL (3)	\$7,364.00	\$5,930.00		

The total amount spent on gas and oil was \$1,724.26 and the amount on vehicle repairs was \$1,362.96, for a total of \$3,087.22 for the operation of the three police vehicles. The daily average patrol mileage is 221.6 miles between the two motor patrol vehicles.

A traffic signal system helps to expedite the flow of traffic through the Borough. Last year the expenditures amounted to \$3,339.00,

primarily for synchronization of the traffic signals.

The Kingston Police Department provides a desk officer 24 hours a day. The Police Department employs an RCA 3-way FM Radio Call System between Police Headquarters and the patrol vehicles. The total radio equipment is valued at approximately \$1,500. It is also important to note that the Fire Chief's sedan is also equipped with a two-way radio tuned to the police frequency. In 1961 a total of \$200.48 was spent in the maintenance and repair of the radio call system, which is approximately ten years old.

A police telephone equipped with a red light is located on Kingston Corners. Several burglar alarms, including the Kingston National Bank, are connected directly to Police Headquarters to provide more adequate protection.

Policemen are also paid for work performed in a private capacity such as special traffic patrol in shopping areas. For this service, the private party requesting the additional police service compensates the individual patrolmen at a rate of \$1.50 per hour for a minimum of four hours. This money is not paid to the individual patrolmen but to the Department to be apportioned through the payroll. In 1961 this additional pay for police work amounted to \$9,780. Also included in this amount was compensation for emergency police called out on extra duty.

Pringle Borough does not own any police vehicles. Members of

the police department use their own vehicles for police business, and are not reimbursed for mileage or expenses.

3. CAPITAL EXPENDITURES FOR POLICE DEPARTMENTS

The capital expenditures for Kingston for 1961 were: \$1,536 for motor equipment and \$1,302 for traffic signals.

Pringle had no capital expenditures for the police department.

4. POLICE ACTIVITY

Kingston

The Kingston Police Department maintains a detailed reporting system patterned after the Uniform Crime Reports advocated by the Federal Bureau of Investigation. The Department investigated over 1,500 incidents and complaints, with the great majority of offenses consisting of traffic accidents and violations of traffic ordinances and the Pennsylvania Motor Vehicle Code.

Pringle

According to the 1961 report of the Police Chief of Pringle Borough, a total of 368 calls was answered by the Borough police. These calls consisted of requests for assistance, emergencies, and disturbances. It should be noted that the Pringle Police Chief is presently a Deputy Sheriff for Luzerne County and performs additional police work in that capacity. A total of 73 arrests was recorded for 1961. The

majority of these were traffic violations and disorderly conduct. No breakdown of offenses by FBI classifications is made by the Pringle police.

5. POLICE STATIONS AND DETENTION FACILITIES

The Kingston Borough Police Station and the Chief's office are located on the second floor of the Independent Engine Company fire house. The detention facilities consist of five cells and a general detention area located in the basement of the building.

Although a portion of the Pringle Borough Building has been set aside for police department use, the majority of the work is performed from the Chief's home. The Pringle Police Department maintains a two-cell lock-up in the Borough Building.

6. KINGSTON-PRINGLE MERGER

Should the two borough police forces be combined as a result of merger, it would be reasonable to believe that the complete Pringle expenditure of \$636.97 could be eliminated.

On the basis of the available data concerning the number of arrests and complaints, the police function of Pringle could be absorbed by the presently constituted and manned police department of Kingston. For the present expenditure for part time police protection, better protection on a full time basis could be provided by the Kingston department.

Calculated at the present cost of patrolling Kingston streets of \$81.21 per mile, merger of Kingston and Pringle would mean an expenditure of about \$200 for the more densely populated Pringle streets. It is not contemplated that other items under police protection will be affected in any substantial way.

In 1962, the Kingston Borough Council assumed the entire cost of compensating the school crossing guards, amounting to approximately \$11,000 a year. In view of the fact that Pringle school children do not cross any heavily traveled streets, merger should entail no additional expense for school crossing guards.

Merger of Kingston and Pringle will effectuate a net savings of \$436 and at the same time provide the Pringle residents with full time police protection.

The present police protection expenditures for Kingston and Pringle, and for Kingston after merger are presented below:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
\$83,706.74	\$636.97	\$83,906.74

CHAPTER IV

FIRE PROTECTION

Fire protection is one of the few municipal services still performed on a volunteer basis in the United States. In the Commonwealth of Pennsylvania as a whole, there are only about six boroughs with paid full-time fire departments, while there are over 1,900 active volunteer fire companies. Both Kingston and Pringle have volunteer fire departments.

1. TOTAL EXPENDITURES

Fire protection expenditures for both communities over a six-year period from 1955 to 1961 are presented in the following table:

Fire Protection Expenditures

<u>Year</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$67,430.47	\$1,193.31
1960	63,722.00	1,466.00
1959	60,194.00	602.00
1958	56,972.00	331.00
1957	48,683.00	281.00
1956	45,587.00	219.00
1955	47,587.00	1,218.00

During the six-year period from 1955 to 1961, Kingston fire protection expenditures have shown an increase of 41.6%, increasing at an average rate of 5 1/2 % each year.

Pringle fire protection expenditures during the same period evidenced irregular fluctuations. Expenditures were under \$1,000 for four of the years--1956 through 1959.

2. FIRE PROTECTION EXPENDITURES FOR 1961

The following expenditures were extracted from the 1961 Kingston Financial Report and the Pringle Borough Auditors' Report of 1961.

<u>Fire Protection Expenditures - 1961</u>		
	<u>Kingston</u>	<u>Pringle</u>
Salaries and Wages	\$50,950.76	\$-----
Materials and Supplies	312.24	-----
Vehicular Maintenance and Repairs	1,444.94	6.00
Gas and Oil	526.99	17.07
Fire Alarm Systems	742.87	-----
Fire Hose and Couplings	125.11	577.60
Minor Equipment	589.61	-----
Other Maintenance and Repairs	1.13	-----
Contribution to Volunteer Companies	8,205.11	232.64
Hydrant Rental and Supplies	3,312.53	360.00
Other Expenses	19.18	-----
Maintenance of Fire Stations	1,200.00	-----
TOTAL	<u>\$67,430.47</u>	<u>\$1,193.31</u>

Fire protection expenditures in 1961 were \$67,430.47 for Kingston and \$1,193.31 for Pringle, a total of \$68,623.78 for both boroughs.

Under Kingston's fire protection expenditures, the item listed as contribution to volunteer companies for \$8,205.11 consists entirely of state money received as a grant from the State Foreign Fire Insurance Fund. Pringle lists the State grant from Foreign Fire Insurance as contributions to the volunteer fire fighting unit. The figure for Pringle, however, consists of \$132.64 of State money and a yearly donation of \$100 for the total of \$232.64.

The following table represents a summary of fire protection expenditures for 1961 for the two boroughs.

	<u>Total Current</u> <u>Operating Cost - 1961</u>	<u>Cost Per</u> <u>Capita</u>	<u>Average Cost</u> <u>Per Alarm</u> <u>Answered -1961</u>	<u>Cost as % of</u> <u>Total Gen. Fund</u> <u>Expenditures</u>
Kingston	\$67,430.47	\$3.32	\$322.63	14.7%
Pringle	1,193.31	.84	238.66	9.2%

The difference in per capita costs stems from the fact that Pringle's fire protection is 100% volunteer, whereas Kingston has a volunteer system with paid drivers.

3. PERSONNEL - SALARIES AND WAGES

Kingston

Kingston Borough fire companies maintain 12 paid drivers and 3 paid chiefs. The total salaries and wages paid to fire department personnel in 1961 amounted to \$50,950.76. This total also included payments to volunteer members while engaged in fighting a fire.

In 1961 the Fire Chief received a salary of \$4,742. This amount was divided evenly between the Fire Department expenditures and the expenditures for Building Regulation since the Fire Chief had acted as Building Inspector. In 1962 the salary of the Fire Chief was paid from the Fire Department expenditures since building inspection has been assumed by the Health and Sanitation Department. He now has the full responsibility of supervising all volunteers and paid drivers.

The two Assistant Chiefs each received a salary of \$468 in 1961,

or a total of \$936. These men are not under civil service, and are selected, in fact, by the engine companies, and are subject to approval by the Council.

The paid fire truck drivers are under the civil service rules and regulations of Kingston Borough. They are on duty at all times to take equipment to the scene when an alarm is turned in. The volunteers proceed to the scene directly and meet the equipment there. The paid drivers operate on a 42-hour workweek with six days of duty and the following two days off.

The volunteer fire fighting units--Independent and Columbian-- have a force of 12 paid fire truck drivers. The Independent Company has 8 assigned to it and the Columbian has 4 paid drivers.

The drivers receive \$320 per month or \$3,840 annually. The total salaries for the 12 paid drivers for 1961 amounted to \$46,080. Volunteer firemen are paid \$1.50 per hour only when actually engaged in fighting a fire. To be eligible for pay, volunteer firemen must be put on duty by either the Fire Chiefs or the paid drivers. Each company has an active list of 30 paid volunteers.

Pringle

Because the Pringle Fire Department is 100% volunteer, the 1961 expenditures of \$1,193.31 include only 5 items. Generally, Borough Council expenditures have been for hose and minor equipment.

Pringle Borough has one volunteer fire company, the Pioneer. The company is manned entirely by volunteers, with the Borough only contributing toward accident and health insurance for the volunteers. The volunteers are supervised by a Chief who is elected by the members. Neither the Chief nor the volunteers receive any compensation from the Borough for their work.

The Pioneer Fire Company consists of 78 active volunteer members who pay \$3 dues annually. Other sources of income for fire company expenditures include carnivals and social affairs and soliciting of Borough residents for contributions.

4. EQUIPMENT

Kingston

The Kingston Fire Department equipment is owned by the Borough. The equipment consists of:

No. 1 Engine Company (Independent)	1 750-gal. pumper
	1 65-ft. aerial ladder truck
No. 2 Engine Company (Columbian)	1 750-gal. pumper

Because there are several high buildings in the commercial district surrounding the Independent Engine Company, the 65-foot aerial ladder truck is housed there.

The original value and the insurance value of the fire department vehicular equipment are listed on the following page.

	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1943 Mack Pumper Fire Truck (750-gal.)	\$ 8,201.00	\$ 5,500.00	New	6/43
1938 Mack Pumper Fire Truck (750-gal.)	7,837.00	4,500.00	New	12/38
1949 American LaFrance Aerial Ladder Truck (65-foot)	28,700.00	18,000.00	New	9/49
1961 Ford Sedan (Fire Chief)	2,571.00	2,570.00	New	8/61
TOTAL (4)	\$47,309.00	\$30,570.00		

Expenditures for vehicle maintenance and repairs, and gas and oil for all fire department vehicles amounted to \$1,971.93.

In addition to ordinary expenditures for fire protection there were the following capital outlay expenditures in 1961 which are not listed in the itemized list under fire protection:

Capital Outlay Costs - 1961

	<u>Kingston</u>
Motor Equipment	\$1,661.00
Other Major Equipment	2,284.88
TOTAL	\$3,945.88

Pringle

The Pioneer Fire Company owns all the fire-fighting equipment. The company pays for all equipment repairs, supplies, and material. The Borough merely furnishes the company with insurance coverage on the equipment and pays for the gas and oil.

The equipment consists of:

	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1935 Ford Pumper Fire Truck (500-gal.)	\$1,996.96	None	New	1935

The fire truck has no insurable value. Only liability insurance is carried by the company.

Maintenance, repair, and gas and oil amounted to \$23.07, part of which was for a community ambulance.

Pringle Borough had no capital outlay expenditures for fire protection in 1961.

5. FIRE ALARM SYSTEMS

Both Kingston and Pringle employ the Gamewell Fire Alarm System in reporting fires.

The Independent Engine Company in Kingston answers four alarms in Edwardsville Borough under an agreement between the two communities. This agreement was brought about because of the position of the railroad, since a long freight train could isolate part of Edwardsville from its fire company. The same is true of part of Kingston.

Expenditures for maintenance and repair of the Kingston Fire Alarm System for 1961 amounted to \$742.87. No fire system expenditures were listed for Pringle in 1961.

6. FIRE HOSE AND HYDRANTS

The amount of fire hose presently maintained by Kingston is:

150 feet of 3-inch hose
6,400 feet of 2 1/2-inch hose
2,600 feet of 1 1/2-inch hose

Expenditures for fire hose and couplings for Kingston in 1961 amounted to \$125.11.

Pringle maintains:

1,500 feet of 2 1/2-inch hose
1,000 feet of 1 1/2-inch hose.

In 1961, Pringle Borough spent a total of \$577.60 for new hose and couplings.

As established by the standards of the National Board of Fire Underwriters, both boroughs maintain two sets of hose--one set on the equipment, and the other set at the fire station. The sets are interchanged after a fire, or after periodic tests.

There are 162 fire hydrants in Kingston, and 16 in Pringle. Both communities pay the same rental rate of \$20 per year for each hydrant. Hydrant rental and supplies for Kingston in 1961 amounted to \$3,312.53. The sum of \$360 for hydrant rental and water supply in Pringle was paid from the light and water fund.

7. MAINTENANCE OF FIRE STATIONS

Rent is paid to the Kingston fire companies for housing the equipment since both fire stations are presently owned by the individual com-

panies. At present, the police department is located on the second floor of the Independent Engine Company. However, upon completion of the new municipal building, the police department will be relocated in it. The Columbian Engine Company leases its second floor to a Masonic lodge. Maintenance expenditures amounted to \$1,200 for 1961.

In Pringle all expenditures incurred in maintaining the fire station are paid by the Volunteer Company out of its funds since the fire company owns the fire house.

8. WEST SIDE MUTUAL FIRE ASSISTANCE

The Columbian Engine Company is the headquarters and base station of a seven-municipality fire communications network for mutual assistance in fire fighting. Both Kingston and Pringle are members of this communications network.

9. AMBULANCE SERVICE

Both Kingston and Pringle have community ambulances which have been purchased through contributions of private citizens. In Kingston, a 1957 Cadillac ambulance is housed at the Columbian Engine House.

The Pringle Borough Ambulance Association maintains a 1947 Ford ambulance which is housed in the Borough Building basement garage.

10. KINGSTON - PRINGLE MERGER

Formulas have been established by the National Board of Fire Underwriters for determining the number of pumper, hose, and ladder companies, and the types of equipment required for adequate fire protection for municipalities. Standards, generally considered to be maximum standards and met by few communities, are based on the total population, the number, type, and distribution of buildings.

The formula for cities under 50,000 is as follows:

$$.85 + 0.12 (P)$$

The formula results for the two communities individually is 4.30 pumpers compared to 3.45 pumpers for the two communities combined. Therefore, the merged borough would require 3 pumpers to meet the formula requirement--an obvious inherent operating economy resulting from merger.

One ladder company is required in municipalities with five or more buildings which are at least three stories or higher. Since there are in Kingston well over 25 such buildings, the ladder company now in Kingston should be retained.

As a result of merger, Pringle residents will be given more adequate protection by fire companies with paid drivers. Merger will also offer the Kingston residents the services of a fire company now serving only 1,418 people. The two Kingston fire companies serve a

population of over 20,000, for an average of 10,000 people per fire company. Merger will reduce this population average to about 7,000 per fire company.

Moreover, the proximity of the Pioneer Fire Company of Pringle to the proposed extension of the Kingston Industrial Park affords increased fire protection for this whole section.

Direct responsibility and unity of command in fire protection in the merged borough will replace the agreement for mutual fire protection between the two boroughs.

According to the standards for hose set by the Fire Underwriters, each company should have 2 sets of 1,000 feet of 2 1/2-inch hose--one set on the fire vehicles and one on the racks. Since the Kingston fire companies have 2,400 feet of 2 1/2-inch hose in excess of the minimum, and since Pringle has 500 feet less than the desired minimum, the combined departments, if merged, have 1,900 feet in excess. In view of this excess, no expenditure need be incurred for the purchase of hose.

The problem of low water pressure in Pringle is presently under study by the Pennsylvania Gas and Water Company, and until such a study is completed no determination can be made as to the proper number of fire hydrants in Pringle or Kingston.

Paid fire truck drivers must be employed in order to place the

Pioneer Fire Company on an identical operational level with the two Kingston companies at the salary schedule below, adopted in the summer of 1962.

\$3,400 to start
 \$3,500 at the end of 6 months
 \$3,650 at the end of the second year
 \$3,750 at the end of the third year
 \$3,863 at the end of the fourth year

In view of an expenditure of approximately \$15,000 annually for wages for paid fire truck drivers, the Kingston Borough Council should not embark on this phase of the fire protection program in any haste and without the exploration of possible economies in other phases of fire protection.

The amount of \$1,193.31 now listed under fire protection in the Pringle budget can be completely eliminated. The only items which should be incurred by Kingston after merger are the salary for the assistant fire chief and the fire hydrant rentals. Expenditures for such items as vehicle maintenance and repair, gas and oil, contributions to volunteer companies, materials and supplies, and maintenance of the fire station can be easily absorbed into the Kingston budget. The net savings for the merged borough should therefore be about \$365.

The present expense for fire protection for Kingston and Pringle, and for Kingston after merger are presented below:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after merger</u>
\$67,430.47	\$1,193.31	\$68,258.47

CHAPTER V STREET DEPARTMENT

Many times public opinion measures the success or failure of local government in terms of the condition of a community's streets and the cost to maintain them. The physical condition of streets serves as effective advertising for good or bad. Streets in disrepair bring costly wear and damage to vehicles.

The responsibility for the upkeep of State highway routes between curb lines rests with the Pennsylvania State Highway Department, although the curbs are the responsibility of the borough. The two boroughs have a total of approximately 5.2 miles of State highway. Of the total street mileage of 42.75 miles, the two boroughs are responsible for the care and maintenance of 37.55 miles of borough streets.

1. TOTAL EXPENDITURES

The total street and highway expenditures, which include the State Highway Aid Fund, for the six-year period from 1955 to 1961 are presented below:

<u>Year</u>	<u>Street and Highway Expenditures</u>	
	<u>Kingston</u>	<u>Pringle</u>
1961	\$106,166	\$ 6,784
1960	159,402	10,598
1959	109,681	16,402
1958	107,687	6,354
1957	122,809	17,624
1956	104,235	5,259
1955	87,252	5,473

Source: Bureau of Municipal Affairs (Pennsylvania Local Government Statistics)

During the period from 1955 to 1961, Street and Highway expenditures have fluctuated from year to year due mainly to the variance in the number of projects started or completed.

Street and Highway expenditures over the years have been the largest single item of expenditures for Pringle Borough and the second largest for Kingston, representing 16% of the total general fund expenditures for Kingston and 40% for Pringle in 1961.

2. TOTAL STREET MILEAGE

The total street mileage in Kingston and Pringle is listed below:

	Kingston	Pringle
Total Miles of Borough Streets	33.15	4.4
Total Miles of State Highway	5.00	0.2
	<u>38.15</u>	<u>4.6</u>

Kingston

The Kingston Street Department is normally employed in the maintenance and repair of the 33.15 miles of borough streets. It is significant to note that all of the streets in Kingston Borough are paved and approximately 65% of the streets have curbs, gutters, and sidewalks. The sidewalks vary from 5 to 6 feet, and a standard 6-inch curb is used.

In addition to the borough streets, there are over 5 miles of State highway running through the Borough. The principal streets maintained by the State are Wyoming Avenue, Market Street, Pierce Street, Union Street, Bennett Street, Northampton Street, and a portion of Rutter Avenue.

Pringle

The Pringle Borough Street Department is responsible for the upkeep of 4.4 miles of Borough streets of which approximately 82% are paved with macadam or oil and chips, 8% are unimproved dirt roads, 6% are brick, and 4% are cobblestone construction. About 30% of the borough streets (1.3 miles) have sidewalks, while only 24% have curbs.

West Union Street, or United States Route 309, represents approximately 0.2 miles of state highway in the Borough. One side of Union Street, however, is located in Pringle Borough while the other side is in Luzerne Borough.

Due to increased traffic over Grove Street between Edwardsville Borough and Luzerne Borough, there has been a desire expressed by local residents to have the State assume responsibility over this thoroughfare. Should the State decide to take over Grove Street, this would add approximately 0.9 miles of state highway to Pringle Borough, bringing the total to 1.1 miles, reducing the borough responsibility to 3.5 miles.

3. COMPARISON OF PER CAPITA COST

The following table represents a brief summary of street and highway expenditures for both boroughs in 1961:

No. of Borough Street Miles	1961		Average Cost		1961
	Total General Fund Expenditures	Average Cost per Sq. mile	Cost Per Capita	% total Gen. Fund Ex- penditures	
Kingston 33.15	\$71,073.75	\$2,144.00	\$3.50	15.5%	
Pringle 4.40	3,575.97	1,541.94	2.52	39.8	

Based on a per capita cost, street and highway expenditures from the General Fund were \$3.50 for Kingston and \$2.52 for Pringle in 1961.

In 1961, the approximate cost per street mile was \$2,144.00 for Kingston and \$1,541.94 for Pringle.

Not included in the total street and highway expenditures for Kingston in 1961 was a capital outlay of \$15,560.40 for the purchase of new equipment.

4. TOTAL EXPENDITURES FOR 1961

The following expenditures were extracted from the 1961 Kingston Borough Financial Report and the Pringle Borough Auditor's Report for 1961:

Street and Highway Expenditures - 1961

	Kingston	Pringle
Salary of Superintendent or Engineer	\$ 4,800.00	\$-----
Work Foreman	-----	477.00
Wages (Street Labor)	57,401.64	1,069.50
Materials and Supplies	242.14	214.78
Maintenance of Equipment and Repairs	4,776.61	102.85
Gas and Oil	2,143.08	166.33
Contract Fees	-----	1,132.00
Purchase of Tools and Minor Equipment	1,234.63	17.53
Rentals	-----	131.98
Snow Removal	-----	264.00
Other Operations and Maintenance	475.65	-----
	<u>\$71,073.75</u>	<u>\$3,575.97</u>

Kingston

The Street Department works under the supervision of the Borough Engineer, who is responsible for seeing that roads, street sewers, drains, and dikes in the borough are properly surveyed and located, planning all new work or alterations, and submitting reports to Council.

The Kingston Borough Engineer is compensated for his work on a fee basis. In addition, the Borough employs a full-time assistant engineer to handle matters of an administrative nature in the Borough Engineering Department. Engineering services expenditures in 1961 amounted to \$229, discussed in an earlier section on General Government.

The Street and Sewer Commissioner received \$4,800 in 1961. The Street Department employs a work force of 13 to 14 full-time men in addition to the Street Commissioner or Superintendent of Streets. Additional part-time labor has been hired dependent upon the workload.

In 1961 all Street Department personnel, excluding the Superintendent, were paid on an hourly basis ranging between \$1.40 to \$1.50 per hour. The total wages paid to the Street Department personnel in 1961 amounted to \$57,401.64.

A total of \$4,776.61 was spent in the maintenance and repair of the operating equipment of the Street Department in 1961. Expenditures for gas and oil were \$2,143.08; for other maintenance expenses,

\$475.65; and for tools and other equipment, \$1,234.63.

All public works equipment is presently housed in a portion of the Chapin Lumber Company warehouse, which is leased to the Borough. The rent, listed under General Government Expenditures, amounts to \$270 per month, or \$3,240 per year. This is based on the rental of 9,000 square feet of space at the rate of approximately three cents a square foot per month.

The equipment used by the Street Department is listed with its original and insurable value:

Kingston Street Department
Vehicular Equipment

	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1961 International Dump Truck	\$4,491.00	\$4,480.00	New	8/61
1958 Ford Dump Truck	3,094.00	2,000.00	New	5/58
1955 International Pickup Truck	1,404.00	900.00	New	8/55
1953 Ford 1 1/2 Ton Truck	3,411.00	400.00	New	6/53
1952 Ford 1 1/2 Ton Truck	3,341.00	400.00	----	----
1948 Chevrolet Pickup Truck	1,294.00	200.00	Used	10/49
1937 Dodge Paint Truck	1,066.00	200.00	----	----
1961 Elgin Street Sweeper	12,500.00	12,500.00	New	8/61
1948 Elgin Street Sweeper	9,405.00	2,000.00	New	1948
- Worthington Compressor	<u>3,011.00</u>	<u>1,500.00</u>	----	----
TOTAL (10)	\$43,017.00	\$24,580.00		

Pringle

Pringle Borough Street Department is under the jurisdiction of a council member who serves as Street Commissioner without compensation. The number of Street Department personnel varies from three to five persons, including a work foreman, who are employed for periods ranging from one day to several weeks.

The Street Department personnel normally confine their work to streets, curbs, and storm drains with the exception of providing garbage collection throughout the Borough once a week.

All Street Department employees, including the work foreman, are paid \$.75 per hour. The total wages paid to Street Department personnel was distributed between the General Fund and the Highway Aid Fund, \$1,069.50 from the General Fund and \$668.25 from the State Highway Aid Fund, for a total of \$1,737.75.

The work foreman is responsible for the supervision of the street workers and reports directly to the Street Commissioner. The work foreman received \$942 in wages in 1961, \$477 from the General Fund and \$465 from the Highway Fund.

Expenditures for materials and supplies was \$790.10 in 1961. A total of \$102.85 was spent in 1961 for the maintenance and repair of the Borough truck. Gas and oil expenditures in 1961 amounted to \$166.33.

Contracting fees consist of payment for work performed by private contractors in construction, repaving, or resurfacing Borough streets. In 1961, a total of \$2,610 was spent in Pringle for contracting fees.

Should additional public works equipment be needed, the Borough Council makes provision for the short-term rental of equipment and operator from private construction contractors or the Luzerne County Road and Bridge Department. The total expenditures for rentals in Pringle amounted to \$153.98 for 1961. This amount included \$119.98 paid to the Luzerne County Treasurer for county road equipment and \$34.00 for other rentals.

Pringle Borough owns and maintains one single piece of equipment, a used 1946 Chevrolet 1/2-ton dump truck. This truck is used for all public works activities within the Borough. It has no insurable value.

5. STREET LIGHTING

Included in the powers of a borough is that of providing street lights and making regulations for their protection. Luzerne Electric Division of the United Gas Improvement Company, which furnishes electric power to both residential and commercial customers, provides street lighting and maintains the lamps for the boroughs.

The charges for Street Lighting are in accordance with the util-

ity rates established under the rules of the Pennsylvania Public Utility Commission. The cost includes the cost of the fixture, the installation, and the maintenance of the lights.

Street Lighting expenditures for the two boroughs from 1955 to 1961 are shown below:

Year	Street Lighting	
	Kingston	Pringle
1961	\$25,207.56	\$1,022.90
1960	24,971.36	1,782.09
1959	24,248.78	1,121.64
1958	23,479.30	2,694.68*
1957	21,455.93	4,300.00*
1956	23,309.43	2,836.00*
1955	23,136.01	3,885.00*

* Amount includes payment on unpaid bill from previous years.

The following table presents a brief summary of street lighting expenditures for 1961.

	Street Lighting				
	Current Cost of Street Lighting 1961	Average Cost per Street Mile	Cost per Capita	Total No. of Lamps	Average Cost per Lamp
Kingston	\$25,207.56	\$660.74	\$1.24	553	\$45.58
Pringle	1,022.90	232.47	.72	25	40.91

Both Boroughs use a special fund for street lighting expenditures. Kingston street lighting is paid from a special light fund exclusively for street lighting on the basis of a special one mill tax levy. A special

fund has been established for Pringle to cover all electric and water expenses on the basis of a five mill levy.

The following table indicates the present number of street lights by lamp size for both Boroughs:

<u>Number of Lights by Lamp Size</u>		
<u>Lamps</u>	<u>Kingston</u>	<u>Pringle</u>
1,000 Lumen Incandescent	74	2
4,000 " "	270 1/2*	23 1/2*
6,000 " "	153 1/2**	-----
11,250 " "	56	-----
TOTAL	553	25

*The Borough pays for 1/2 lamp cost for a street light on a Borough boundary.

**Fourteen (14) of these lights are classified as half-night.

6. STREET CLEANING

Street cleaning is conducted in Kingston on a regular weekly schedule with the operation of two street sweeping machines. The two main business thoroughfares, Wyoming Avenue and Market Street, are cleaned more frequently due to the larger volume of traffic and accumulation of debris.

Street Cleaning in Pringle is sporadic, depending upon the need or condition of the streets. No definite schedule is followed; the street crew is occasionally dispatched to problem areas.

7. KINGSTON-PRINGLE

Kingston has embarked on a street improvement program of permanent repaving and resurfacing a number of well-travelled Borough streets on an annual schedule. As of the end of 1962, 9 streets were completed at a cost of \$37,229.55. This program can be expected to continue after merger to include the 4.4 miles of Pringle streets, but only after the construction of sewers and the paving, grading, and curbing of existing streets is completed.

With a large portion of Pringle Borough on the side of a hill, the rapid run-off of rain water will pose surface drainage problems. Rain water is normally channelled along both sides of the streets in open cobblestone ditches, eventually flowing into Toby Creek. Without an engineering study, it is impossible to estimate the costs of the extensive improvements that will be required. If the Kingston Council feels that the improvements will be partly of general and partly of specific benefit, the Borough can assume part of the cost and assess the balance against the owners of the abutting properties, using one of three procedures.

The Pringle street budget of \$6,784.00 can be completely eliminated. Since only about one-quarter of the Pringle streets are curbed, the cost of cleaning of Pringle streets can very easily be absorbed in the Kingston budget.

Based on efficient utilization of the personnel in the Kingston Street Department and the mileage which must be properly maintained, the merger of Kingston and Pringle would not necessitate any new personnel. The present Kingston work force of 13 full-time employees, excluding supervisory members, is more than adequate to maintain a total of 37.55 miles for the combined boroughs, since it represents an average of only 2.9 miles per employee.

Kingston equipment inventory should not be affected by merger. Efficient use of present Kingston equipment, a regular replacement program, and proper equipment maintenance should preclude any additional expenditures for equipment or maintenance with the addition of 4.4 miles to Kingston street mileage.

The proper maintenance of streets is a requisite to the growth of undeveloped land. As a result of the merger, the Pringle residents can look forward to a street program that no small community can afford because of the limited finances. The construction and reconstruction of present Pringle streets is an investment that will repay Kingston in new developments and eventually new tax revenue. For the immediate present there will be available \$6,784.00 for the Kingston Street Department, which will provide a better service for both Pringle and Kingston residents.

The special electric and water fund levied by Pringle will be eliminated as a result of merger, and the street lighting expenditure of \$1,022.00 transferred to the special one mill levy for street lighting levied by Kingston. The street lighting cost for both Boroughs on the basis of the 1961 lighting system would total \$26,228.46.

It is not likely that the \$790.10 for materials and supplies expended by Pringle could be eliminated, and probably increased to maintain the streets properly. However, a full-time street department utilizing modern equipment should be able to get a better return on those tax dollars.

The present street department expenditures for the two Boroughs, and the estimated expenditures for Kingston after merger are presented below as a guide. The estimated Kingston amount after merger of \$110,154.13 includes the present Pringle amount for materials and supplies and the State Highway Aid.

	<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
Total	\$106,166.00	\$6,784.00	\$110,154.13
General Fund	71,073.75	3,575.97	71,863.85
State Aid	35,082.25	3,208.03	38,290.28

CHAPTER VI

HEALTH AND SANITATION

The administration of health laws, ordinances, and regulations in Pennsylvania boroughs may be accomplished by one of four methods of administration: a health officer responsible to the borough council; a borough board of health; the county health department; or the State Department of Health. A borough may voluntarily surrender the administration of the health functions to the State Department of Health. The State then assumes all expenses of health administration in the borough. However, the sanitation function remains the responsibility of the borough.

1. TOTAL EXPENDITURES

The total health and sanitation expenditures for Kingston and Pringle over a six-year period between 1955 and 1961 are listed below:

Health and Sanitation Expenditures

<u>Year</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$62,083	\$----
1960	63,167	-----
1959	62,337	85
1958	53,795	265
1957	47,589	278
1956	46,559	265
1955	46,617	250

Health and Sanitation expenditures for Kingston have increased over 33% from 1955 to 1961. Much of this increase is due largely to the purchase of additional equipment and the hiring of additional personnel. In 1961 the expenditures in the above table represented approximately 14% of all borough expenditures.

There are no expenditures shown for Pringle in 1960 or 1961 because the health function was voluntarily surrendered to the State Department of Health in 1959, and expenditures for garbage collection and disposal are included in the Street Department expenditures.

2. BOARD OF HEALTH

The expenditures for the present 5-member Board of Health in Kingston for 1961 were:

Salaries and Wages	\$3,680.99
Materials and Supplies	<u>299.59</u>
Total	\$3,980.58

The 5 members - consisting of 2 physicians, a dentist, a pharmacist, and a plumbing contractor - receive no compensation for their services. The Board of Health reported 522 cases of communicable diseases in the Borough in 1961. There were 68 inspections made by the Health Officer in 1961, 64 of which were of bars, cafes, coffee shops, and restaurants. A total of 23 milk dispenser licenses and 228 children's health certificates were issued during 1961. Plumbing permits issued in 1961 totaled 166.

In 1962, plumbing and building inspection functions were assigned to one officer, receiving a salary of \$4,200, who also served as the full-time secretary to the Board of Health. The part-time health officer, also responsible to the Board of Health, received a salary of \$1,700 per year.

3. GARBAGE AND REFUSE COLLECTION AND DISPOSAL

Three methods are used by municipalities for the collection of refuse and garbage: private collector dealing directly with the householder but regulated by the Council, private collector under contract to Council, and collection by municipal employees. Kingston employs the third method.

Kingston

Garbage and refuse collection and disposal costs increased from \$19,387 in 1955 to \$27,468 in 1961 in Kingston, for an increase of \$8,081. In 1961 Kingston spent a total of \$27,468 on refuse collection and disposal. The total wages paid to personnel involved in garbage collection and disposal amounted to \$24,532.69 in 1961. This expenditure does not include capital outlay of \$12,200 for the purchase of a new closed garbage truck for the collection of refuse.

The whole operation of the Kingston Sanitation Department, involving both the collection and disposal of refuse, is presently carried on by a crew of 10 men. There are 3 men assigned to the closed garbage truck, 4 men on an open truck, and 3 men at the disposal site - one of whom operates the equipment at the disposal site.

The annual salary of the equipment operator at the disposal site is \$4,000. The remaining 9 employees receive \$3,682 per year.

Garbage and refuse collection is provided by the borough on a weekly basis, operating Monday through Saturday. No commercial garbage is collected or permitted at the disposal site. The collection and

disposal of garbage and refuse are maintained solely for the 6,680 dwelling units in the Boroughs.

The following equipment is assigned to the garbage collecting and disposal operation indicating its original and insurable value:

Garbage Collection and Disposal Vehicular Equipment

	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1961 Brockway Garbage Truck	\$12,200.00	\$12,200.00	New	8/61
1960 Caterpillar Traxcavator w/bucket - Model 955	20,395.00	15,000.00	New	10/60
1959 Chevrolet 2 1/2 Ton Dump Truck	4,100.00	3,000.00	New	4/59
Total (3)	\$36,695.00	\$30,200.00		

In the past, Kingston Borough utilized both an open dump in Edwardsville and the Wilkes-Barre incinerator for the disposal of its garbage and other refuse. Because of the unsanitary condition of the open dump and the prohibitive cost of using the incinerator in Wilkes-Barre (\$20,000 annually), Kingston adopted the landfill method in 1953.

A 12 acre tract was purchased in the eastern portion of the Borough in the 5th ward on Church Street. The site was equipped with a bulldozer with a bucket front for compacting the refuse at a cost of \$11,000. An average of 5 loads of refuse is trucked to the site daily by the two borough collection trucks. It is estimated that the area will serve as a refuse disposal site for at least 2 years.

Pringle

Expenditures for Pringle for garbage collection and disposal are

included in the Street Department expenditures and not under Health or Sanitation. Therefore, it is not possible to accurately assess costs to garbage and refuse collection. Only an estimate can be made using wages of the Street Department employees as a basis of computations. Using such a basis, the annual expenditure for garbage and refuse collection in Pringle was about \$400 in 1961.

In Pringle, garbage collection and disposal are provided on a weekly basis by members of the Street Department. All garbage and refuse are trucked to a private dump in Forty-Fort Borough where the rate for disposal is \$1.50 per load.

Private collectors operate in both Boroughs to collect ashes. They are paid by the householder, the cost dependent upon the number and size of the containers.

4. SANITARY SEWERAGE SYSTEM

In Kingston, the maintenance of the sanitary and storm sewers are handled by a Sewer Department, which maintains approximately 38 miles of sanitary sewers and 21 miles of storm drains. Dwelling units or business establishments are connected to one of these receiving conduits for sewage disposal.

The cost of maintaining the Kingston sewerage system increased from \$23,552 in 1955 to \$30,635 in 1961, for about a 20% increase over this period.

The following table shows sanitary sewer expenditures for Kingston in 1961:

Salaries and Wages	\$26,189.81
Materials and Supplies	123.33
Maintenance of Plant	2,108.72
Equipment	1,535.78
Electric Power	671.13
Other	6.00
Total	<u>\$30,634.77</u>

The \$26,189.81 paid in salaries and wages in 1961 included both the regular crew of 8 men who maintain the sewerage system and also the extra personnel employed on a part-time basis.

The following equipment is assigned to the Sewer Department:

Sewer Department Vehicular Equipment

<u>Equipment</u>	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1958 Flexible Sewer Cleaning Equipment	\$1,750.00	\$1,200.00	New	5/58
1958 Flexible Sewer Cleaning Equipment	1,750.00	1,200.00	New	5/58
1958 Flexible Sewer Cleaning Equipment	4,586.00	3,600.00	New	12/58
1955 Dodge Power Wagon	<u>2,800.00</u>	<u>1,500.00</u>	New	10/55
Total (4)	<u>\$10,886.00</u>	<u>\$7,500.00</u>		

Several streets in Pringle are sewerred, including Grove Avenue, Herbane and Broad Streets, and may even be connected to the Kingston sanitary sewer system. Official records do not indicate if the Pringle residents or Pringle Borough Council have ever paid Kingston for the service.

5. SEWAGE DISPOSAL

The sewage which is carried through the sewerage system in Kingston is conveyed to outfalls along the Susquehanna River and dumped into the River. The Sanitary Water Board has exerted considerable pressure over the last 20 years on many Wyoming Valley communities, including Kingston, to abate the pollution. In 1950, the Kingston Council did engage a sanitary engineer to study the feasibility of a sewage disposal plant for Kingston and Edwardsville. After preliminary discussions with several West Side communities, plans for a sewage disposal plant were dropped.

In 1962, the feasibility of a joint project for 14 communities along both the East Side and West Side was again reviewed by many community representatives. In the latter part of 1962, Kingston became a participating member of the Wyoming Valley Sanitary Authority, created by 14 municipalities for the purpose of treating domestic sewage, industrial wastes, and mine acid water. On the basis of one representative per 15,000 population or fraction thereof, Kingston is represented by 2 members appointed by the Council under the provisions of the Municipal Authorities Act.

6. FLOOD CONTROL

Construction of the flood control system in Kingston, initiated in 1937, was finally completed in 1950. Operation and maintenance of the Flood Control System are carried on jointly with Edwardsville Bor-

ough, and in this capacity Kingston received a total of \$5,440.47 for 1961 from the Federal Government for the joint project.

A total of \$21,132.38 was spent on flood control during 1961. Two men are regularly employed for the maintenance and operation of the flood control project and are salaried at \$153.44 semi-monthly or \$3,682 per year.

The following equipment is assigned for use by flood control personnel:

Flood Control Vehicular Equipment

	<u>Original Value</u>	<u>Insurance Value</u>	<u>New or Used</u>	<u>Date Purchased</u>
1959 Willys Pickup Truck	\$3,000.00	\$2,250.00	New	4/59
1956 International Tractor and Mower	3,192.00	2,200.00	New	7/56
	<u>\$6,192.00</u>	<u>\$4,250.00</u>		

Although the impounding basin on Toby Creek is in Pringle, there are no expenditures for flood control in Pringle, nor is the Borough responsible for any flood control project.

7. KINGSTON-PRINGLE MERGER

It is not expected that the expenditures for such activities as sewage disposal and flood control will be affected by merger.

While the merger of Kingston and Pringle will result in more inspections to be made, and more licenses, certificates, and permits

to be issued, the additional activity caused by 1,418 people would necessitate only a negligible expense to the Board of Health.

The merger of Kingston and Pringle will mean that the 7 workers on the refuse trucks will have 418 additional dwelling units to collect from, making a total of 7,098 in the collection system, for a 6% increase in collection. A review of collection routes should be undertaken with a view to economy. It may be possible to absorb the additional households under the present staffing. No additional equipment should be required to collect the garbage and refuse from Pringle residents. The landfill site is already adequately manned with personnel to handle the additional refuse from the Pringle residents.

It is difficult to estimate what additional expense will be incurred regarding the Pringle sewerage system. An accurate engineering survey is necessary to determine the extent and the condition of the Pringle sewerage system. The Kingston Council must give serious thought to the discontinuance of the use of septic tanks in Pringle if it is desirous of avoiding health problems in the future.

The addition of 1,418 people to the Kingston sewer collection system will increase the number of sewer renters to the Wyoming Valley Sanitary Authority, thereby helping to reduce the per household cost for all renters, including Kingstonians. Merger will offer the Pringle residents a complete health service and a sanitation service on a full time basis. The expenditure by the Pringle Street Department of ap-

proximately \$400 for garbage collection can be utilized more effectively by Kingston, representing a saving to the merged boroughs.

The present expenditures for health and sanitation for Kingston and Pringle, and for Kingston after merger are presented below:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after merger</u>
\$62,083.00	-----	\$62,083.00

CHAPTER VII

RECREATION

While both Boroughs maintain a recreational program, the administration and financing differ considerably in the two Boroughs. In 1961, recreational activities came under the jurisdiction of the Borough Council in Kingston, whereas the same activities were conducted by a community organization on a volunteer basis in Pringle.

1. TOTAL EXPENDITURES

Recreation expenditures for both communities for selected years are listed in the following table:

Year	Recreation Expenditures	
	Kingston	Pringle
1961	\$8,990.48	-----
1960	8,102.00	-----
1959	9,386.00	-----
1958	7,660.00	-----
1957	6,700.00	-----
1956	5,747.00	-----
1955	473.00	-----

There are no recreation expenditures for Pringle since the Borough Council does not sponsor a recreation program.

Recreation expenditures for Kingston have increased at a steady rate since the expansion of the Borough recreational program in 1956.

Unusual fluctuations in expenditures, such as in 1951, are due largely to the purchase of new or additional recreational equipment, or for repairs.

2. KINGSTON RECREATION EXPENDITURES FOR 1961

The recreation facilities of Kingston consist of playgrounds, playing fields, and wading pools. Kingston has a total of 13.6 acres of recreational areas of which 4 acres are school playground and playing fields. There is no community swimming pool, although an organization has initiated plans for the construction of one for 1963.

The following table represents recreational expenditures for Kingston for 1961:

Salaries and Wages	\$7,467.21
Materials and Supplies	820.34
Repairs to Property	538.18
Equipment	<u>164.75</u>
Total	\$8,990.48

The expenditure of \$7,467.21 for salaries and wages includes not only compensation of \$5,350.00 for the director and instructors, but also \$2,117.21 for personnel to ready the playgrounds for the summer season.

The salary schedule for the playground staff of the Kingston Recreational Program is as follows:

1 Recreation Director @ \$450	\$ 450.00
14 Instructors @ \$350	4,900.00
Total	\$ 5,350.00

The Kingston Borough Recreation Program was administered by a part time Recreation Director employed by the Borough Council for eight weeks during the summer months from June 15 to August 30. The recreation director is paid a salary of \$450 and the playground instructors are paid \$350 each for the 8-week period.

Repair and maintenance of playgrounds and equipment have been provided by employees of the Street Department. Records are maintained on the man hours required for such work, and the costs were \$211.21 in 1961.

The Borough maintains and operates seven playgrounds, one in each ward, equipped with swings, slides, teeter-totters, and other playground equipment. Three of the seven playgrounds are equipped with wading pools. Each playground is staffed with two qualified instructors to insure a well-rounded program for the children.

The names and locations of the playgrounds, with a notation on the wading pool, are listed below:

- 1st Ward---Pringle Street Playground (Pringle St. and Korn St.)
- *2nd Ward---R. Levy Playground (Schuyler Avenue)
- *3rd Ward---Stegmaier Playground (Wyoming Ave. and Price St.)
- 4th Ward---Scanlon Field (Wyoming Ave. and Bennett St.)
- 5th Ward---Tioga Playground (Tioga Ave. and Dorrance St.)
- *6th Ward---L. S. Reese Playground (Bowman Ave. and Dean Court)
- 7th Ward---Third Avenue Playground (Third Avenue Elementary School)

*The three playgrounds preceded by an asterisk have wading pools.

There are no charges for any of the Kingston recreational facilities, nor are donations solicited to finance public recreational activities.

Pringle

Pringle Borough Council does not sponsor any recreational program, nor does it allocate funds for any recreational activity.

The Pringle Civic Club, a private organization of about 50 Pringle citizens, has constructed a wading pool and playground with volunteer labor on the Pringle School District property adjacent to the borough building on Evans Street. The land is leased by the School District to the Civic Club for \$1.00 per year. The playground and a soft ball field cover approximately 0.4 acres of land.

All expenses incurred in operating the playground and other recreational activities, including the water supply for the pools, are borne by the Club and are paid for out of the Club's treasury. Expenditures, amounting to approximately \$300 per year, include only supplies and other incidentals, for all maintenance is provided by the membership on a volunteer basis. All equipment is the property of the Club.

The playground staff consists of club members who volunteer their services to watch the children during the hours when the playground is open.

The Pringle Civic Club finances the recreational program through membership dues of \$1.00 per year. In addition, families whose children use the playground facilities and pool are expected to donate \$1.00 per season. The Club solicits donations in the Borough on a house-to-house canvass and sponsors raffles during the year.

3. KINGSTON-PRINGLE

In the Fall of 1962, the Kingston School Board and the Kingston Council created a 5-member Recreation Board for the Borough with the thought of continuing the recreation program on a joint basis in order to take advantage of the reimbursement from the Department of Public Instruction of the Commonwealth. The joint program is expected to commence in the summer of 1963. Had the joint arrangement existed in 1961, the Kingston Borough Council would have assumed just the cost of equipment, supplies, and repairs of \$3,640.48.

Kingston has followed the policy in the past of locating the playgrounds by wards, regardless of the size or population of the wards. Whether such a policy has worked to the best interests of the children of the Borough is debatable. Oftentimes, playgrounds must be located wherever land is available, which seems to have been the case at times in Kingston. The Pringle playground should be continued after merger in order to accommodate the children in the vicinity of the playground.

The recreational program in Pringle now supported on a volunteer basis should be made a part of the joint Council-School District recreational program. This would mean the addition of 2 recreational instructors, supervised by the Borough recreation director.

The maintenance expenditure will at least approximate the \$300 presently spent by the volunteer organization, and may even be higher if Pringle playground is to be placed on a comparable level with other playgrounds.

In view of the fact that Kingston follows a no-charge policy in defraying recreational program expenses, public solicitation is likely to be discontinued.

The merger would afford the children of Pringle the services of a well-trained corps of instructors, capable of providing the instruction and leadership in a recreational program. A volunteer organization would be replaced by full-time trained workers, so essential to a successfully diversified recreational program.

The most significant advantage for the Kingston citizenry resulting from merger is that it provides the open land so vital in any recreational program. Suitable open spaces of sufficient size have almost disappeared in Kingston. The new Borough Building will mean the elimination of one playground. Many of the older schools in Kingston have very small yards; and yet, under ideal conditions the neighborhood playground is the school yard.

An inventory of public recreation in Kingston shows 13.6 acres of both school playgrounds and playfields, and other recreation lands as against a standard as set by the National Recreation Association of 122.4 acres. Kingston residents do make use of Kirby Park, contiguous to the Borough, consisting of 120 acres. Most of the Kingston deficiency is in neighborhood parks and playfields which require about 2 acres and about 15 acres respectively.

The 1961 expenditures for recreation for the two Boroughs are presented in the table below, along with the estimated Kingston recreation expense after merger, assuming a joint Borough-School District program:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston After Merger</u>
\$8,990.48	\$300.00 (volunteer)	\$3,940.48 - Borough Council

CHAPTER VIII

PLANNING

The most recent aspect of planning is its emphasis on the future and the intelligent guidance of community growth. Though it cannot correct many of the mistakes of the past, it can prevent their recurrence. The absence of regulatory controls such as zoning and subdivision ordinances has brought about land use problems in many communities.

1. BACKGROUND

Kingston

Kingston has had a zoning ordinance in effect since 1929. A Planning and Zoning Commission of 5 members and a Zoning Board of Adjustment of 3 members have attempted to direct the development of the Borough.

Presently, the Kingston Zoning Ordinance provides for the following classifications of land uses: General residence, first residence, heavy industry, light industry, and commercial. A plumbing code was adopted in 1924, five years prior to the enactment of the Zoning Ordinance.

Pringle

Development is uncontrolled since Pringle does not have a zoning ordinance regulating land use, or building codes regulating con-

struction or alterations.

2. LAND USE

The table following illustrates the land uses in both Kingston and Pringle in terms of areas and percentage of total area.

	<u>Land Use Inventory</u>			
	<u>Kingston</u>		<u>Pringle</u>	
	<u>Acres</u>	<u>% of Total Area</u>	<u>Acres</u>	<u>% of Total Area</u>
RESIDENTIAL (Total)	531.61	35.44%	56.15	19.27%
Single Family	382.14	25.48	46.58	15.99
Two Family	116.14	7.74	8.62	2.96
More than Two Family	248.15	2.22	0.44	0.15
COMMERCIAL	112.82	7.53%	0.51	0.17%
INDUSTRIAL (Total)	28.35	1.89%	7.63	2.62%
Light Industry	25.73	1.72	-----	-----
Heavy Industry	2.62	0.17	0.88	.30
Culm Banks, Stripping holes	-----	-----	6.75	2.32
PUBLIC AND PUBLIC UTILITIES USES	175.41	11.70%	5.18	1.78%
INSTITUTIONAL USES	47.02	3.13%	21.72	7.45%
OTHER USES	259.20	17.29%	40.33	13.80%
VACANT LAND	259.53	17.30%	150.35	51.61%
MIXED USES	14.76	0.98%	4.19	1.44%
TOTAL AREA (Acres)	1,499.80	100.00%	291.34	100.00%
TOTAL AREA (Sq. Miles)	2.34	-----	0.45	-----

Source: Luzerne County Planning Commission

Kingston

Approximately 35.44% of the Borough of Kingston is zoned for general residence. The greatest portion of general residence is located in an area between Pierce and Northampton Streets; north of Wyoming Avenue; and, in the first Ward, west of Pringle Street. A large area east of Lathrop Street, formerly designated as heavy industry, has been changed to general residence, making it available for the construction of new homes by a private developer.

The next largest classification of land use is commercial, which makes up approximately 7.53% of the Borough land area. Throughout the Borough, the major commercial areas consist of strips along principal streets, such as Wyoming Avenue, Pierce Street, West Union Street, and Main Street.

First Residence--consisting primarily of single family dwelling units--comprises 25.48% of the borough land use, located solely in an area bounded by Reynolds, East Dorrance Street, Tioga, and Ford Avenue.

The Kingston Industrial Park represents the large single area zoned for heavy industry, and coupled with two other small areas amounts to approximately 17% of the Borough's total area. The Industrial Park is bounded by Grove, Division, and Pringle Streets, and the Erie-Lackawanna Railroad tracks. Other heavy industry zones are located adjacent to the dike off Church Street and abutting the Delaware

and Hudson Railroad tracks adjacent to Kirby Park.

The remaining land use in Kingston is light industry, approximating 1.72% of the total Borough area. The commercial district is located primarily in strips along both sides of Market Street, along the Delaware and Hudson Railroad tracks in the 5th and 7th Wards, along Eley Street, and in the area surrounding the Erie-Lackawanna Railroad freight yards.

Pringle

Pringle is about 0.45 square miles of which approximately 48% is developed. About half of the developed area is occupied by residential uses of which 75% are single family homes.

3. VACANT LAND

Kingston

Relatively little undeveloped land is available in Kingston. The largest undeveloped tract lies along the dike in the 5th Ward along Church Street, Rutter Avenue, Lathrop Street, and extends eastward to the dike along the Susquehanna River. It was originally zoned industrial, but (the westerly side) has been rezoned residential. A portion of 36 acres was so zoned to make it possible for a private developer to construct a housing development for high middle income owners.

The easterly portion of the tract, extending along Church Street

and to the flood control levee is presently used by the Borough for a sanitary land-fill operation. The strip along Rutter Avenue has been zoned commercial, and the area from the corner of Rutter and Lathrop Streets eastward to approximately Gibson Avenue is zoned light industry.

Pringle

Pringle, in contrast to Kingston, has several large tracts of land which are undeveloped, vacant, and useable for development.

Valley View Acres runs along Elizabeth Street, which is an extension of Kemp Street. This plot, originally part of the old Pringle Coal Company, consists of 9.75 acres and presently contains several homes.

Crestview Heights, referred to as the Songallia Plot and also originally part of the Pringle Coal Company land, is a development of about 17.8 acres and runs parallel with Valley View Acres, with Cooper Street separating the two developments. No homes have as yet been constructed on this useable land.

The third plot is located north of Evans Street reaching over to the back property lines of properties on Elizabeth Street, extending to North Street in Courtdale, and over to Courtright Street. There is considerable rock structure in this 33.1 acre plot. A portion of this land just south of North to Courtdale Borough is leased by the owner, the Glen Alden Corporation. There is no development on this land as yet, although the fire station, borough building, recreation area, and an

unused school building are located at the south end of the plot on Evans Street.

The fourth plot is located south of Evans Street, bordering on the plot mentioned above, and extending along Grove Street from Kingston. This 9.2 acre plot lies adjacent to land recently purchased by the Committee of 100 of the Greater Wilkes-Barre Chamber of Commerce for industrial development, located along the south side of Division Street in Kingston. It was with the thought of extending the industrial area that this 9 acre plot was purchased by the Industrial Fund from Glen Alden Corporation.

The fifth plot is located on the westerly side of Division Street, which is the boundary between Kingston and Pringle. The Kingston side of Division Street has developed into an industrial site with a warehouse, cigar factory, furniture factory, and similar uses. Directly across from the Kingston Industrial Park in Pringle is a 12.6 acre plot, which abuts the Toby Creek Impounding Basin constructed by the Commonwealth of Pennsylvania. This area runs from the Lehigh Valley Railroad north to Grove Street and west of the Impounding Basin. The State has under construction an enlargement of the Basin in order to alleviate a flood problem in the area. The location of the basin and its expansion confine development to that land along Division Street extending to Grove Street in Pringle. While there is a large bank of culm and other mine wastes in this section of land, several homes are already located on it.

The sixth and last area which is undeveloped in Pringle lies in a narrow corridor between Courtdale and Edwardsville, and extends westward to Larksville. This section of Pringle consists of 20 acres and except for the North Street entrance is almost completely inaccessible.

4. FUTURE POPULATION AND ECONOMY

It is difficult to estimate the future population of any single community. If a community has developed all of its available land space, that community's population is not likely to increase to any great extent. Conversions into more families per structure or redevelopment can change this somewhat. Conversely, if a community has available land space, opportunity for population growth does exist.

It does not appear from the population estimates made by the Luzerne County Planning Commission that there is likely to be any tremendous population growth on the West Side. This will be as true of Kingston and Pringle as of other communities.

Population Projection 1950 to 1980

	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
Kingston	21,096	20,261	21,800	22,900
Pringle	1,727	1,418	1,375	1,450

Source: Luzerne County Planning Commission

5. POTENTIALS OF LAND USE

Over 400 acres of land are vacant or undeveloped in both Kingston and Pringle. Although much of this land is scattered and already divided into small lots, approximately 260 acres in Kingston and 150 acres in Pringle may be available for possible development.

It appears that there is a potential of a tract of 36 acres in Kingston (which does not include scattered vacant land) and 73.5 acres in Pringle for development of all needed uses within the next 10 years. In Kingston, the undeveloped area is already zoned and committed. In Pringle, from 10 acres to 55 acres might be classified residential and from 9 to 54 acres could be set aside as industrial (light or heavy), depending on the objectives of those who do the planning for the two boroughs.

6. TOOLS FOR DEVELOPMENT

Already the area in Pringle along Division Street has been dotted with homes in spite of the fact that the Kingston Industrial Park is immediately across the street. This is the kind of mixing of uses that eventually becomes undesirable to all users. A land use plan combined with a sound zoning ordinance and adequate subdivision regulations would prohibit such mingling of future land uses.

7. WEST SIDE REGIONAL PLANNING

In 1961 both Kingston and Pringle joined seven other West Side communities to form the West Side Regional Commission. The Boroughs have entered into a contract with the Luzerne County Planning Com-

mission as its consultant in planning future growth. Each borough is required to pay pro rata its share of the cost of projects over a three-year period. Kingston's share of the 9 borough project is \$10,000, of which \$7,500 is a grant by the Federal Government, leaving a total of \$2,500 to be paid by Kingston. Pringle will be required to pay \$250 of a total cost of \$1,000, leaving \$750 as a grant from the Federal Government.

8. KINGSTON - PRINGLE MERGER

The tools of planning mentioned previously can be used by both Kingston and Pringle acting independently of each other. Such action would lack the coordination so necessary on the West Side if future growth is to be meaningful. However, the two Boroughs are going to plan cooperatively through the newly created West Side Planning Commission.

Where two or more communities plan as a single entity, their mutual problems lend themselves to easier solutions. If merger is effectuated, these solutions are more easily accomplished.

Merger of Kingston and Pringle into one governmental unit would result in the payment of Pringle's share of the West Side Planning project, a sum (\$250.00) which Pringle has already been assessed. The combined unit would pay the same amounts that each Borough now pays individually.

CHAPTER IX

MISCELLANEOUS EXPENDITURES

The expenditures discussed in this chapter consist chiefly of insurance premiums and contributions made by the two borough councils. Smaller communities such as Pringle expend substantially lower sums for both of these types of expenditures.

1. Miscellaneous Expenditures - 1961

	<u>Kingston</u>	<u>Pringle</u>
Police Pension Fund	\$9,009.65	-----
Military and Civic Contributions	1,100.00	-----
Hoyt Library	<u>22,999.92</u>	<u>-----</u>
	\$33,109.57	

The \$1,100 amount expended by Kingston in 1961 were grants made by the Council to the West Side Veterans Association, Wyoming Valley Nurses Association, and the Christmas Light Fund.

Because Pringle does not maintain a full time police department, there is no expenditure to the police pension, whereas Kingston Council's contribution to the police pension fund was \$9,009.65 in 1961.

Kingston Borough is unique in that it is one of seven municipalities in Luzerne County which supports a library service for its residents. The Hoyt Library, established on January 1, 1928, was a gift from the Hoyt Estate and remains the property of Kingston Borough so long as it

is used as a library. An annual appropriation of \$23,000 from the Borough Council is the primary source of income for the Library, which operated on a budget of \$29,586 in 1961.

2. KINGSTON-PRINGLE MERGER

Merger of the two Boroughs would not affect any change on the miscellaneous expenditures. Merger will not affect Kingston expenditures as contributions to the police pension fund, to military and civic organizations, and to the Hoyt Library will remain the same.

The importance of public libraries in any general scheme of education must not be overlooked. The Hoyt Library will provide the adults of Pringle with a ready means of keeping abreast of the times, and also enable the children to supplement the information gained from the regular courses of study.

The money already expended by the Pringle officials for such as insurance can be more effectively used when commingled with substantially larger sums expended by a larger community like Kingston.

The present expenditures for Kingston and Pringle and for Kingston after merger are presented below:

<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
\$33,109.57	-----	\$33,109.57

CHAPTER X

REVENUE STRUCTURE AND INDEBTEDNESS

Kingston and Pringle have identical taxing powers. Under the Borough Code, boroughs are permitted to levy taxes on real estate and occupations, and taxes under Act 481 of 1947.

1. REAL ESTATE TAX

The real estate tax is the principal source of revenue for both communities. The tax levy is made against assessed valuations of real estate set by the County Board of Assessors. These valuations are also used as a basis for County and School District taxes.

The amount of revenue a borough derives from the real estate tax is largely dependent upon three main factors: the total assessed valuation of all taxable real estate in the borough, the tax rate or millage levied, and the percentage of the tax levied that is collected.

A variation of 7.3% is observed between the percentage ratios on assessed value to market value of the two boroughs for 1961. The average percentage ratio for boroughs in Luzerne County for 1961 was 30.0%; and for all municipalities it was 34.7%.

The following table presents a comparison of assessment ratios and values over a six-year period from 1955 to 1961.

Comparison of Total Assessed / Market Value
Ratios for Both Communities from 1955-1961

<u>Market Value</u>	<u>Kingston</u>	<u>Pringle</u>
1955	\$55,112,800	\$1,296,700
1961	57,783,100	1,300,800
Change	+ 2,670,300	+ 4,100
<u>Assessed Valuation</u>		
1955	\$19,347,180	\$ 342,598
1961	20,105,986	357,128
Change	+ 758,706	+ 14,530
<u>Percentage Ratio</u>		
1955	35.1%	26.4%
1961	34.8%	27.5%
Change	-.3%	+ 1.1%

- Pennsylvania State Tax Equalization Board -

Both the assessed valuation and market value of real property has increased for both communities from 1955 to 1961. The increase in market value of property of \$2,670,300 from 1955 to 1961, or 4.8%, can be due to building growth in view of the fact that certified assessed coal valuations show a drop from \$766,813 to \$518,937 in the same period. Pringle growth in the same period is \$4,100, or .3%. The coal valuation drop was from \$22,913 in 1955 to \$7,100 in 1961.

With respect to the percentage ratio of assessed valuation to market value, Kingston experienced a drop of .3% while Pringle has an increase of 1.1% from 1955 to 1961, neither of which are significant

changes.

Both Kingston and Pringle are included among the 46 of Luzerne County's 73 municipalities which have taxable coal assessment valuations. In recent years, these valuations have been reduced considerably and to some extent have reduced the total real estate valuations in both communities. The total certified assessed coal valuations for both Kingston and Pringle were set at \$518,937 and \$7,100 respectively for 1961. In 1955 these valuations were \$766,813 for Kingston and \$22,913 for Pringle.

2. OCCUPATION TAX

Boroughs have the power to tax occupations under the Borough Code which states that all persons, professions, offices, and real property made taxable for County purposes may also, at the discretion of the Borough Council, be made taxable for borough purposes.

The number of taxables, taxable valuation, and the amount of occupational taxes levied in 1961 for the two boroughs are shown on the following table.

<u>Occupational Taxation - 1961</u>			
	<u>Number of Taxables</u>	<u>Taxable Valuation</u>	<u>Occupational Taxes Levied</u>
Kingston	11,013	\$876,705	\$17,534.10
Pringle	710	50,310	1,056.51

3. TAX RATE

The tax rate is fixed by borough ordinance at the time the borough budget is adopted by Council. The total millage rate for borough purposes applied to both real estate and occupational valuations for the last seven years is as follows:

	<u>Tax Rates</u>						
	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
Kingston	17.7	18	18	18	19	20	20
Pringle	21	21	21	21	21	21	21

From 1955 to 1961 the tax millage for borough purposes in Pringle has consistently been at 21 mills. In 1960 and 1961 there was only a one mill difference between the two borough tax rates.

The 1961 total tax rate for both boroughs is composed of the following specific levies:

	<u>General Borough Purposes (Mills)</u>	<u>Special Revenue Funds</u>	<u>Debt</u>	<u>Total</u>
Kingston	18 1/4	1	3/4	20
Pringle	16	5	---	21

Grouped under the special revenue fund for Pringle are street lighting and water expenditures, whereas the tax levy of one mill for the Kingston special revenue fund is for the street lighting.

4. TAX COLLECTION

The following table indicates the amount of revenue collected for both boroughs from 1957 to 1961:

Real Estate Taxes Collected
(1957 - 1961)

<u>Year</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$356,232	\$6,529
1960	384,297	6,878
1959	348,480	7,577
1958	358,998	5,751
1957	351,918	7,971

Commonwealth of Pennsylvania
Department of Internal Affairs
Local Government Financial Statistics 1957 - 1961

The average annual amount of revenue produced by the real estate tax over the five-year period from 1957 to 1961 was \$359,985 for Kingston and \$6,941 for Pringle. The amount collected in 1961 in Kingston was next to the lowest over the last five years. This is likewise true in Pringle.

The collection trend in occupational taxation for both boroughs over a five-year period from 1957 to 1961 is indicated in the table below:

Occupational Taxes-Collected
1957 - 1961

<u>Year</u>	<u>Kingston</u>	<u>Pringle</u>
1961	\$14,520	\$ 777
1960	15,470	1,055
1959	12,911	1,284
1958	13,452	1,886
1957	13,716	1,205

Commonwealth of Pennsylvania
Department of Internal Affairs
Local Government Financial Statistics 1957 - 1961

The average annual occupational tax collected in Kingston amounted to \$13,688 over the five-year period. During the same span, occupational tax collections in Pringle averaged \$1,210 per year.

The following table shows the success of the tax collection system in both boroughs. The percentage of tax collections is presented in the column on the far right.

Ratio of Tax Collection - 1961

	<u>Real Estate No. of Taxables</u>	<u>Real Estate Tax Levied</u>	<u>Real Estate* Tax Collected</u>	<u>% Collected</u>
Kingston	5,083	\$402,119.73	\$356,232.00	88.5
Pringle	404	7,499.91	6,529.00	87.1

	<u>Occupational No. of Taxables</u>	<u>Occupational Tax Levied</u>	<u>Occupational Tax Collected</u>	<u>% Collected</u>
Kingston	11,013	\$17,534.10	\$14,519.93	84.2
Pringle	710	1,056.51	776.65	73.3

* Does not include taxes collected for previous years.

Borough Tax Collectors' Reports

The data above indicate that both communities are similarly successful in collecting the real estate taxes levied: 88.5% for Kingston and 87.1% for Pringle. Kingston is more successful in collecting the occupational tax: 84.2% to 73.3%; and, yet improvement in collecting this tax is obviously indicated in both communities.

Tax collection is divided into four types of payments: those paid on a discount basis during a specified period; those paid on face value; those classified as penalty payments; and those paid for prior years. There is a strong indication from a tax collection analysis that a large majority of the taxpayers in both boroughs take advantage of the discount period.

5. OTHER REVENUE SOURCES

Various other revenue sources with the total amount of receipts for 1961 are listed below:

Other Revenue Sources - 1961

<u>Source</u>	<u>Kingston</u>	<u>Pringle</u>
Licenses and Permits	\$27,403.25	\$ 120.00
Fines and Forfeits	5,649.00	372.00
Grants and Gifts	8,205.11	1,162.64
Departmental Earnings	1,835.00	-----
Liquid Fuels Tax	30,035.59	2,710.35
TOTAL	\$73,127.95	\$4,364.99

Licenses and permits and liquid fuels money from the Commonwealth of Pennsylvania are equally substantial sources of revenue for Kingston, whereas only the latter is a substantial source for Pringle. Included among the licenses and permits are: pave cut permit, sewer permit, poolroom permit, building permit, plumbers' license, and restaurant inspection fee.

All of the revenue sources listed above are self-explanatory except grants and gifts. This source is in the form of State aid, exclusive of the liquid fuels money, and including mostly money paid to the municipalities for firemen's relief associations from the foreign fire insurance tax.

6. INDEBTEDNESS

An important factor to be considered in the merger of two boroughs such as Kingston and Pringle is the amount of indebtedness of each of the merging municipalities. Article II, Section 220, of the Pennsylvania Borough Code (1957) states with respect to merging boroughs, "...all rights of creditors and liens shall be preserved, and all debts, liabilities, and duties, of either of such boroughs, shall attach to such new borough and be enforced against it." The Code states in effect that the new borough is responsible for all the indebtedness incurred by the merging boroughs.

Kingston

Indebtedness incurred during 1961 by Kingston consisted of a General Improvement councilmanic bond issue for \$225,000 and a temporary loan of \$230,000. By the end of 1961, Kingston had paid \$200,000 on the temporary loan leaving a net debt of \$30,000 remaining. The Borough Council decided to retire this debt in 5 years at the rate of \$6,000 per year.

The general improvement bond issue will extend over a ten-year period with the bonds fully paid off in 1971. Payments on the bond issue will amount to \$25,000 per year, payable on the first day of November. A 3/4 (.75) mill tax levy for debt purposes and a sinking fund have been set up to pay off the principal and interest of the bond issue.

The total net debt at the end of 1961 was \$212,830.23 and consisted of the following:

Temporary Loan	\$ 30,000.00
Bonded Indebtedness	<u>225,000.00</u>
Total	\$255,000.00
Sinking Fund Balance	<u>-12,169.77</u>
Total Net Debt	\$212,830.23

No unpaid bills were listed for Kingston in 1961.

The per capita debt for Kingston in 1961 was \$10.50.

Pringle

During 1961 Pringle Borough made a final payment of \$1,000 on a temporary loan of \$2,000 incurred in 1960. This released the Borough from any debts incurred through loans. Pringle has no outstanding bonded indebtedness.

Listed under unpaid bills for Pringle Borough in 1961 is \$8,805.27 due the Pennsylvania Gas and Water Company for fire hydrant rentals and water supply over a number of years. When this is reduced to a per capita basis, it is \$6.20.

7. KINGSTON-PRINGLE MERGER

Both Boroughs relied on the real estate and occupational taxes in 1961, although this has been changed for 1963. Both communities rely on the Luzerne County assessment program. At present, there is a 7.3% difference in assessment ratios between the two boroughs. However, the Pringle real estate tax rate was one mill higher in 1961 than the Kingston real estate tax rate.

Using a \$10,000 home, the tax thereon in the two Boroughs is computed below:

Value x Assessment Ratio = Assessed Value x Tax Rate = Tax									
Kingston:	\$10,000	x	34.8	=	\$3,480	x	20	=	\$69.60
Pringle:	\$10,000	x	27.5	=	\$2,750	x	21	=	\$57.75

Considering a variation in assessment ratios and a difference in tax rates, the above data indicate that there is a difference in real estate taxes of \$11.85 on a \$10,000 home in the two communities.

Assuming the 1961 conditions following merger, the Kingston 20 mill levy would be applied to the Pringle assessed valuation of \$387,128. The net effect of this would be a slight decrease of real estate tax levied in Pringle from \$7,499.69 to \$7,142.56. Using the 1961 Kingston tax collection record, a revenue of \$6,285 would have been expected. An improvement of Pringle's occupational tax collection to

Kingston's level could add an additional \$110 to Pringle's potential revenue. It is difficult to estimate the additional amount of revenue to be expected from licenses and permits, although the most productive are likely to be pave cut permits and building permits which should produce at least \$1,000 annually at the present level of development in Pringle.

While the unpaid bill of \$8,805.27 appears substantial in the Pringle financial picture, since it is only .4 of a mill in the Kingston budget, it can easily be absorbed in the Kingston budget over a 3-year and possibly 2-year period.

The 1961 revenue sources for Kingston and Pringle, and for Kingston after merger are estimated below:

	Kingston	Pringle	Kingston after Merger
Real Estate Taxes	\$356,232.	\$6,529.	\$362,517.
Occupational Taxes	14,520.	779.	15,407.
Other Revenue	73,128.	4,365.	78,493.
	<u>\$443,880.</u>	<u>\$11,671.</u>	<u>\$456,417.</u>

The tax structures of Kingston for 1963 will consist of the following levies:

19 mill real estate tax rate
 \$5 per capita tax (Act 481)
 1/2% deed transfer tax (Act 481)

The levies proposed for 1963 were enacted with a two-fold objective: reduce the tax load on Borough real estate, and to produce additional revenue at the same time. If capital improvements are under-

taken in Pringle, after the completion of the necessary engineering surveys, a complete financial review and analysis will have to be made.

Because of the recent change in the Kingston rate and assuming the 1961 tax base, and applying the 1963 tax structure, the net effect on the revenue produced by the merged unit can be estimated.

Based upon an assessed valuation of \$20,463,114 and a tax collection record of 88.5 per cent, the 19 mill levy would produce approximately \$344,087 in real estate tax revenue. Based upon the present 11,723 occupation taxables, a \$5.00 per capita levy, with the Kingston collection rate of 84.2 per cent, would produce approximately \$49,354. On the basis of available data for property transfers in Kingston and Pringle, the 1/2 of one per cent deed transfer tax could be expected to produce approximately \$7,000 for the year.

The total tax revenue would have amounted to \$400,441 assuming the previously mentioned conditions. Since the non-tax revenue has been estimated to be \$78,493 after merger, the total anticipated revenue would have amounted to \$471,934 for Kingston after merger.

CHAPTER XI

SCHOOLS

People are as vitally interested in guaranteeing to everyone the opportunity to secure an adequate position for his life work as they are in providing vital municipal services.

Some of the commonly accepted criteria that should be considered in the potential merger of school districts are: teachers' salaries, co-curricular activities, academic training, and supplemental services.

In Pennsylvania, a board of education responsible for providing educational services is entirely independent of the municipal authorities. It fixes its own tax rate, within the provisions of the school code, and spends money as it sees fit. The tax collector, elected by the people, collects the school tax together with the borough, county and institution district taxes. But in so doing, he acts as an agent of the board of education.

1. ORGANIZATION

Kingston

The Kingston School District is managed by an unsalaried board of seven directors elected by popular vote for overlapping terms of six years.

Kingston School District operates as an independent third class district under the jurisdiction of the Pennsylvania Department of Public Instruction. The school program is organized on the K-6/7-12 plan,

with academic, commercial, and vocational curricula available in the secondary school. Some students from bordering municipalities attend the Kingston school on a tuition basis.

Pringle

The Pringle School District is headed by a board of five directors elected at large, having overlapping terms of six years. Due to financial difficulties, the Pringle School District was recently declared a "Distressed School District" and a Board of Control of three members was appointed by the Court of Common Pleas of Luzerne County to manage the district in conjunction with the local school board.

Pringle School District is a fourth class district administered through the Luzerne County Superintendent of Schools for the Pennsylvania Department of Public Instruction.

The school program consists solely of one elementary school with grades 1-8. The secondary pupils are sent, on a tuition basis, to the neighboring school districts because of decreased enrollments and rising costs. These pupils attend Larksville, Kingston, Luzerne, Wilkes Barre, and the Wyoming Valley Technical Institute.

2. TOTAL EXPENDITURES

Total school expenditures for the Kingston and Pringle School Districts over a seven year period are presented below:

School District Expenditures

<u>School Year</u>	<u>Kingston</u>	<u>Pringle</u>
1960-61	\$1,560,959	\$56,734
1959-60	1,395,809	59,528
1958-59	1,201,742	57,014
1957-58	1,215,090	64,032
1956-57	1,409,262	72,517
1955-56	1,101,602	44,625
1954-55	1,160,196	64,008

Kingston's expenditure has shown an increase of over four hundred thousand dollars from 1954 to 1960-61. No steady increase is observable from the Pringle expenditures from 1955 to 1961.

3. SCHOOL EXPENDITURES FOR 1960-61

The table below gives a breakdown of the expenditures for Kingston and Pringle School Districts for 1960-61.

School Expenditures 1960-61

<u>Item</u>	<u>Kingston</u>	<u>Pringle</u>
General Control	\$ 41,775.59	\$ 2,506.00
Instructional Expenses	942,451.88	44,526.42
Aux. Agencies and Coord. Activities	33,951.68	888.50
School Plant Operation	138,761.16	4,890.63
School Plant Maintenance	21,163.52	1,397.57
Fixed Charges	85,775.55	2,371.33
Debt Service	157,236.25	153.76
Capital Outlay	135,190.02	-----
Other	4,654.06	-----
TOTAL	\$1,560,959.71	\$56,734.22

Note: Percentage ratios used in the discussion of the breakdown of expenditures are based on ratios of total expenditures, and not operating expenditures.

General Control expenditures include school board administration, legal services, auditing, secretary's office supplies, treasurer, tax collector, etc. Kingston School District expends a much greater portion of its budget for General Control than the Pringle School District, 2.6% as against 4.4%.

Instructional expense, the largest item in both budgets, includes teachers' salaries, library, textbooks, teaching supplies, and in-service training expenses. Whereas it is 60% of Kingston's total expenditures, it is over three-quarters of the Pringle budget, or 78%.

This instructional cost also included payments made by Pringle to Kingston and other school districts for tuition.

Auxiliary Agencies and Coordinating Activities have been regrouped under the new budget forms of the Pennsylvania Department of Public Instruction to include attendant services, health services, and pupil transportation. Whereas Pringle provides some of the services on a rather limited basis, such as part-time nursing service for \$360 a year, the Kingston School District expends a substantial amount.

School Plant Operation includes salaries of custodians, janitor supplies, fuel and utilities. Whereas this item of \$4,890.63 (8%) is the second largest item in the Pringle School District Budget, the \$138,761.16 (8%) is the third largest item in the Kingston budget.

School Plant Maintenance includes head janitor, equipment replacement, repairs, painting and other such maintenance activities.

These amounted to about 13% of all expenditures for Kingston and only 2% for Pringle.

Fixed Charges include teachers' retirement, workmen's compensation, F. I. C. A., and insurance. These are state-mandated charges for both school districts.

Kingston budgeted \$157,236.25 for Debt Service in 1960-61 while Pringle budgeted only \$153.76 on her debt. At the end of the 1960-61 school year, Pringle had \$42,081.70 outstanding; and Kingston, \$323,782.81. Whereas the debt for Pringle is to a large extent tuition owed to neighboring districts for secondary school students, the Kingston debt is for school improvements and renovations.

The Capital Outlay expenditure in a school budget includes such items as the purchase of buildings, building sites, and new equipment (as distinguished from the replacement of old equipment which falls under School Plant Maintenance). Pringle has no Capital Outlay. Kingston expended \$135,190.02 in 1960-61 largely for renovations.

4. REVENUE FOR 1960-61

The table on the following page represents the amount and source of revenue for both Kingston and Pringle School Districts for 1960-61.

The total Pringle School District revenue of \$58,969.42 amounts to slightly better than 3% of the total Kingston revenue of \$1,834,400.27.

The real estate tax levy represents 40.8% of the Kingston School District income, while real estate taxation in Pringle supplies one-fourth of the total school district income.

Sources of Revenue -- 1960-61

Revenue - Local Sources	Kingston		Pringle	
	Amount	% of Total	Amount	% of Total
Real Estate Taxes	\$749,240.11	40.8%	\$14,762.47	25.0%
Per Capita				
(School Code)	47,135.41	2.6	2,343.28	4.0
Per Capita (Act 481)	69,661.41	3.8	1,874.61	3.2
Miscellaneous	57,676.29	3.2	1,523.25	2.6
TOTAL	\$923,713.13	50.4%	\$20,513.61	34.8%
Revenue - State Sources				
Reimbursable Teaching Units	\$452,651.31		\$20,333.00	
Reimbursable Tuition Units	261.99		12,447.92	
Other State Aid	85,987.77		3,271.09	
TOTAL	\$538,901.07	29.4%	\$36,052.01	61.1%
Other Sources	\$370,881.91	20.1%	--	--
Balance from Previous Year	904.07	0.1%	\$ 2,403.80	4.1%
GRAND TOTAL	\$1,834,400.27	100.0%	\$58,969.42	100.0%

Note: In computing percentages above, all income has been used. Ordinarily, "Other Sources" (one time payment for insurance) and balances from previous years would not be used.

Both tax rate and assessments bear directly on the amount of revenue which a community can provide to support its educational system.

The dollar amount of market value of real property in Kingston is tremendously high when compared with that of Pringle. At first glance, this would merely appear to be the typical large-small community difference. But this wide disparity becomes quite glaring when put on either a population or pupil basis.

The table below shows market value of property on a per pupil basis and a per capita basis:

	1960 Population	Market Value	M. V. Capita	No. of Pupils	M. V. / Pupil
Kingston	20,261	\$57,783,000	\$2,851	3,375	\$17,120
Pringle	1,418	1,300,800	917	184	7,069

The table below shows a breakdown of local revenue sources from 1955 to 1961 for both Kingston School District and the Pringle School District:

Year Ending	KINGSTON			PRINGLE		
	R. E. levy (mills)	P. C. tax (Act 679)	P. C. tax (Act 481)	R. E. levy (mills)	P. C. tax (Act 679)	P. C. tax (Act 481)
1961	40	\$5.00	\$5.00	45	\$5.00	\$4.00
1960	40	5.00	5.00	45	5.00	4.00
1959	35	5.00	--	45	5.00	4.00
1958	34	5.00	--	45	5.00	4.00
1957	34	5.00	--	45	5.00	4.00
1956	34	5.00	--	45	5.00	4.00
1955	32	5.00	--	45	5.00	4.00

(R. E. = Real Estate. P. C. = Per Capita)

The Kingston School District real estate levy has consistently increased from 1955 to 1961. The Pringle levy has remained exactly the same. Because the Pringle 45 mill school tax was insufficient in 1962 to meet current expenses and adequately provide for debt service, the millage for school purposes was increased from 45 mills to 75 mills.

Kingston School District levied a realty transfer tax under Act 481, beginning with the 1959-60 school year budget, which continues in effect.

Of the total of \$56,505.62 in combined state and local revenue, only 36.2% was raised locally in Pringle in 1961. The Kingston School District raised 63.1% or \$923,713.13 of the combined state-local revenue of \$1,462,614.20.

Local tax rates should not be the only means to measure willingness to provide needed school revenue. The amount of taxable property and the ratio at which this property is taxed also help to determine that willingness. The assessment ratios for Kingston and Pringle are 34.8 and 27.5 respectively. The effective tax rate, therefore, becomes 12.4 for Pringle and 14.0 for Kingston.

Since the reimbursement fraction for a school district is compiled by the Department of Public Instruction on the basis of property evaluation, the school district has no control over the amount of reimbursement. The higher the fraction, the greater will be the unit reimbursement received by the school district, and, therefore, the greater is the portion of the district's expense which will be borne by the State.

State payments to the Kingston and Pringle School Districts for 1960-61 were based on the following fractions and quotients:

	<u>Basic ASRF</u>	<u>Subsidiary ARF</u>	<u>Capital ARQ</u>
Kingston	0.6498	0.6359	0.5873
Pringle	0.8533	0.8475	0.8271

The formulas above account for Kingston School District's receiving from the State in 1960-61 a sum of \$452,651.31 and Pringle School District's receiving \$20,333.00.

Both school districts receive reimbursable tuition payments for sending their students out to other school districts. Pringle received \$12,447.92 in 1960-61 for sending its students to the neighboring school districts, whereas Kingston received only \$261.99.

Reimbursements are also made to school districts for vocational education, driver education, school nurse, health services, travel, vocational extension classes, handicapped children, homebound children, migratory children, and testing. Kingston does avail itself of many of these payments amounting to \$85,981.77 or about 12% of the total State aid, whereas Pringle School District receives \$3,271.09 or about 8% of the total State aid. Kingston does provide more of the above services than does Pringle.

Other sources of revenue for the Kingston School District in 1960-61 amounted to \$370,881.91, the largest single item being insurance for fire damages to the high school auditorium and from temporary loans.

5. INDEBTEDNESS

At the end of the 1960-61 school year, the indebtedness of the Kingston School District consisted of the following: (1) of the \$350,000 non-electoral improvement bond issue of 1957 there remained a balance of \$245,000; (2) of the 1960 improvement and fire hazard loan there remained the total of \$55,782.24 outstanding.

Thus, at the end of the 1960-61 school year, the total indebtedness of the Kingston School District amounted to \$300,782.24.

In this same period, the indebtedness of the Pringle School District amounted to \$42,081.70. This was not bonded indebtedness or a loan, but was caused by an operating deficit built up over a period of years. In order to eliminate this operating deficit, the Board of Control appointed by the Department of Public Instruction increased the millage levied from 45 to 75 mills.

6. SCHOOL PLANT AND FACILITIES

A summary of all school buildings, types of construction, pupil capacity, and number of rooms in the two school districts is presented in the table on the following page.

Kingston

At the present time, Kingston School District operates thirteen school plants, nine elementary, one junior-senior high school, and three schools rented to the Wyoming Valley Technical Institute. The thirteen schools occupy an area of approximately 9.3 acres in the Borough.

Schools in Kingston and Pringle

1960 - 1961

	Use	Age		Type Construction	Pupil Capacity	Rooms
		Orig.	- Add.			
<u>Kingston</u>						
Church	E	60	--	B/WI 1 S	230	7- 1-1
Maple	E	60	--	" 1 S	230	7- 1-1
Rutter	E	60	-5	B/MW 2 S	400	10- 2-1
Third	E	7	--	B/M 3 S	230	7- 3-1
Chester	E	35	--	B/M 3 S	500	15- 1-1
Main	E	52	--	B/WI 2 S	400	12- 1-2
Schuyler	E	41	--	" 2 S	500	15- 2-1
Loveland	E	45	--	" 1 S	300	9- 1-1
Pringle	E	37	--	B/M 3 S	230	7- 2-1
High	J-S	33	--	B/M 3 S	1,170	39-17-3
Dorrance						
Auto	Wyo	11	--	M/M 3 S	-	1- 0-0
Dorrance	Wyo	72	--	B/WI 2 O	-	3- 3-0
Penn	Wyo	51	--	B/WI 2 O	-	2- 4-0
<u>Pringle</u>						
Pringle	E	21	--	W 1 S	200	6- 0-1

- | | |
|-------------------------------------------|--------------------------------------------------------|
| W -- Wood Frame | 1 -- Combustible |
| B/M -- Brick on Masonry | 2 -- Semi-fire resistant |
| B/WI -- Brick/Wood Interior | 3 -- Fire resistant |
| M/M -- Masonry on Masonry | |
| E -- Elementary | S -- Satisfactory and suitable for 20 or more years |
| J-S -- Junior-Senior | O -- Obsolete; should be abandoned for school purposes |
| Wyo -- Wyoming Valley Technical Institute | |
| | B -- Regular classrooms |
| | C -- Special purpose rooms |
| | D -- Auditorium, gym, or multi-purpose room |

Source: Luzerne County Planning Commission School Report

The average age of all school plants is 43 years. Three of the elementary schools are over 60 years at the present time. The junior-senior high school building is slightly over 30 years old and is fire resistant.

Due to increased enrollment on the elementary level, primarily within the area of the 7th Ward, a new school, the Third Avenue Elementary, was constructed nine years ago to meet the increased demands. Also, improvements were made to the Rutter Avenue Elementary School with the addition of more rooms.

All Kingston school buildings used by public school children are of brick construction with either masonry or wood interior. All of the schools have been rated suitable for 20 or more years use. Only three Kingston schools have been rated combustible.

Two of the three schools (Dorrance Auto, Dorrance, and Penn) rented to the Wyoming Valley Technical Institute have been considered obsolete for normal school use.

Total pupil capacity for Kingston in 1960-61 was 4,190 in a potential of 138 classrooms for an average of slightly better than a 30 pupil per room capacity. The breakdown of the above total is 3,020 elementary school pupil capacity and 1,170 high school pupil capacity.

Pringle

At present, the elementary school on Evans Street is the only school plant operated by the district. This plant occupies an area of

approximately 0.5 acres. The building, over 21 years old, is a combustible wood frame structure with six regular classrooms and one multi-purpose room. The plant is considered to be satisfactory and usable for 20 or more years.

In 1960-61, the structure had a pupil capacity of 200 pupils for an average of slightly better than 33 pupils per room.

7. PUPIL ENROLLMENT

The student enrollment taken at the end of the school year in June, for both school districts from 1955 to 1961, is presented in the following table:

School Year	KINGSTON			PRINGLE		
	Elem.	Second.	Total	Elem.	Second.	Total
1960-61	2,278	1,097	3,375	115	69	184
1959-60	2,296	1,054	3,350	128	67	195
1958-59	2,281	993	3,274	125	75	200
1957-58	2,215	994	3,209	118	64	182
1956-57	2,226	1,018	3,244	106	105	211
1955-56	2,176	1,057	3,233	114	107	221
1954-55	2,181	1,065	3,246	109	105	214

It is apparent from the previous table that there has been no sharp increase or decrease in pupil enrollment in either Kingston or Pringle School Districts from 1955 to 1961. Pupil enrollment in Kingston has increased by 129 pupils, 91 of whom were elementary school students. Pringle on the other hand shows a decrease of 30 pupils from 1955 to 1961, the largest decrease being in secondary pupil enrollment. Up to 1957, the Pringle School District classified students in grades 7

and 8 as secondary pupils, and sent them out as tuition students to neighboring districts. Beginning in 1957, the Pringle 7th and 8th grade pupils were classified as elementary pupils.

During the 1960-61 school year, there were 2,278 elementary students and 1,097 secondary students for a total enrollment of 3,375 students in the Kingston Schools. During the 1960-61 school year 175 were employed on the professional staff, including a superintendent, supervisors, principals, and teachers.

In that school year, there were 184 pupils enrolled with the Pringle School District. Of this total, 115 pupils were enrolled in the elementary school and 69 pupils were sent out on a tuition basis to the neighboring schools, as follows: Larksville - 37; Kingston - 21; Luzerne - 7; and Wyoming Valley Technical Institute - 1. The instructional staff consists of four members, one of whom is a teaching principal. Each member of the Pringle faculty teaches two grades, with the principal instructing the 7th and 8th grades.

On the basis of the above data for 1960-61, the pupil-teacher ratio is 1 to 19.2 in Kingston and 1 to 28.7 in Pringle.

8. ROOM CAPACITY AND PUPIL ENROLLMENT

When pupil enrollment in the two school districts is considered in relation to room capacity in Kingston and Pringle, neither school district would appear to be overcrowded.

	KINGSTON			PRINGLE		
	Elem.	Second.	Total	Elem.	Second.	Total
Room capacity	3,020	1,170	4,190	200	-	200
Pupil enrollment	2,278	1,097	3,375	115	-	115

The table indicates that the secondary school plant in Kingston is nearer capacity than the elementary school buildings. It should also be noted that while there appears to be ample room capacity in Kingston in the elementary schools, this is not to say that there may not necessarily be overcrowding in a particular elementary school in the Borough, such as compelled the construction of the Third Avenue Elementary School.

While Kingston has a 30 pupil per room capacity, the present average is slightly better than 23 pupils per room. Pringle has a 33 pupil per room capacity, and presently averages 20 pupils per room.

9. ACADEMIC PROGRAM AND CO-CURRICULAR ACTIVITIES

To evaluate the advantages of school systems, academic programs and facilities available to the students must be compared. The Kingston school district is one of the few accredited school systems in Luzerne County while the Pringle system is not accredited. In the areas discussed below, the Kingston school district consistently offers a wide instructional and co-curricular service while Pringle does not.

ART. The Kingston school district emphasizes the role of art in its elementary and secondary grades providing not only supervisory lead-

ership, but also an opportunity for the students to display their art objects. The Pringle art program is a limited classroom program.

AUDITORIUM. Available in every Kingston elementary building is a room that can be used as an auditorium normally providing the necessary safety features and auxiliary space. The auditorium in the Kingston high school, one of the newest in the area, is available on a fee basis for community use. The Pringle school building does have an auditorium that was utilized in prior years as a high school gymnasium.

BUSINESS EDUCATION. A program for business education offered on the high school level is provided by the Kingston school district for training in the business field, and also for students who wish to acquire skills in specific business areas. Commercial skills such as typewriting, bookkeeping, stenography or shorthand, and office machines are included in the business education curriculum. The Pringle school system does not furnish a high school academic program.

CAFETERIA. The high school in Kingston provides meals for the students at a nominal cost. Pringle elementary school students return home for their noonday meal.

GUIDANCE. A guidance staff is available in Kingston to provide case guidance and individual testing, working with the students. The staff is readily accessible to the students. The Pringle school does not furnish this service.

HEALTH SERVICE. The health service program of the Kingston school district includes daily health inspections required on the part of the teacher in addition to the annual medical and dental examinations. In addition, a full-time nursing staff is available for first aid in isolating those students who are ill or in need of rest. A properly equipped nurses' room is furnished the staff. The Pringle service is limited to first aid care and a part time nurse for 18 days a year.

HOME ECONOMICS. A specific program is provided for the study of child development, home furnishings, family relations, meal preparation, and home management for the high school students in Kingston. Since the Pringle school system only provides an elementary education, this activity is not part of the educational program.

INDUSTRIAL ARTS. In Kingston, the student may prepare for an industrial background in the 8th grade, and may continue in the 11th and 12th grades at the Wyoming Valley Technical Institute. The Pringle tuition students are limited to the high school part of the program.

KINDERGARTEN. A child's first exposure to the education process is very important to the development of the child. A kindergarten program is presented in the seven elementary schools in Kingston. There is no kindergarten in the Pringle school building.

LIBRARY. The Kingston High School, well equipped with currently useful materials, maintains a close working relationship with the individual classroom teachers. The Kingston students may also use the Hoyt Li-

brary facilities, supported by both the Council and School Board. Pringle library material is limited to small classroom supplies and books.

MUSIC. A comprehensive program in elementary and secondary music including both choral and instrumental music under professional supervision is provided for the Kingston children. The Pringle music program is limited to classroom work and conducted solely by the classroom teacher.

PHYSICAL EDUCATION. A physical education program for all elementary and secondary students under a competent staff is a regular part of the Kingston program. Indoor and outdoor sports are conducted on an intra-mural and inter-scholastic basis. The Pringle program is limited in staff and supervision.

SCIENCE. In both the fields of biology and general science, laboratories are provided by Kingston for the study of the sciences. Included in these laboratories are the normal safety features necessary for the proper study of the sciences. Science is taught on a limited textbook basis in the elementary grades in Pringle.

TEACHERS' LOUNGE. A teachers' lounge is available in all the Kingston buildings as a restroom between classes and as a study room to prepare for succeeding classes. Pringle provides no similar facility for its four teachers.

10. KINGSTON - PRINGLE MERGER

In Pennsylvania, when two communities merge, the separate school systems become one unit automatically because of the action. The councilmanic action would proceed under the provisions of the Borough Code, and the school merger would proceed under the provisions of the School Code.

There are three possibilities which might be considered by the Borough Councils and the School Boards of the two communities. Each has its merits, and considering them in their proper time sequence could mean the maximum benefits to the citizens of Kingston and Pringle.

The first possible course of action would involve merely merging the two communities, requiring no separate action by the School Boards. After the merger of the two communities is consummated, the Kingston School Board, faced with problems arising from the merger, would handle them as ordinary municipal growing pains stemming from an increased population of 1,418.

The second possible course of action would be to delay the merging of the two communities until after the School Boards of the two communities have had an opportunity to enter into a jointure provided for in the School Code. This would allow the Kingston School Board to benefit from the jointure reimbursement under the School Code. A supplementary reimbursement at the rate of \$500 per teaching unit for approximately 133 teaching units could mean about \$43,338, using the following

formula:

$$\frac{133}{\text{Units}} \times \underline{\$500} \times \frac{.6517}{\text{SARF}} = \$43,338$$

A Joint Board of Education would be created for the operation of the Kingston-Pringle Joint School District. In the case of a school jointure entered into by the Kingston and Pringle School Districts, the separate School Boards of the two districts remain in existence.

The third possible course of action would also delay the merging of the two communities until after a union school district has been created from the separate Kingston and Pringle School Districts. The reason again is to permit the Kingston School District to avail itself of the reimbursement provided by the Commonwealth for entering into a union or merged district. A supplementary reimbursement at the rate of \$800 per teaching unit for approximately 133 teaching units could mean about \$69,340, using the following formula:

$$\frac{133}{\text{Units}} \times \underline{\$800} \times \frac{.6517}{\text{SARF}} = \$69,340$$

In the case of a union district, a single school board for both Kingston and Pringle will be elected on an at-large basis in the two communities.

Either of the two schedules below could be followed in order to give the citizens of Kingston and Pringle every advantage for added State revenue:

- (1) Formation of a school jointure, followed by formation of a union district, followed by merger of the two communities.

- (2) Formation of a union district, followed by merger of the two communities.

Therefore, the Councils and the School Boards of the two communities should consult each other and arrive at a mutually acceptable progress schedule in order to protect against any loss of available State reimbursement monies.

The school district after the merger of the two communities would remain an independent third class school district with an unsalaried board of seven directors elected at large.

In reviewing the potentials of merger, the possible elimination of certain Pringle expenditures must be considered. If the two school districts enter into a jointure, the Pringle School Board would continue in operation and the present expenditures may very well continue or possibly be higher. A substantial part of the Pringle general control expenditure would be eliminated in the case of a union district, with the exception of Tax Collector's commission.

The two largest items in the Pringle instructional expenditure for 1960-61 were teachers' salaries and tuition payments. Teachers' salaries were \$21,100 of the total expenditure. Three of the Pringle teachers, including the teaching principal, have reached their state-mandated maximums. Moreover, the teaching principal and one of the teachers are within several years of retirement, so that in a few years they can be replaced by a professional employee at the minimum salary. The fourth member of the Pringle teaching staff was at the \$4,100 level

in 1960-61, and the precise salary for which the Kingston School Board will have to provide will depend on when the jointure or merger is consummated. Tuition payments made by the Pringle School District to the Kingston School District will be eliminated since all secondary school pupils in Pringle will attend the Kingston school.

If Kingston were to extend its auxiliary services to Pringle students on the present level, an increase of at least \$2.57 per pupil can be expected, in addition to the present level of Pringle spending of \$888.50.

Whether or not school plant operation and maintenance costs would remain the same or increase would depend on policy decisions of the Kingston School Board. Retention of the Pringle elementary school building for the first year or two may be dictated by citizen attitude, and a detailed study of the reassignment of pupils. However, continued use of the Pringle building will be affected by the policy of the Kingston School Board. If discontinued, over \$6,200 in savings would be realized.

Presuming the abolishment of the Pringle elementary school buildings after merger, the children in Pringle might attend the Pringle Street School in Kingston, where the pupil capacity is 230 pupils. When the present Kingston enrollment of 142 is combined with the Pringle pupil load of 90 elementary pupils, the building is slightly over the pupil capacity. The 7th and 8th grade students presently in Pringle would attend the junior-senior high school in Kingston.

If the Pringle Street School were utilized, every Pringle student would be within 20 to 25 minutes walking distance of the school building, normally not considered an unreasonable walking distance. Transportation reimbursement by the State is not likely in view of the fact that the walking distance is within the 1 1/2 mile proviso of the School Code.

A factor which may dictate the closing of the school building in Pringle by the Kingston School Board or by the Kingston-Pringle Joint Board may be the reimbursement offered by the State for the closing of unnecessary schools.

It is not likely that such items as retirement and social security as part of the fixed charges in the Pringle School Budget can be eliminated or even decreased if the Pringle employees are to be assimilated into the Kingston School system. The items mentioned will be lower only after retirement of some of the Pringle professional employees.

The Pringle School Budget only shows \$157,76 appropriated for debt service in spite of the fact that \$42,081.70 was outstanding. The Pringle School Board, in conjunction with the Board of Control, has already taken steps to retire the debt by an increase in the tax rate from 45 mills to 75 mills. At the same time, the State Department of Public Instruction has agreed to assist in reducing the debt by making annual contributions toward that end. While as much as 50% of the total amount may be retired by the time merger is consummated, and while some of the Pringle school debt is owed to Kingston for tuition of Pringle secondary students, nevertheless some portion of it may still be outstanding

by the time of merger and must be assumed by the Kingston School Board. The amount remaining, however, is not of such proportion that it cannot be absorbed in the Kingston budget.

One item of expense not discussed previously is related to the joint Council-School Board recreation program which is in the formative stages. The School Board will assume the financial responsibility for instruction and supervision, which in prior years amounted to \$5,350. If the Recreation Board adds 2 instructors for the Pringle playground, it will mean an increase of \$700 to \$6,050, all or part of which may be reimbursable by the Department of Public Instruction.

Applying the 40 mill real estate school tax rate used by Kingston in 1961 to the assessed valuation in Pringle, the revenue produced would have been approximately \$12,850, or only about \$1,900 less than the 45 mill Pringle levy.

Kingston can expect to receive approximately the same amount as in the Pringle budget from the Act 679 and the Act 481 taxes. The total expected from both taxes should be about \$4,200.

In calculating the reimbursement, it should be noted that at present the Pringle resident elementary units do include grades 1 through 8 (including the 7th and 8th grades). After merger, the resident units, if attached to Kingston, will include grades 1 through 6 (grades 7 and 8 are included in the secondary units).

Using the pupil enrollment data and market value for 1960-61 for

the combined districts, the revised fractions and/or quotients for 1960-61 would have been as presented in the following table, along with the fractions and/or quotients for the separate school districts for the same year:

	BASRF Basic Acc't Standard Reimbursement Fraction	SARF Subsidiary Acc't Reimbursement Fraction	CARQ Capital Acc't Reimbursement Fraction
<u>1960-61</u>			
Merged School District	.6654	.6517	.6053
Kingston	.6443	.6302	.5809
Pringle	.8612	.8556	.8364

Because of the tremendous difference in size between the two school districts, merger of the two will result in the fractions and/or quotient for the merged school district approaching the present Kingston fraction and/or quotient rather than that of Pringle.

If the 115 Pringle elementary students in 1960-61 were added to the 2,278 of Kingston, the combined total would become 2,393, still some 600 below pupil capacity. If the 48 Pringle secondary pupils were added to the Kingston 1,097 total, the combined total would be 1,166 secondary pupils, below the Kingston available pupil capacity. Since the Pringle students can be accommodated in the Kingston school, new construction of school facilities is not necessary.

The Pringle School District already sends its high school students to other school districts since the high school was discontinued some

time ago. It became quite obvious that this was the only way to provide the children with a high quality education.

Today, an education in a small school is a denial of the privilege of an acceptable education. School districts with a low school population may even spend a great deal of money per pupil when local and state funds are considered. The amount spent is not defensible, and, with a limited staff of 4 or 5 members such as in the Pringle system, the academic or vocational programs as well as co-curricular activities cannot be provided. So it is conclusive that the educational program is not acceptable at whatever the cost. The money should be spent where more will be served by a better educational system.

Most people will admit that the teacher is the most important factor in providing an educational opportunity for children. But sometimes there are not enough children to demand a teacher for each grade. This is the case with Pringle since each teacher instructs two grades. If such a school becomes part of a unified district, special teachers could be provided to enrich the educational program for the children. Only in this way can a community realize the value of a worthy teacher in an educational organization.

Since the Pringle school system is now reduced to a single building and that to the elementary level, it is obvious that the academic program and facilities are inadequate to meet the modern needs of the world today. The Pringle program is inadequate in all areas of academic endeavor and co-curricular activities in spite of the herculean perform-

ance of its limited professional staff.

One of the criticisms of taxpayers today is "taxation without representation." It is precisely this fact that currently exists when the Pringle School Board makes tuition payments to other districts. Merger can remove this objection.

While it may appear that all the advantages of merger lie on the side of Pringle, it cannot be denied that the Kingston School District will receive both local revenue and state assistance if merger of the school districts can be attained. The supplementary reimbursements for jointure and union district are upwards of \$43,000 and \$69,000, respectively. The additional Pringle students in Kingston will increase the reimbursable teaching units which should provide at least the present Pringle \$32,780 in that this amount is calculated on a penalty factor for reimbursable tuition units. Only a larger school district such as Kingston can make the most effective use of tax money and provide the type of high quality so necessary in this area today.

According to the Governor's Committee on Education, the old pattern of small districts must be replaced by much larger school districts if Pennsylvania schools are to meet the challenges of the future. To this end, the School District Reorganization Act was enacted by the legislature in 1961. In conformity with the provisions of the Act, the Luzerne County Board of School Directors in cooperation with the Luzerne County Superintendent of Schools Office divided Luzerne County into seven administrative units.

Both Kingston and Pringle have been included in Administrative Unit E, which embraces the boroughs of Courtdale, Edwardsville, Forty Fort, Kingston, Larksville, Luzerne, Plymouth, Pringle, and Swoyersville.

According to the estimates of the Luzerne County Planning Commission, the West Side currently has a surplus capacity for more than 1,000 pupils for the entire range from kindergarten to 12th grade, assuming use of only those structures suited for at least 20 years service. By 1970, surplus capacity will be 2,300 pupils and by 1980 over 2,400. It is with the idea of utilizing all suitable, available classroom space that the West Side Administrative Unit "E" has been recommended.

While the creation of Administrative Unit E is not part of this merger study, it has been lightly mentioned because if it is effectuated in the near future, the whole West Side can expect broad changes in the tax structure affecting schools in both Kingston and Pringle.

CHAPTER XII

SUMMARY

The object of this survey is to provide information on which merger can be evaluated. Ordinarily, in any study of this kind the emphasis would be on savings that would result from a merger of two communities of similar size. Savings may not necessarily accrue in the general operation of borough government after merger if the proposed merger involves a large municipality with a small one.

While it is possible that a single local government for Kingston and Pringle could affect certain economics, the more significant fact is that a single unit of government would result in more service per tax dollar.

The benefits to be derived from comprehensive planning are obvious. Without a governmental wall to impede and deter a wider approach to governmental problems, solutions can be arrived at in a much more expedient and economic manner.

Most governmental services have a certain number of fixed costs. As the size of an area increases or the number of people served increases, the fixed cost per work unit generally decreases. Therefore, the larger community is in a better position to furnish many services at lower unit costs than are the smaller towns. In many instances, by combining the small and the larger towns and enlarging the service area,

these unit costs can be reduced.

One single unit of government for Kingston and Pringle would be able to finance many of the Pringle capital expansion programs, especially those of a continuing nature, on a pay-as-you-go basis, and thus avoid costly interest payments attached to capital expansion through bond issues. Generally speaking, a larger unit of government with a broad diversified financial base has a greater amount of financial flexibility than does the smaller unit of government.

BACKGROUND

Considering the historical background, area, and location, and general population characteristics, the two Boroughs of Kingston and Pringle would appear to be a unified community. There appears to be no underlying economic or social factor that might tend to continue a division should the two towns merge. Historically speaking, both communities were really part of larger tract called Kingston Township, and a merger would merely serve to reunite what was once a single township.

GENERAL GOVERNMENT

Since Kingston has undertaken the construction of a new \$80,000 Borough building which will house the police station, the street department office, and other general government offices, the citizenry of both Kingston and Pringle will have a single building for their convenience. The Pringle public will have the services of full time Borough

personnel prepared to serve them, instead of the part-time employees which now comprise the Borough workers.

Merger would result in a single mayor, treasurer, secretary, tax collector, solicitor, and one set of elected auditors. If economy is the sole consideration after merger, and it should be, a 7-man council can be retained to act as the legislative body for the merged boroughs.

Small communities like Pringle cannot afford an adequate insurance program against all types of risks. Merger will afford the taxpayers and property owners the kind of protection consistent with modern day practices and standards.

The general government expenditures of Kingston and Pringle combined of \$58,581.11 would be replaced with an estimated expenditure of \$59,137.00.

POLICE PROTECTION

The police function in Pringle could be absorbed by the presently constituted and manned police department of Kingston. For the present expenditure for part time police protection, better protection on a full time basis could be provided at a reasonable cost. The money now expended by Pringle could therefore be more efficiently utilized by Kingston Borough Government.

The police protection expenditures of Kingston and Pringle combined of \$84,343.71 would be reduced to \$83,906.74.

FIRE PROTECTION

Fire protection in both municipalities is provided by volunteer fire companies with only Kingston employing paid fire truck drivers under a civil service system. Merger will give the Pringle residents fire protection by fire companies with paid drivers on a round the clock basis. The proximity of the Pioneer Fire Company to the proposed extension of the Kingston Industrial Park will help to ease the responsibility of protection on the Kingston Fire companies. The agreement for mutual fire protection between the companies of the two Boroughs will be supplanted by the unity of command located in the Kingston Fire Chief.

No additional expenditure should be incurred for hose or fire equipment as a result of merger. The Kingston Borough Council should explore all areas of economy and savings before placing the Pioneer Fire Company on an identical operational level with paid fire truck drivers.

The fire protection expenditures of Kingston and Pringle combined of \$68,623.78 would be decreased to \$68,258.47.

STREET DEPARTMENT

Based on efficient utilization of the personnel in the Kingston Street Department and the mileage which must be maintained, the merger of Kingston and Pringle would not necessitate any new personnel. Nor should the present Kingston equipment inventory be affected by merger.

As a result of merger, the Pringle residents can look forward to a street-program that no small community can afford because of the limited finances. The construction and/or reconstruction of Pringle streets is an investment that will repay Kingston in new developments and eventually new tax revenue.

For the present, a full time Kingston Street Department utilizing modern equipment should be able to get a fair return for the present Pringle expenditures on streets.

The special electric and water fund levy now used by Pringle would be replaced by the Kingston special one mill levy for street lighting.

Without an engineering study, it would be hopelessly impossible to estimate the costs of extensive street improvements that may be needed to upgrade the streets to the Kingston level.

The present street department expenditure of \$106,166.00 for the two Boroughs combined is estimated at \$110,154.13 after merger.

HEALTH AND SANITATION

In spite of the additional paper work and inspections relating to the activities of the Board of Health, merger will result in negligible expenses. While merger will result in a 6% increase in garbage and rubbish collection, the present Kingston work force and equipment should suffice.

If merger is effectuated, the Kingston Borough Council should give serious thought to the elimination of the use of septic tanks in Pringle if it is desirous of avoiding any health problems in the future. An immediate engineering survey must be undertaken to ascertain the condition of the Pringle sewerage system before any long range plans can be made for the whole Pringle area.

Pringle residents can expect to benefit from the Kingston health and sanitation services which are now either inadequately furnished or not furnished at all. The prospect of constructing a sewerage system in Pringle connected to a Kingston system will enhance property values. It is because of just such a service to property leading to new residential and industrial development that should cause the Kingston Council to look into the future with some assurance of added revenue.

The present health and sanitation expenditures of both Pringle and Kingston combined amounting to \$62,083.00 will remain at the same amount.

RECREATION

The Kingston School Board and the Kingston Council created a 5-member Recreation Board to take full advantage of State funds in jointly providing a full program of recreation. The recreational program in Pringle, supported on a volunteer basis, can be incorporated into the joint Kingston Council-School District program.

The Pringle volunteer organization now sponsoring the recreation activities will be replaced after merger by a full time, well trained group of instructors, capable of offering instruction and leadership. The most significant advantage for the Kingston citizenry resulting from merger is that it provides the open land so vital in any good recreation program. Pringle people and property will also provide a share in the tax base to carry on a well rounded recreation program.

The present Kingston recreation expenditures of \$8,990.48 will decrease to \$3,940.48.

PLANNING

Merger of Pringle and Kingston would make for the continued planning for new development already initiated by Kingston with the adoption of the early zoning ordinance. Merger would greatly accelerate the development of the undeveloped sections of Pringle not only because of

the accessibility of the Kingston sewerage system, but also because the Kingston government has the potential capacity to assure developers of providing the necessary service to property for that growth in the Pringle areas.

Kingston would have to assume the \$250 obligation that the Borough of Pringle has incurred with the Luzerne County Planning Commission.

MISCELLANEOUS EXPENDITURES

Merger of the two Boroughs would not effect any new change on the miscellaneous expenditures for the police pension fund, contributions to civic organizations, and the Hoyt Library.

The importance of public libraries in progressive communities intent on providing the best in education facilities for both children and adults cannot be overemphasized. The Pringle residents, young and old, will be quite fortunate in being able to utilize the facilities of an enlarged and expanded Hoyt Library. While Pringle expends no funds for library service, its people will assist in supporting the Library with tax funds after merger.

The Kingston miscellaneous expenditure of \$33,109.57 will remain the same.

REVENUE

Assuming the 1961 tax structures of the two Boroughs, Kingston could have expected a slight decrease in revenue from real estate taxes because of the lower millage in Kingston. After improvement of Pringle's occupational tax collection, Kingston's level could increase slightly this source of revenue. On the basis of information concerning other sources of revenues such as licenses and permits, merger should provide at least \$1,000 at the present level of development in Pringle.

The expected revenue for Kingston under the 1961 tax structure would have been \$456,417. after merger.

Pringle has an unpaid bill of \$8,805.27, amounting to .4 of a mill. Kingston should be able to absorb this amount over several years. Kingston has a bonded indebtedness of \$212,830.23.

Combined, the two communities had an indebtedness amounting to \$221,635.50 at the end of 1961.

SCHOOLS

If merger of the two communities is feasible, either of two schedules could be followed in order to give the citizens of Kingston and Pringle every advantage for added State revenue:

1. Formation of a school jointure, followed by formation of a union district, followed by merger of the two communities.

2. Formation of a union district, followed by merger of the two communities.

The councils and the school boards of the two communities should confer and arrive at a mutually acceptable progress schedule in order to protect against any loss of State reimbursement monies.

The school district, as a result of the merger of the two communities, would remain an independent third class school district with a board of seven directors elected at large.

It appears that no new construction would be necessary to accommodate the Pringle students in the Kingston schools, even after the elimination of the Pringle school building.

If the two communities are merged, certain duplicated expenditures will be eliminated, such as general control expenses, plant operation, etc. It is assumed that provision will be made for the present Pringle teaching staff. The Pringle operating deficit accumulated in the past may substantially be reduced or completely eliminated prior to merger.

After merger the tax revenue for the Kingston School District will be increased by substantially the same amount as presently in the Pringle budget. Supplemental reimbursements will be forthcoming for merged districts.

An adequate educational program in all areas of academic en-

deavor and co-curricular activities will be available to the Pringle students only after merger. Since the Pringle School District is not making the most effective use of state and local money, it is completely illogical to retain the present systems. The valid starting point toward a full realization of the right of educational opportunity for children is merger with the Kingston School District.

APPENDIX A

FINANCIAL ANALYSIS

BOROUGH GOVERNMENT
BEFORE AND AFTER MERGER

<u>Operating</u>	<u>1961 Expenditures</u>		<u>Estimated Expenditures</u>
	<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
General Government	\$ 58,937.13	\$ 2,643.98	\$ 59,137.00
Police Protection	83,706.74	636.97	83,906.74
Fire Protection	67,430.47	1,193.31	68,258.47
Street Department	106,166.00	6,784.54	110,154.13
Health and Sanitation	62,083.00	--	62,083.00
Recreation	8,990.48	--	3,940.48
Miscellaneous	33,109.57	--	33,109.57
	<u>\$420,423.39</u>	<u>\$ 11,258.80</u>	<u>\$426,589.39</u>

<u>Source</u>	<u>1961 Revenue</u>		<u>Estimated Revenue</u>
	<u>Kingston</u>	<u>Pringle</u>	<u>Kingston after Merger</u>
Real Estate Tax	\$356,232	\$ 6,529	\$362,517
Occupational Taxes	14,520	779	15,407
Other Revenue Sources	73,128	4,365	77,493
	<u>\$443,880</u>	<u>\$11,671</u>	<u>\$456,417</u>

	<u>Indebtedness</u>		<u>Kingston after Merger</u>
	<u>Kingston</u>	<u>Pringle</u>	
Bonds	\$212,830.23	--	\$212,830.23
Unpaid Bills	--	\$8,805.27	8,805.27
	<u>\$212,830.23</u>	<u>\$8,805.27</u>	<u>\$221,635.50</u>

APPENDIX B

PROCEDURE FOR MERGER

The procedure for the merger of Kingston and Pringle is outlined in the Borough Code, Sections 215-222:

1. The Councils of Kingston and Pringle may of their own initiative enter into a joint agreement for the merger of the Boroughs, setting forth their boundaries, their wards, and any financial adjustment that needs to be made.
2. If each Council is requested in writing by at least 10 per cent of the voters of each Borough, the Councils must endeavor to enter into such an agreement.
3. If the Councils are unable to enter into such an agreement within 60 days after each Council has been petitioned to enter an agreement, at least 10 per cent of the votes of each Borough may petition the Court of Quarter Sessions, which may draw up the agreement.
4. After the merger agreement is drawn by either the Councils or the Court of Quarter Sessions the question of merger is placed on the ballot for the voters.
5. If a majority of the voters are in favor of merger in each Borough, the Boroughs are merged as set forth in the agreement.

APPENDIX C

ADVANTAGES

PRINGLE

1. Increased governmental services
2. Elimination of inadequate services
3. Benefits of full-time personnel
4. Greater financial flexibility
5. Greater educational opportunities
6. Long range economies

KINGSTON

1. Wider tax base
2. Additional fire protection
3. Available land for residential and industrial development
4. Long range comprehensive planning
5. Additional State money
6. More effective use of tax money



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