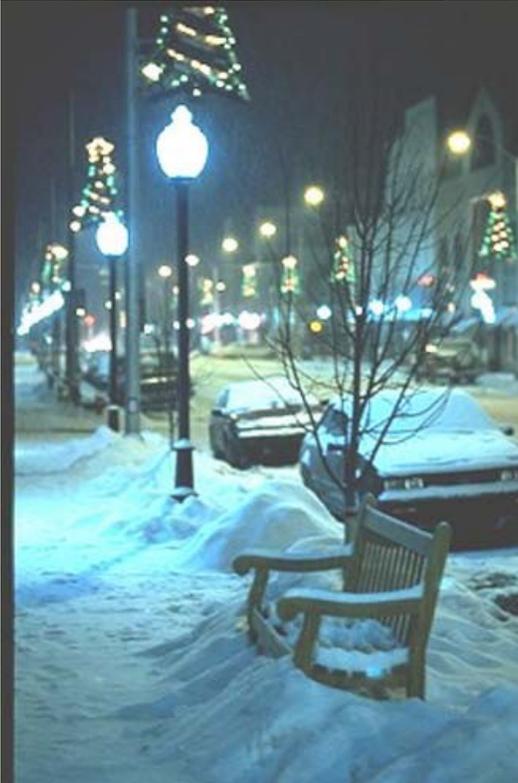




Indiana Borough Comprehensive Plan



A COMMUNITY DEVELOPMENT POLICY GUIDE 2011



PREPARED BY THE INDIANA BOROUGH PLANNING COMMISSION

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Table of Contents

Introduction	1
Community Development Goals and Objectives	8
Plan for Land Use	12
Plan for Housing	28
Plan for Conservation	35
Plan for Transportation	40
Plan for Community Facilities	46
Plan for Interrelationships	55

List of Full Page Maps

Map 1 Community Development Goals and Objectives	Follows Page 11
Map 2 Regional Developed and Undeveloped Land	Follows Page 27
Map 3 Land Use Plan	Follows Map 2
Map 4 Plan for Housing	Follows Page 34
Map 5 Hydrology	Follows Page 39
Map 6 Steep Slope and Land Cover	Follows Map 5
Map 7 Historic Resources	Follows Map 6
Map 8 Regional Traffic Counts	Follows Page 45
Map 9 Priority Intersections	Follows Map 8
Map 10 Transportation Plan: One Way Street Study Areas	Follows Map 9
Map 14 Transit	Follows Map 10
Photograph: Pedestrian Access Issues	Follows Map 14
Map 11 Regional Community Facilities: Recreation and Schools	Follows Page 54
Map 12 Establishing a Recreation Greenway Network	Follows Map 12
Map 13 Intermunicipal Land Use Vision	Follows Page 65

Indiana Borough Comprehensive Plan

INTRODUCTION

Requirements for a Municipal Comprehensive Plan under the Pennsylvania Municipalities Planning Code

A comprehensive plan must contain several elements to be complete and valid in Pennsylvania. Prior to preparing the comprehensive plan, the planning agency must conduct a careful survey of trends. The planning agency has great freedom to use information as it sees fit to document changes in growth and development. Required chapters in the comprehensive plan document include:

- Community Development Goals and Objectives
- Plan for Land Use
- Plan for the Conservation of Natural and Historic Resources
- Plan for Housing
- Plan for Community Facilities
- Plan for Transportation.

The plan must also include citizen input and cannot be adopted without public meetings and hearings.

WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is a collection of maps, text, and charts, adopted by a local government to provide guidance for land use and development ordinances, public policies, and capital improvements.

Once adopted, it is the official policy document of a Pennsylvania municipality. About half of Pennsylvania's 2,500-plus townships, boroughs, and cities have an adopted plan. The plan serves as an official guide for public investments (such as streets, parks, or sewer lines) and provides support for local zoning ordinances. State agencies, such as the Pennsylvania Department of Environmental Protection, are mandated to coordinate with local comprehensive

plans for grants or state permits.

A comprehensive plan must contain several elements to be complete and valid in Pennsylvania. It must have a careful survey of trends to document changes in growth and development. Required content of a Pennsylvania comprehensive plan is discussed in the sidebar to the left.

The Borough of Indiana last adopted a comprehensive plan in 1964. This plan was prepared in concert with neighboring White Township. The Township completed a comprehensive plan update on its own in 2007-2008, but the Pennsylvania Department of Community and Economic Development made funding

available to facilitate an update to the Borough's plan that would explore further opportunities for joint planning between the Borough and Township.

Practically, a comprehensive plan carries no weight of law, but it can assist decision makers. It contains no rules or regulations, but it serves as a basis for any land use provisions enacted by the Borough. It is broad in scope, examining the physical, social and economic characteristics that mesh to create the Borough, but it seeks to apply this knowledge to the future. It speaks to various issues in general terms, but it can also make specific recommendations.

HOW THE COMPREHENSIVE PLAN WAS PREPARED

The Borough Planning Commission, augmented by Borough Council members and Borough staff, served as the steering committee for this project. A planning consultant was retained to serve as a facilitator for meetings and to actually assemble the comprehensive plan document.

The steering committee spent its first meetings reviewing Pennsylvania requirements for a comprehensive plan. Several meetings were devoted to analyzing trends in population, housing, land use, economics, transportation, and other areas of interest.

The steering committee members also undertook walking tours to gain a better understanding of the current patterns of development in the Borough. The value of these walking tours was the ability of the local leaders to interact with each other and discuss planning issues on-site. For example, walking the streets during a busy afternoon can vividly show problems for pedestrian safety or pedestrian access.

The steering committee also placed a premium upon creating opportunities for public input during the comprehensive

plan process. Prior to formulation of the comprehensive plan, a community open house was held at the Borough Building. About 70 citizens took time to visit this open house, talk with planners, and view illustrations of trends and sketch plans. These citizens also filled out a brief survey which put forward a variety of possible priorities and future choices. The results of this open house provided a basis for the various plans presented in the following chapters of this document.

HOW THE PLAN WAS PREPARED (CONTINUED)

To further facilitate public input, a weblog was established for the Comprehensive plan (www.indianaboroplanning.blogspot.com). This weblog allowed the steering committee to share information with the community and receive input from interested citizens. The *Indiana Gazette* provided essential publicity for both the weblog and the open house.

This plan document differs from a traditional plan in many ways. Traditional comprehensive plans tend to include most of the data collected during the plan preparation process. The problem with this kind of document is that it tends to be excessively long and important ideas and policies are sometimes buried within hundreds of pages of data. Today, much of the data necessary to the preparation of a comprehensive plan is available online. To include excessive background data within the plan document would represent a misuse of resources.

This document also seeks to align with the previously adopted White Township Com-



An online weblog was used during this process to inform the public of progress (www.indianaboroplanning.blogspot.com).

prehensive Plan to the maximum extent possible. This was done to facilitate multi-municipal planning and implementation.

Every community needs to plan, but the issues and driving factors that face each community are unique. However, there are two simple components to any effective plan. The first is a recognition of current realities that the

community faces. Without recognizing reality (even painful realities) plans will fail. The second essential is the desire of the residents and local leaders of the community for their own collective future. The planning process tried to reflect this approach. By identifying local leader expectations, gathering pertinent information, and engaging the public, the preparation of the plan became an exercise in self determination.

The Indiana Borough Council would like to thank all those individuals and groups who provided information for the preparation of this comprehensive plan document.

LOCAL LEADER EXPECTATIONS

The Borough Planning Commission and liaisons from Borough Council jointly served as the steering committee for the Comprehensive Plan. One of the first activities was to ask people in attendance their expectation of results for the Comprehensive Plan. Here are their answers.

- **Preserve, conserve, and restore traditional neighborhoods impacted by the student community.**
- **Create walkable communities in Indiana Borough.**
- **Develop a higher level of cooperation and communication between the Borough, White Township, and Indiana University of Pennsylvania.**
- **Determine the common direction for the community from the citizens, Borough staff, and Borough elected officials.**
- **Create an economically vibrant downtown. Establish harmonious relationships between our diverse communities.**
- **Preserve, maintain, and enhance our recreation resources.**
- **Ensure tax base and public service sustainability for the community.**

These expectations guided the information gathering process and served as a sort of pre-planning assessment (the committee and consultant made a plan on how to make the plan!)

INFORMATION GATHERING

The first months of the planning process were spent in gathering information to enable local leaders to understand current realities. The collection of data included two walking tours by staff, steering committee members and consultants. It included analysis of the latest digital mapping and aerial photography. Detailed analysis was prepared of trends in population change, economics, and housing costs. Most of this information is presented in following chapters as it relates to future policies.

The Borough shares many characteristics with other boroughs and cities in western Pennsylvania. There is very little vacant, developable land left. There has been overall population loss, and the age of housing and buildings is typically older. Such areas are called “core communities” because they were traditionally centers of economic and community activity in their region. However, the Borough is unique among core communities, due to the presence of Indiana University of Pennsylvania. When demographic data is boiled down to a key trend, IUP students now dominate the Borough population. This has been a detriment for many year-



Members of the steering committee walking the community

round residents, but has also brought certain advantages. The benefits can be seen when the Borough is compared to other core communities in western Pennsylvania.

The really unique characteristic of Indiana Borough is how the younger IUP population creates both obstacles and opportunities for a prosperous future for the community. Examples of the obstacles include lifestyle conflicts, artificial inflation of housing, high overall real estate costs, and traffic congestion. Opportunities that this population creates include the very real

fact that there actually is an unusually vibrant housing and real estate market, a resident population that brings capital in from outside the community, and high traffic counts (these factors increase interest in commercial investment).

This unique mix of old and new in the Borough and how to deal with the very different needs of the IUP related and the residential community became a central focus of this plan. The complexity of these issues also made citizen input crucial to the plan process.

Indiana University of Pennsylvania students now dominate the Borough population. This has been a detriment for many year-round residents, but has also brought certain advantages.

Indiana Borough rankings in the Nation

The City Data website (www.city-data.com) collects and ranks statistics for the nation's communities. Among American communities of 5,000 persons or more, Indiana Borough enjoys a “top 100” status for several indicators:

25th ranked city in the US for the most people walking to work

54th in ranking of US cities with the youngest residents

18th in the nation for the highest percentage of college students (above such famous college towns as Ithaca, New York and Amherst, Massachusetts)

88th strongest Arts, Entertainment, Recreation, and Food Services economic cluster in the nation

ENGAGING CITIZENS: OPEN HOUSE MEETING

The steering committee decided to engage the public through an informal open house meeting. The meeting format was designed to make it easy for anyone to participate. The Indiana Borough Comprehensive Plan Open House event was held on March 19, 2008 from 4:00-7:00 pm in the Borough Building. Officially, 53 people signed in, but actual attendance was closer to 70. The stated purpose of the meeting was to share some of the information collected during the comprehensive plan update process, promote discussion about some proposed plans, and identify additional issues that were important to citizens. In each of these three respects, the Open House was a success. In discussing these three purposes of the open house, it is important to note this was not meant to be a scientific survey of opinion. As input at the open house is collected through a series of conversations, the results are somewhat subjective. The survey results which follow represent a more representative sample of opinion, but still not statistically valid.

Information Sharing: Borough citizens are intuitively aware of many of the major problems, such as population loss and declining retail trade. One citizen saw a trend where as the Borough loses people, it also loses the customer base to support businesses. Some understood the concern that this decline will challenge the ability of local government to provide necessary public services without raising taxes. Others saw a link between the problem of population loss and the growth of off-campus student housing. Some citizens stated that they know of families who left the community because of various prob-



An open house was held at the Borough Offices to allow citizens to meet the planners involved in this project, see some of the findings, and express their opinions.

lems living near students whose behavior ruined the neighborhood. One man stated that he believed regional loss of jobs was probably the largest factor in local demographic decline.

In spite of these problems, the vast majority of residents in attendance are happy with the community, and somewhat optimistic about its future. A number of young families were present who had made a conscious choice to live in the Borough due to its small town atmosphere and pedestrian accessibility.

Citizen Response To Sketch Plan Concepts: There was an interesting range of opinions.

When the subject of supporting some form of retirement housing came up, there was universal support for the concept. There was very widespread support for any ideas to either limit the geographic extent of student housing in the Borough, or curb the more outrageous behavior of students. In terms of business development, there was less consensus. While most people would like to see more business, some are concerned that new business would alter community character. For example, one member of the community stated that re-use of older buildings would be fine; he would hate to see these buildings torn down and replaced by strip

Borough citizens are intuitively aware of many of the major problems, such as population loss and declining retail trade.

ENGAGING CITIZENS

the best commercial development opportunity would be on Philadelphia Street, west of the downtown (where there is currently little commercial development).

Among the three ideas posted on the idea board (incorporating as a third class city, land value tax, and form-based codes), the most support seems to be for the re-incorporation of the Borough as a Third Class City. While several residents asked about potential negative consequences of this, most thought it would be worth exploring. There was some reservation of the potential for a land value tax to negatively effect existing businesses, even while benefiting resident homeowners. Form-based codes, as presented, brought the most concern. Residents are concerned that a complete shift to form-based codes would jeopardize the stability of residential neighborhoods. There was support for the idea of better design standards, but consensus seemed that it should not result in more commercial development or student hous-

ing in every residential neighborhood.

Additional Issues Important To Citizens: Citizens came with many broad and particular concerns that had not been previously discussed. These are listed below (in no particular order).

Two citizens are very concerned about localized flooding on Marsh Run. This was the only idea formally added to the sketch plan board.

Three citizens were concerned about the removal of street trees, or the condition of street trees in various residential neighborhoods. One participant stated that the loss of trees along her street left the "neighborhood looking devastated."

A number of citizens were concerned about the condition of sidewalks in various locations. The importance of this issue seems to be related to the fact that many people consciously choose to live in the Borough because they can also choose to walk. Two separate attendees were

concerned about improving the network of access for bicycles.

One person raised the issue of source water protection. Though the water supply is outside the Borough, they are concerned that development in White Township would create pollution that would make the reservoir unsafe.

A woman expressed a concern about code enforcement of rental properties, which she would like to see as strictly enforced as possible.

In conclusion, it again is important to note that these comments should not be construed as a valid reflection of the opinions of the whole community. However, the result of these conversations in concert with the survey results can provide a basis for issues that a Comprehensive Plan must address. The general comments were also supported by a formal open house survey document that citizens were able to fill out prior to leaving the event.

Form-Based Codes

A new idea proposed to Borough residents at the beginning of the planning process was the idea of Form-Based Codes. Traditional Zoning rigidly separates residential, commercial and other uses from each other, but does little or nothing to regulate building design. A form based code is based upon a concept that careful design of the physical form of a buildings can enhance compatibility, so that rigid separation is less necessary. While new idea to Pennsylvania zoning practice, it builds upon an old idea, that a vibrant small town can include such things as an office with apartments above it, a neighborhood store in a residential area, or a townhouse within walking distance of a downtown. Such an approach may hold particular promise for a community like Indiana Borough, that was largely built before zoning was conceived in America in the early Twentieth Century. More information is available from the Form Based Codes Institute.

www.formbasedcodes.org

Open House Meeting Survey Results: Who Responded ?

Forty-six citizens chose to fill out the survey. When asked how long they had lived in the Borough, responses ranged from 6 months to 73 years, with a mean of 15 years. Thirteen respondents have lived in the Borough for fewer than six years, so the respondents were a good mix of "old-timers" and "newcomers." As shown below, the vast majority of respondents were not IUP students.

Survey Question: Are you an IUP student?

Yes 3/ No 43

These three students were asked the biggest difference between Indiana Borough and their hometown. Here are their answers:

- Lack of public space
- Supposedly less crime, friendly people
- Parking

OPEN HOUSE MEETING SURVEY RESULTS

A Ranking of Top Citizen Concerns

- #1 Jobs for area residents
- #2 Loss of retail stores and other businesses
- #3 The impact of University-related development upon neighborhoods
- #4 Tax base and school property taxes
- #5 Pedestrian safety
- #6 Deteriorated housing and buildings
- #7 The potential for neighborhood school closings
- #8 Traffic congestion
- #9 Crime
- #10 Loss of population in the Borough
- #11 Stormwater runoff and localized flooding
- #12 Housing costs

Citizens were also given an opportunity to rate 18 different policy choices and actions from the sketch plan. The ratio after each item shows the number of respondents who supported the idea versus those who did not. There was support for all of these concepts, but support varied from universal to a 1.5 to 1 majority.

Revitalize older residential neighborhoods to attract young families-**Universal Support**

Work closer with White Township on future development of the entire community **45:1 Support**

Study the network of one-way streets and make necessary changes to improve traffic flow **22:1 Support**

Develop more bicycle trails, walking paths, and sidewalks **13:1 Support**

Protect existing single-family residential neighborhoods from University-related impacts **13:1 Support**

Encourage more retail stores, shopping centers, and restaurants along Philadelphia Street west of the downtown **13:1 Support**

Encourage more student housing near the IUP campus **10:1 Support**

Work to minimize traffic congestion **10:1 Support**

Give a limited tax break to new business that locate in the Borough **8:1 Support**

Find ways to ensure that new development pays for itself through impact fees **7:1 Support**

Reserving and encouraging more sites for retirement-oriented housing developments **6:1 Support**

Preserve and renovate existing downtown buildings **6:1 Support**

Develop more community and neighborhood parks **5:1 Support**

Limit student housing in neighborhoods away from the IUP campus **5:1 Support**

Create regulations for the design of new buildings **5:1 Support**

Encourage more retail and restaurants near the IUP campus **4:1 Support**

Reserving and encouraging more sites for business parks and industry to provide jobs **4:1 Support**

Encourage shopping centers and fast food restaurants to build new buildings in the vicinity of the downtown (tearing down older buildings) **1.5:1 Support**

“I am glad to see this approach – a true community involves people working together toward a common result.”

-A citizen comment on the open house

Open House Meeting Survey Results: Why do Residents Like Living In Indiana?

Survey Respondents were asked a simple open ended question, “Why do you like living here?”

The answers were varied, but there were some clear patterns. Nearly 20 percent of respondents to this question mentioned some facet of “walkability” or “pedestrian access.” The second most mentioned keyword was “small town atmosphere.”

When polled on their favorite place in the Borough, there was one clear winner-the downtown or specific businesses in the downtown. Other places the Borough residents hold dear to their heart include Memorial Park and the area around the library and courthouse.

A QUICK GUIDE TO USING THIS PLAN

The preceding citizen and local leader priorities became the foundation for an overall vision for the Borough's future. The various actions and public policies are means to help make the vision become reality. To organize the plan recommendations, each of the following chapters of the comprehensive plan follows the outline for a legal and complete comprehensive plan from the Pennsylvania Municipalities Planning Code as described on page one.

For the reader to get a general overview of the Plan's vision for the community, the next chapter which contains the community development goals and objectives is important.

In other plan chapters, there is a brief summary of the chapter contents on the first page. There is also a summary of the most important policies and actions at the end of each chapter.

How This Plan is Officially Used

Pursuant to requirements of the Pennsylvania Municipalities Planning Code, the Indiana Borough Planning Commission will use this comprehensive plan as a document to advise the Borough Council on decisions relative to:

Any Rezoning of a property, or any amendment to the zoning ordinance, amendment to the subdivision and land development ordinance, or the creation and amendment of any official map.

The location, opening, vacating, widening, narrowing, or enlargement of any street, public land, or watercourse in the Borough.

The location, erection, demolition, removal or sale of any public structure in the Borough.

The construction, extension, or abandonment of a water or sewer lines or a sewage treatment plant.

The Planning Commission will also use this plan as required by Section 305 of the Pennsylvania Municipalities Planning Code to review any school district actions relative to the location, demolition, sale, or lease of any school district structure or land.

The recommendations of the Planning Commission will be supplied to the applicable public body within 45 days as required.

Finally, state agencies utilize this plan when making decisions about issuing state permits deciding if applications for state grants or low interest loans are consistent with the vision of the plan.

Citizen and local leader priorities became the foundation for an overall vision for the Borough's Future. The various actions and public policies are means to help make the vision become reality.

COMMUNITY DEVELOPMENT GOALS AND OBJECTIVES

Chapter Introduction

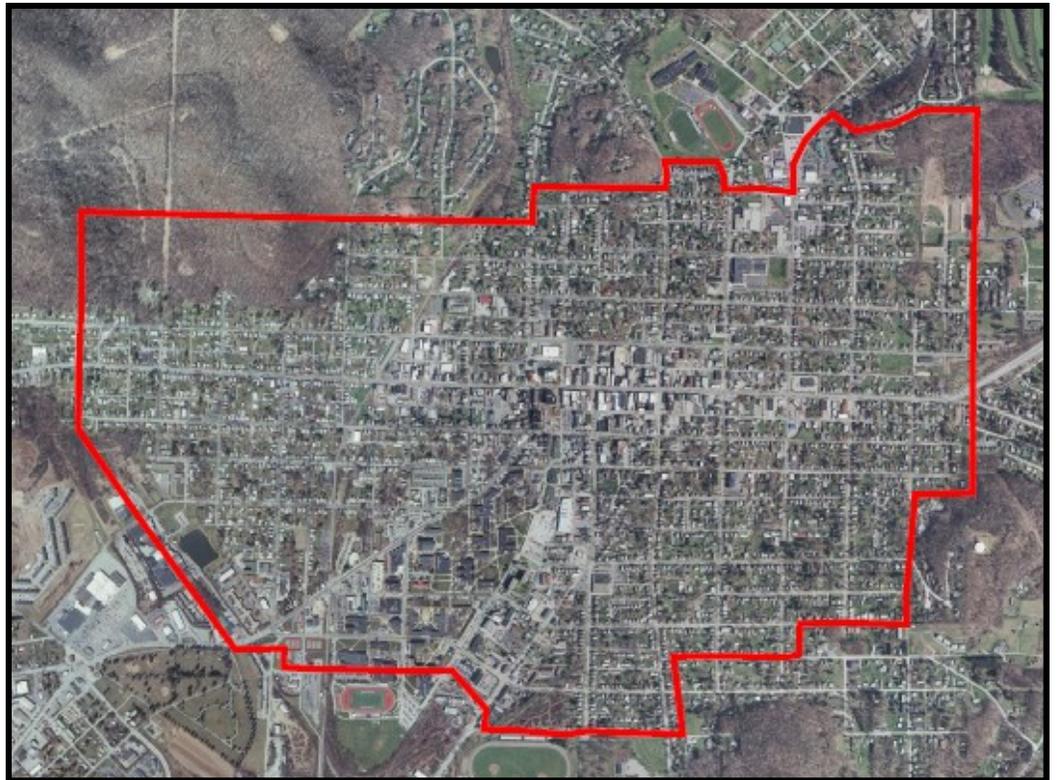
Article III of the Pennsylvania Municipalities Planning Code (MPC) states that a comprehensive plan must include a statement of the future development objectives of the municipality, with mandatory inclusion of a statement as to the “location, character, and timing” of future developments. This section of the Indiana Borough Comprehensive Plan will establish these goals and objectives by the three standards of location, character, and timing. The descriptions match those depicted on the General Community Development Goal and Objectives Map (Map 1, located at the end of this chapter) Map 1 divides the Borough into three geographic areas with distinct development objectives. The areas include:

Areas to preserve the overall character and general type of development.

Areas where redevelopment is desired or is warranted.

Areas that have not developed, but where new development is possible.

AN OVERALL VISION FOR FUTURE DEVELOPMENT



A view of the Borough from the air with the jurisdictional boundary superimposed.

Map 1, at the end of this chapter, represents a generalized vision for future land utilization in the Borough of Indiana. It is meant to convey the community development goals and objectives requirement of the Pennsylvania Municipalities Planning Code in a graphic form. The map identifies three general areas for the Borough's future development objectives: preservation, redevelopment, and use of vacant land resources.

The Pennsylvania Municipalities Planning Code requires community development

statements to ensure that each municipality is preparing for its anticipated level of growth and development. It is standing doctrine that a Pennsylvania community in the “path of growth” must accommodate its fair share of that growth.

From analysis of trends, the Borough of Indiana has not historically been in the path of growth. The Borough has lost population, and it lacks significant vacant land to accommodate growth.

In a densely developed com-

munity, there is also always the concern over the impact that any growth (new development) may have upon pre-existing development. For example, some of the Borough's loss of families is due to growth of such uses as transitory student housing.

Because of this, the Borough developed its objectives to focus upon the preservation and redevelopment of land rather than new growth upon vacant land. Within this context, the Borough hopes to again become part of the “path of growth.”

THE PRESERVATION OF EXISTING DEVELOPMENT

Planning is about managing future change, but that does not mean that everything must change. An essential part of planning is the preservation of the positive aspects of the existing community into the future. The use of the term "preservation" does not mean that land uses and buildings in the Borough would never change; It means that the essential features and character of an area remain the same.

One of the results of the public participation process was learning that many citizens have great affection for their community as it is now. People who live in the Borough like the sidewalks, tree lined streets, older public buildings like the library, access to IUP facilities, and the many family owned businesses in the downtown.

The existing character of all of these areas can be summarized as follows.

1. Buildings are oriented towards the street. There are no large parking areas in front or masses of blank windowless walls.
2. The streets are designed to accommodate both pedestrians and vehicular traffic. The street system is an integrated grid that helps interconnect areas of residential, public, and business development.
3. Areas are designed for function, with clear government related, commercial and residential districts.

This existing character is a part of the Borough's heritage and what makes it unique. For this reason, the largest area of the Borough is identified as an area where planning is meant to keep and preserve these areas essentially as they are. Again, in this case, preservation does not



Preservation in this context does not mean that land uses and buildings can never change. It means that essence and character of an area within the Borough remains the same. An example of this is the various ages of buildings in the Downtown.

mean that buildings or land uses should never change. Preservation means that the character of the area should not be threatened by new growth and development.

It is the policy of the Borough that any new growth and development in preservation areas be consistent with the character of existing development. Neighborhoods that historically developed for single family residential use should remain as such. The historic core of the downtown should remain pedestrian friendly and retain its historic small town atmosphere. The areas of the Borough developed for local and county government services are a visible expression of civic pride and should remain the home of these land use uses. For all these areas, the Borough will define the acceptable limits of change, and recommend the kinds of changes that will enhance local character.

The limits of change in these areas will primarily be a func-

tion of the Borough's zoning ordinance and development regulations. Zoning will be used to protect existing property owners from the threat of major development that would compromise neighborhood character. An example of such protective policies are the differentiation between C-1 zoning and C-2 Zoning for business districts. Another example is the use of zoning to protect resident families from the negative impacts of off-campus housing. The Borough will work to refine and improve its protective policies for identified preservation areas by use of new and evolving planning and zoning approaches.

The Borough will also attempt to enhance its identified preservation areas through actions to revitalize them. Through technical support, support of grant funding, and direct funding as available, the Borough will work to restore and rehabilitate the aspects of its neighborhoods and areas that merit preservation.

One of the results of the public participation process was learning that many citizens have great affection for their community as it is now.

PLANNING FOR REDEVELOPMENT

Redevelopment means the re-use or replacement of existing lands and buildings for new buildings and/or new land uses. A policy of redevelopment is essential to the economic viability of Indiana Borough in the future.

In Pennsylvania, most municipal revenue comes from a combination of real estate taxes and earned income tax. This revenue is utilized to provide a variety of goods and services. Ideally, growth pays for itself by increasing the taxable basis of the community, through the earned income tax of new residents, or the taxable basis of new buildings. Communities like Indiana Borough face a challenge because they do not have significant vacant land to attract new development. Increasing revenue requires either attracting new residents with an earned income, or attracting new buildings that raise the assessed value of developed property.

The Borough has lost family residents who are the key payers of earned income taxes. Many of the dwellings which were occupied by tax paying families were re-occupied by student households which increased density but did not increase the assessed value of the structure. The student occupants do not typically have earned income. This situation increases the demand for municipal services without increasing the municipal revenue necessary to provide services.

This situation is made worse by the expansion of nontaxable properties within the Borough. While churches, schools (including the IUP campus), courthouses, and various public land uses are all important and necessary, they have all grown in extent in the past decades. Each



This photograph, taken from the PennDot highway information log, shows an area of older dwellings across from the IUP campus. This area is an example of where growth of highways and surrounding major development might make redevelopment a reasonable option.

expansion of a church parking lot or land acquisition by the Commonwealth of Pennsylvania for IUP campus buildings removes land from the tax rolls.

A community like neighboring White Township can absorb growth because it has vacant land to attract new development. Without large areas of vacant land in order to grow, the only viable option for the Borough is to encourage either different development in existing structures or to encourage that some structure be removed and replaced by new structures.

The areas selected as redevelopment priorities were based upon an analysis of existing building occupancy and existing land use. The Planning Commission looked at areas where there was a high rate of building vacancy (including partial vacancy or underutilization) and areas where there was a high number of deteriorated buildings.

After determining where vacancy and deterioration were most likely to occur, the Borough studied possible causes. Causes included conflicting development occurring near the building, increases or decreases in traffic, and limitation through zoning.

Borough policies will foster redevelopment of these areas in the future. The Borough will examine zoning to make sure that land use regulations match the reality of the situation. While zoning may be changed to create new opportunities, the Borough will continue to ensure that regulations still protect any nearby preservation areas. If initiated by the private sector, redevelopment could occur in the very near future. Over the longer time, the Borough will investigate ways to accelerate the redevelopment process. Options for this might include working with groups of landowners, or working with organizations that could purchase and clear land to expedite redevelopment.

Redevelopment means the re-use or replacement of existing lands and buildings for new buildings and/or new land uses.

PLANNING FOR VACANT LAND RESOURCES

Most of Indiana Borough has already been developed for housing, commercial, institutional, and various other land uses. However, the Borough still has about 45 acres in the Northwest corner of the Borough. Most of this land was never developed or built upon.

About 20 percent of this area is owned by neighboring White Township, and can be expected to remain in public ownership and use. One third of the remaining land could be easily developed. The remaining portions of this area have slopes as steep as 40 percent and may be further impacted by streams and associated floodplain areas.

Most of the area was zoned for single family residential development. The fact that this has not developed in a growing market area is probably due to a combination of zoning and environmental limitations.



Forest land is probably not the first image that most residents have for Indiana Borough. However, there is a continuous area of about 45 vacant acres in the northwest corner of Borough limits. Because this is the last significant tract of undeveloped land in the community, the comprehensive plan recommends further study of its future use.

This forgotten corner of Indiana Borough represents both opportunities for the future and some potential liabilities. If the private land was poorly planned for development, the development could increase stormwater runoff in more urbanized areas of the

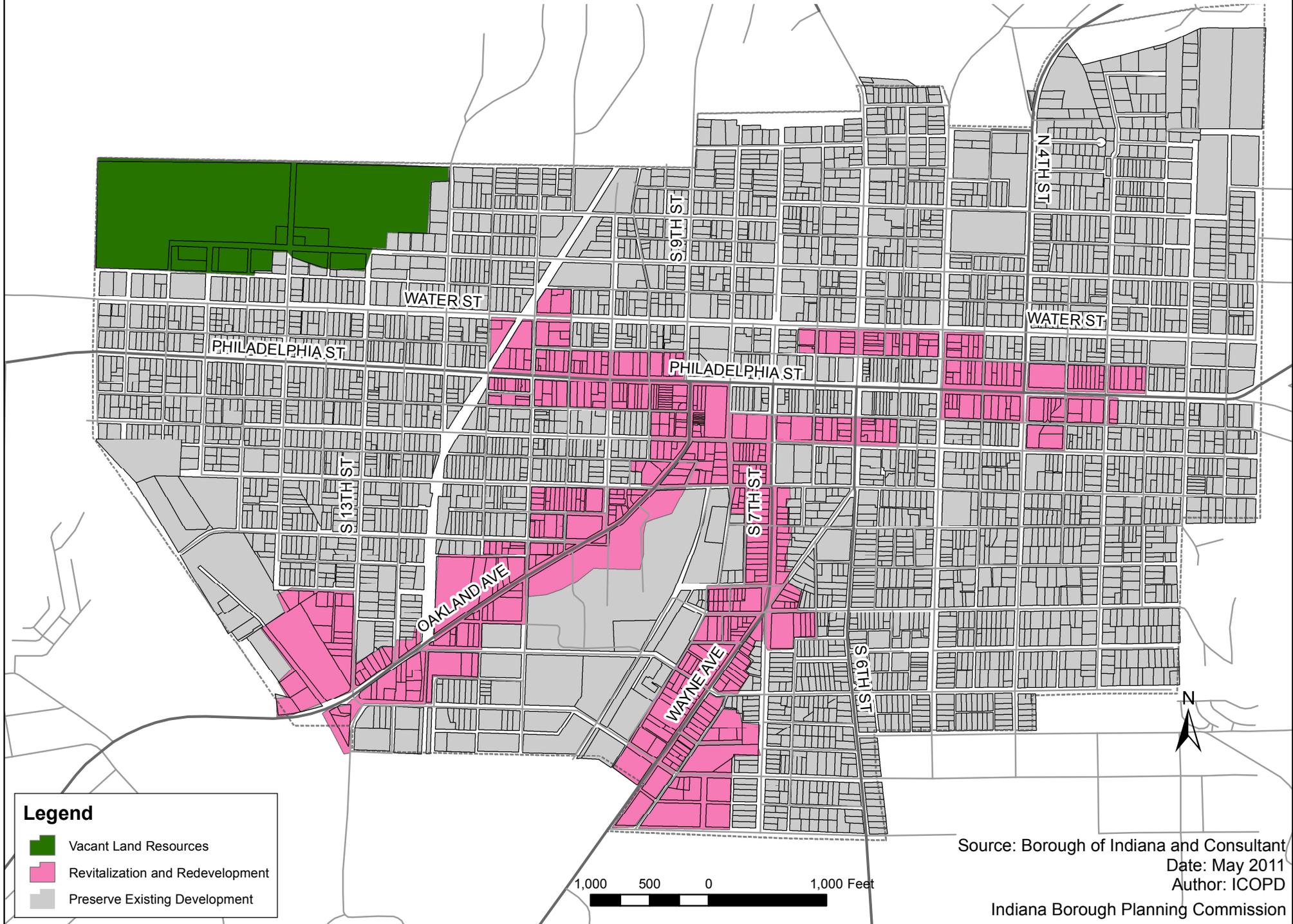
Borough. Well planned limited development could increase the Borough's population and tax base. The area could also accommodate land uses that do not fit elsewhere, or could be considered for public purchase as municipal parkland and conservation area.

Policy Summaries

Preservation: Many of the Borough's residential neighborhoods, the core area of the Downtown and such areas as the library/courthouse complex are identified as preservation areas. This does not mean that everything in these areas must be preserved. It means that new development should be sensitive to the neighborhood context and enhance community character.

Redevelopment: The plan studied areas where there were higher rates of building vacancy or deterioration. Public policy for these areas will encourage attracting new buildings or the creative re-use of existing buildings. This is being done to promote an increase in the Borough's tax base, which will be necessary to maintain municipal services.

Vacant Land Resources: Most of the Borough has been developed. There is only one significant area of about 45 acres remaining. As the last vacant land in the municipality, the community should plan to determine how this scarce resource might best be used in the community's future.



PLAN FOR LAND USE

Chapter Introduction

The Land Use Plan is typically a central portion of a comprehensive plan. Following the perceived intent of the Pennsylvania Municipalities Planning Code, this chapter builds upon the community development goals and objectives to offer some more specific means to achieve the vision established for growth, revitalization, and preservation of existing character.

Issues

The Borough has suffered from a loss of population.

In addition to population loss, there has been a pattern of divestment, including a loss of retail stores and declines in retail sales.

These enormous changes had little effect upon the Borough's existing land use and building patterns. On the surface, the shape of development in the Borough is essentially the same as 40 years ago.

Key Policies

This chapter creates unique plans for specific neighborhoods and functional geographic areas within the Borough.

The Plan recommends the Borough expand its use of innovative planning tools and approaches, making more complete use of options now available through the Pennsylvania Municipalities Planning Code.

BOROUGH GROWTH TRENDS IN A REGIONAL CONTEXT

Indiana Borough gained population consistently from 1880 to 1970. (1970-1980 is a bit unclear due to a change of 560 people and an annexation issue). It has lost population since 1970. There was a nominal loss of 49 persons. In part, this population loss can be tied to the core community syndrome in which population in Pennsylvania is shifting from boroughs and cities into townships. Tables 1 and 2 below, taken from the [Indiana Area Multi-Modal Mobility Study](#), illustrate a shifting of population between the Borough and neighboring White Township.

However, this trend is only part of the story. The County as a whole has seen a decline of nearly 2,700 persons since 1980, most likely due to eco-

nommic dislocation. This has been moderated somewhat by the more stable performance of the Borough and White Township. This in turn has been due to the demographic effect of IUP.

The Indiana Normal School (now Indiana University of Pennsylvania) opened its doors on May 17, 1875 with 225 students. Since that time, enrollment has grown astoundingly; with a 2010 enrollment of 15,126 students on campuses in three counties. Over this time, the student population has grown to become a major factor in local demographics. It should be noted that early censuses did not treat students uniformly. Prior to 1940, the matter was left to enumera-

tors. In the 1940 Census, students (except student nurses) were to be enumerated at their family residence elsewhere. From the 1950 Census to the present, students have been ascribed to the jurisdiction where they are residing while in school. With students alone representing almost 15 percent of the County population, it is not unrealistic to assume that perhaps 20 to 25 percent of the population has a direct economic or other tie to IUP.

Of course, all IUP students do not live in the Borough. However, as of 2000, 8,825 enumerated borough residents were enrolled as full time college or university students. This represents nearly 60 percent of the population.

Table 1
Indiana Borough Population 1980-2000

Year	Total Population	Change
1980	16051	-49
1990	15174	-877
2000	14895	-279

Table 2
Indiana Borough and White Township Population 1990-2000

Place	1990 Population	2000 Population	Numeric Change
Indiana Borough	15174	14895	-279
White Township	13788	14034	+246
Total	28962	28929	-33

REGIONAL RETAIL TRENDS AND THE DOWNTOWN

For most of its history, the Borough of Indiana was the most important shopping area in Indiana County. Sometime in the late 1990's, Indiana Borough ceased to be the dominant retail center. In just the past decade, the Borough saw a loss of nearly 100 stores and over \$171 million in sales. This is particularly important to both the local economy and local identity.

Table 3 and the two charts below illustrate changes in number of retail establishments and sales within the County, White Township, and the Borough between 1997

and 2002. Important trends are visible in these tables and charts.

Countywide, retail sales rose above inflation from 1997 to 2002. This means the overall market grew. However, retail sales were concentrated in fewer establishments, meaning that a smaller number of stores had a greater share of the market.

Within the context of the overall county trend, the Borough of Indiana lost both in terms of the overall number of retail stores and in gross retail sales. At the same time,

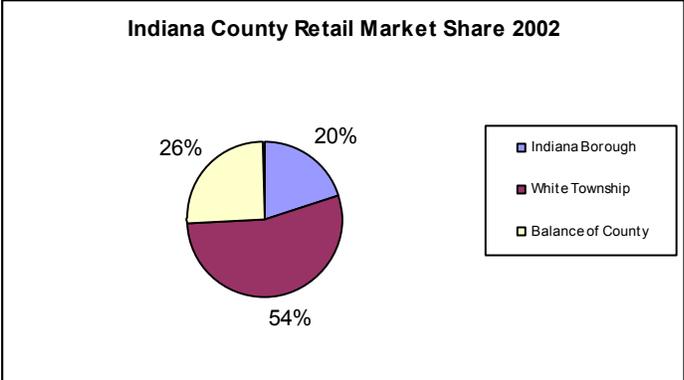
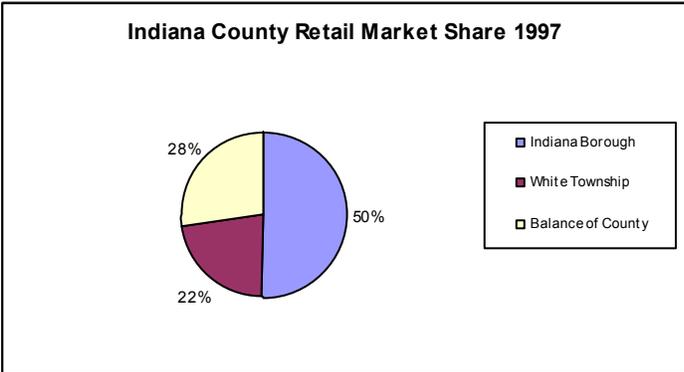
neighboring White Township saw a significant increase in both the number of retail establishments and an increase in gross retail sales of \$336 million.

As a qualifier of these numbers, the US Census of Retail Trade only includes retail establishments with a payroll. Small family businesses and sole proprietorships with no employees are not counted. However, the sales loss is alarming. Had the rate of decline continued (nearly \$35,000,000 per year), the Borough would have had no retail sales base by 2008 or 2009.

Sometime in the late 1990's, Indiana Borough ceased to be the dominant retail center within Indiana County.

Table 3
Retail Sales in Indiana Borough, White Township, and Indiana County 1997-2002

place	1997 stores	1997 sales	2002 stores	2002 sales	store change	sales change
Indiana Borough	179	\$362,493,000.00	85	\$190,732,000	-94	-\$171,761,000
White Township	53	\$161,793,000.00	126	\$498,091,000	73	\$336,298,000
County Total	391	\$723,586,000.00	362	\$934,000,000	-29	\$210,414,000



The two charts at left illustrate the declining importance of Indiana Borough as a retail center in the five years between 1997 and 2002.

Table 3 analyzes the previous sales figures by the type of retail enterprise. The largest sales losses were in general retail and auto related retail. The greatest store losses were clothing related retail (this includes jewelry, shoes, luggage, and a variety of apparel related businesses). Only one sector saw a gain (gasoline and convenience stores with gasoline sales). However, the gain was less than inflation, so market share still decreased. Table 5 (on the next page) compares trends with White Township.

Much of the sales data was suppressed for individual retail types. It is interesting to note that the Township saw an increase in the total number of establishments, which was inconsistent with both Borough and County trends. However, the region still has fewer stores. Table 6 compares restaurant and drinking place trends. Eating and drinking places were once included in retail trade analysis, but are now regarded as a service industry, due to Federal categorical changes. Again the same shift is evident.

Preliminary Conclusions: Demographics indicate more retail trade potential than the Borough has actually realized. In terms of performance, Indiana Borough saw a retail decline more consistent with core communities that were seeing demographic and overall economic decline. Future policies must focus on market factors, regulatory factors, and physical factors that may be constraining this segment of the local economy. The downtown cannot be economically vibrant without realization of all three of these factors.

Retail Type	1997 stores	1997 sales	2002 stores	2002 sales	store change	sales change
Motor vehicles, auto parts, etc.	20	\$109,923,000	9	\$75,487,000	-11	-\$34,436,000
Furniture, home items related	9	\$7,313,000	1	na	-8	na
Electronics, appliances cameras, etc.	5	\$4,397,000	0	\$0	-5	-\$4,397,000
Building materials supplies, garden items etc.	9	\$14,818,000	6	\$2,685,000	-3	-\$12,133,000
Food and beverage (Not restaurants)	15	\$37,265,000	8	\$25,207,000	-7	-\$12,058,000
Health and personal Care	15	\$13,981,000	12	\$27,695,000	-3	\$13,714,000
Gasoline stations and convenience stores with gas	11	\$15,078,000	8	\$15,976,000	-3	\$898,000
Clothing and accessories (inc. luggage, jewelry, etc.)	35	\$18,963,000	11	\$12,672,000	-24	-\$6,291,000
Sporting goods, hobbies, (inc. news dealers, books)	15	\$11,925,000	10	\$10,003,000	-5	-\$1,922,000
General Retail	8	\$92,159,000	5	\$8,747,000	-3	-\$83,412,000
Misc. Retail	30	\$23,668,000	14	na	-16	na
nonstore retail	7	\$13,003,000	1	na	-6	na
total	179	\$362,493,000	85	na	-94	na

Note: Categories noted as NA represent data suppressed by the US Department of Commerce to protect anonymity.

Table 4
Changes in the Number of Retail Stores for Indiana Borough and White Township 1997-2002

Type of store	Indiana Borough	White Township	Regional Change
Motor Vehicles, Auto parts, etc.	-11	10	-1
Furniture, home items related	-8	7	-1
Electronics, appliances cameras, etc.	-5	7	2
Building materials supplies, garden items etc.	-3	4	1
Food and Beverage (not restaurants)	-7	6	-1
Health and Personal Care	-3	3	0
Gas Stations and convenience stores with gas	-3	5	2
Clothing and accessories (inc. luggage, jewelry, etc.)	-24	17	-7
Sporting goods, hobbies, (inc. news dealers, books)	-5	3	-2
Gen Retail	-3	6	3
Misc. Retail	-16	4	-12
Nonstore retail	-6	1	-5
total	-94	73	-21

Table 5
Eating And Drinking Place Trends (estimated)

Place	1992	2002	Change
Indiana Borough Stores	64	47	-17
Indiana Borough Sales	\$35,226,000	\$35,057,000	-\$169,000
White Township Stores	3	34	31
White Township Sales	na	\$26,685,000	na

KEY LAND USE TREND: STABILITY ON THE OUTSIDE, CHANGE ON THE INSIDE

The aerial photograph of current development in the Borough on page 8 shows general extent of development. Map 2 illustrates regional land that has been developed with buildings and structures. The maps show that both the majority of Borough land is developed, and that the Borough is the core of the largest area of developed land in Indiana County. When this mapping is compared to the 1964 comprehensive plan's existing land use map, it is difficult to discern any major changes. The grid pattern of streets remains, and there was not significant change between residential and non-residential development patterns. There has been some infill and some residential growth in the northwestern quadrant of the Borough. Probably the most significant land use increase was the



Growth of parking lots was one of the few major land use changes since the last comprehensive plan.

growth of the Indiana University of Pennsylvania campus. One of the few other trends immediately evident has been the growth of large surface parking lots and parking

structures (such as the parking garage). More typical has been a pattern of change *within* buildings. For example, many buildings built as single family dwellings were

KEY LAND USE TREND: STABILITY ON THE OUTSIDE, CHANGE ON THE INSIDE, CONTINUED

converted to apartments. Thus, the overall pattern of development is constant, but subtle changes occurred over time. The same building that housed a family in 1960 may now be an attorney's office or student apartments.

The types of land use (single family residential, multiple family residential, commercial, or public) in the Borough are important to the local government for both real estate tax receipts and the need to provide public services to properties. There has been significant research in the relationship between land development and public service cost/benefits ratios to municipalities. Much of this work in Pennsylvania was pioneered by Tim Kelsey, an economist from Penn State University. Kelsey has made numerous studies on how

much different kinds of development generate in tax revenue and how much they cost the Township and school district to provide services.

The purpose of this research is not to exclude any kind of development as balance is necessary for any healthy community. However, an understanding of the effect of different kinds of development upon local government finance can help the community in allocating land resources with an eye towards maintaining balance. The general results of Kelsey's research (as well as observation from other growth communities) are summarized below. Revenue used in this analysis included both real estate and earned income taxes. Municipal service costs are very different, dependent upon whether the community

provides police or only more basic services, such as road maintenance.

For the Borough, these trends indicate the potential for economic strain. The subtle changes in development have often created higher public service needs with fewer tax dollars. When a taxable building is torn down for a municipal parking lot, taxes are lost, but the municipality must pave, clean, and plow the lot (while hoping parking revenues cover such costs). Likewise, when a family leaves and students occupy a dwelling, costs such as police rise, but the property taxes remain the same. These problems make stewardship of remaining land to maximize beneficial development the highest local priority.

The overall pattern of development is constant over the past 50 years, but subtle changes occurred over time.

A General Understanding of the Costs and Benefits of Various Kinds of Land Development

Single Family Residential: In many Pennsylvania communities, the average priced home will cost the municipality and school district as much in public services as it generates in taxes. This is primarily due to the provision of public school services. In some communities, very expensive homes (which have fewer children per the assessed value) can generate more tax revenue than they require in services.

Multiple Family Residential: Apartments for families typically cost the school district much more than they generate in taxes. Their effect upon a Township or Borough seems to be linked to their location and whether municipal police services are provided. However, it is important to note that multi-family housing for persons over the age of 55 are a tremendous benefit to the school district, as they pay taxes but require no services.

Retail, Offices and Restaurants: Some communities with local police services believe that retail trade generates excessive police calls per taxes paid. However, this type of tax base is of tremendous positive impact to school districts.

Industry and Warehouses: This type of development is the most uniformly beneficial to all taxing bodies. The assessed values are often high, and public service needs are low.

Privately Owned Farm and Forest Land: Private vacant land does not have high assessed values, but public service needs are extremely low. This kind of development is uniformly beneficial.

(based upon research by Dr. Tim Kelsey, Agricultural Economist at Penn State University)

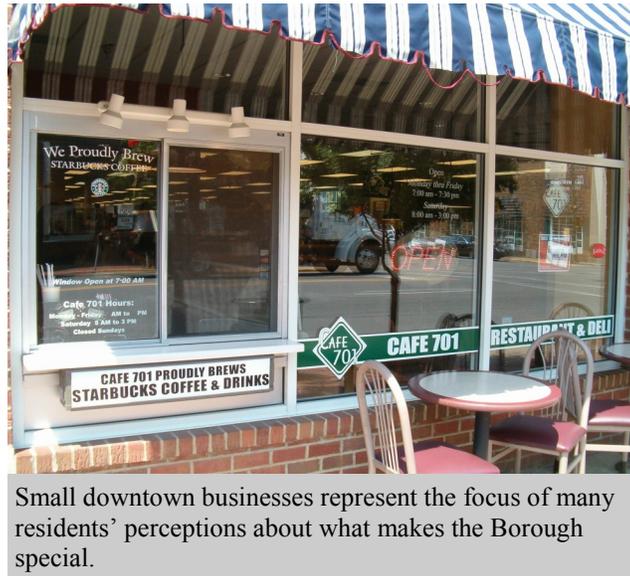
FUTURE LAND USE PLAN

Map 3, located at the end of this chapter, details the Borough’s future land use plan. The Borough of Indiana is a complex community with many functional areas. Each of these has unique characteristics, different zoning, and presents unique challenges and opportunities for the community’s future. In order to understand this complexity, The Future Land Use Plan Map divides the Borough into ten different classifications. The following text is an explanatory narrative for the map, and an explanation of each area’s potential role in Indiana Borough’s future. The text for each of the ten areas looks at five characteristics:

1. Current Land Use and Buildings Characteristics: A brief description of the area, its size, and how land and buildings are being used.
2. Current Zoning: The Borough of Indiana is one of only three boroughs or townships in Indiana County with a municipal zoning ordinance. Zoning is a key tool to implement local policies by establishing regulation to protect both individual property and the community at large from land use conflict.
3. Area Objectives: The objectives are a statement expressing the community’s vision for the future of each area.
4. Challenges to Objectives: This includes any aspect of market conditions or other obstructions to achieving the vision for the area.
5. Actions and Policies: These are the specific means to achieve the vision.

AREA ONE: HISTORIC DOWNTOWN

Current land and building use characteristics: This is a small area of the Borough, entailing only about 19 acres. However, it has great importance to the local economy and community identity. This is the area that forms the heart of what residents perceive as the “downtown.” Most of the buildings are of traditional downtown design, and many have at least minor historic architectural interest. In this core area of the downtown, there is still very good retail variety and low building vacancy.



Small downtown businesses represent the focus of many residents’ perceptions about what makes the Borough special.

Current Zoning: This area forms the basis of the C-1 zone, devised especially as a central business district area.

Area Objectives: There is strong local leader interest in a strong, vibrant downtown that retains its historic character. There is also a desire to protect this historic townscape and revitalize it for shoppers. The main objective is to restore the downtown as a place where people want to spend both time and money.

Challenges: The challenge this area faces is from changed shopper behavior and a very different retail market than when the buildings were built. There is also a disconnect between the vision of the downtown as the heart of a quaint small town and the kind of environment where IUP students want to come and their spend money and time. There is also a challenge in recognizing that a geographically smaller historic downtown may be more financially viable.

Actions and Policies: Public policy in this area should revolve around protecting both existing buildings and current land uses, while encouraging their continued economic viability. This can be done through a number of methods. The Current C-1 zoning district establishes a protective intent. This could be combined with a number of design oriented approaches that would reward adaptive re-use while discouraging new construction that would threaten the pattern of development. Specific tools can

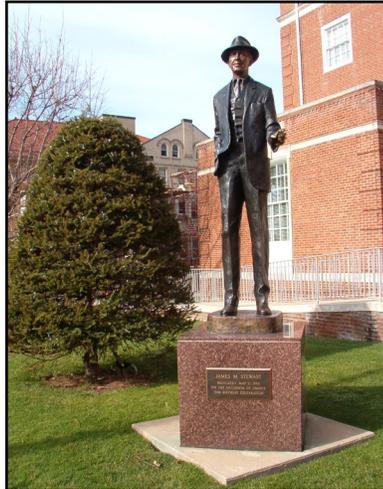
The Borough of Indiana is a complex community with many functional areas.

FUTURE LAND USE PLAN, CONTINUED

include designating the area under a Traditional Neighborhood Development district (to be created by a new direct designation and not the current overlay). Zoning should also differentiate between re-use of existing buildings and major new construction. In general, policy should encourage re-use as the first priority and discourage demolition. New construction must be strictly monitored to protect the overall fabric of the downtown. A new design oriented district can accomplish this better than traditional zoning. The historic downtown core should also be the highest priority for the expenditure of public funds for such areas as sidewalks, streetlights, and maintenance of streetscapes. Support for small business through continuation of Main Street initiatives is also crucial.

AREA TWO: COURTHOUSE/MUNICIPAL COMPLEX AREA (INSTITUTIONAL CORE)

Current land and building use characteristics: This area comprises less than 6 acres. It generates almost no taxes to the Borough. However, it is of great importance in its relationship to adjacent commercial areas. Each day, people are brought to the Indiana County government complex, library, and nearby Borough Offices for their jobs, court business, human services, and other dealings with local and county government. This area also includes important public space that the public not only owns, but collectively uses for gatherings and maintaining local identity. While in this area, people are within a reasonable walk from key downtown retail business, and it is likely that the government complex spins off into retail and service business spending.



The Courthouse/Municipal Complex Area is both owned by the public and collectively used by the public. The area is important both for gatherings as well as maintaining local identity.

Current Zoning: This area is zoned P-1 which is a category solely for government land uses.

Objectives: It is essential that the government complex remain where it is, due to its ties to the Downtown. The development concept for this area is a central place for Borough functions, County Government, human services and public safety. This brings hundreds of citizens and employees to the area each day. Ideally, the Borough can begin to turn these citizens into downtown shoppers as well.

Challenges: The major challenge of this area is a way to transfer the presence of government and government business into actual consumer spending. There is also a concern that as government ownership of land grows, nontaxable property will also grow.

Actions and Policies: The Borough should continue P-1 Zoning and further develop it as a kind of nontaxable property growth boundary. This keeps government activities in place but prevents their incursion into areas that are better suited for private development that generates taxes. The Borough should also solicit other government offices and agencies (such as state offices or The Indiana County Tourist Promotion Bureau) to consider re-locating to this area.

Historic buildings in this area should be protected. Design standards in this area should ensure the highest quality of new buildings that protect the urban streetscape of the area.

AREA THREE: DOWNTOWN TRANSITIONAL AREA

Current land and building use characteristics: As depicted on the map, this category has about 38 acres. This is the area immediately adjacent to the area identified as the Historic Downtown Core. However, it has significant differences with the Historic Downtown Core in terms of land and building utilization trends. A fair number of buildings have been torn down for the construction of parking lots. A few new buildings have been constructed as well. Overall there have been enough changes to disrupt the traditional townscape (what planners call "urban fabric"). However, analysis of aerial imagery shows that this area is very important in providing necessary parking to the Downtown.

FUTURE LAND USE PLAN, CONTINUED

Another trend is evident in this area as well; there is a greater percent of vacant and underutilized buildings. In fact there seems to be a trend that buildings that do not front on Philadelphia street are more likely to be vacant. There is also a trend that the further east of the courthouse complex, the greater the underutilization of land and buildings. While part of this area was traditionally identified with the downtown, the geographic nature of the downtown and this transitional area together are such that it is simply too far for all but the most dedicated to walk.



Gas Station on a Corner
(Building “Anchors” Corner)

Current Zoning: The majority of this area is zoned C-1 Commercial, with the area west of the Courthouse zoned C-2 Commercial. Within some blocks are a few small areas of P-1 and residential zoning as well.

Area Objectives: The Downtown Transitional Area has enormous potential for beneficial new development, redevelopment, or public use. All of these should be encouraged as appropriate. There are sufficient land resources to facilitate assembly of lots for new business sites that could bring more shoppers within proximity of the Downtown and increase local tax base.

This schematic, taken from the Cranberry Township design manual, illustrates how a land use such as a convenience store and gas station can be integrated better into a community by directing vehicle access to a side street and using the building to “anchor” the corner. This is not an appropriate approach in the historic downtown core (Area 1), but can be the basis for compromise designs in transitional areas.

Challenges: There is a conflict between the desire to maintain older buildings on the downtown fringe with the need of the development market for new sites on larger lots with on-site parking.

Actions and Policies: New Design standards could ensure that new buildings might be a compromise design that meets the needs of both pedestrians and vehicular traffic. Design requirements could also ensure a reasonable fit to neighboring historic areas. Other uses in this area could include parking, or needed community public space. A large part of this area might be rezoned as C-2, or preferably another designation should be created to integrate design standards like the one illustrated above. Creation of another zoning district based upon enabling legislation for Traditional Neighborhood Development can establish the appropriate parameters between the needs of the market and the needs for good design. In this area a series of “carrots and sticks” can be developed to ensure good design, offering real estate tax incentives for good design through a LERTA ordinance (see land use plan implementation on page 23).

AREA FOUR: UNIVERSITY CAMPUS

Current land and building use characteristics: The IUP campus straddles Indiana Borough and White Township. Perhaps 90 acres of campus are within the Borough. None of this land is taxable, but it has a very large effect upon the local and county economy. The Campus functions in some respects as a self-contained community, providing many goods and services within its boundary. The central campus is characterized by pleasing buildings and a very well developed pedestrian circulation sys-

FUTURE LAND USE PLAN, CONTINUED

tem. Notable is the extensive use of oblique and transecting sidewalks to minimize the distance pedestrians must travel between buildings. The edge of the campus is characterized by large parking lots. In fact, aerial photography analysis shows that the largest surface parking areas in the Borough are accessory to the IUP Campus.

Current Zoning: Almost all IUP holdings appear to be zoned P-1

Area Objectives: In many respects, the IUP Campus is a very well planned urban environment and requires no changes to continue to function well. The real challenge to the community is to better integrate the townscape of surrounding neighborhoods and the University Campus. Examples of this include better integration of large IUP parking lots into the surrounding areas, forging stronger pedestrian connectivity with the downtown and residential areas, and careful design of any new buildings abutting Campus. Like the Courthouse area, there is always the concern about growth of nontaxable property.



This aerial view of the Wayne avenue corridor shows how high traffic streets and proximity to the IUP campus have attracted larger scale development than the neighborhoods to the east.

Challenges: All large institutions tend to look inward. The host community must often work hard to maintain lines of communication.

Actions and Policies: The Borough should continue to use the P-1 Zoning District as a growth boundary to prevent the development of large institutional structures into neighboring areas reserved for commercial or residential development. Because IUP is a uniquely large and complex institution with multiple functions and facilities, coordination between IUP and the Borough is essential. The Borough has historically not used its powers under the Pennsylvania Municipalities Planning Code to regulate new land development. Doing this is a simple means to ensure maximum coordination between IUP and the Borough in a manner that will address such issues as street connections and traffic impacts.

AREA FIVE: GATEWAYS , AREA SIX: MAJOR DEVELOPMENT CORRIDORS AREA SEVEN: TRANSITION/PRESERVATION CORRIDOR

Current land and building use characteristics: These are actually three interrelated categories on the future land use plan map. They all share some basic characteristics of major traffic streets and mixed land uses. There are three major corridors that lead into the heart of the Borough: Philadelphia Street, Wayne Avenue, and Oakland Avenue. On the Borough line, these act as the front door to the community. An indication of this is the number of vehicles entering the community through these four gateways:

- Oakland Avenue at the Borough Line: 19,000 Vehicles per day
- Wayne Avenue at the Borough Line: 6,700 Vehicles per day
- Philadelphia Street West at the Borough Line: 12,100 Vehicles per day
- Philadelphia Street East at the Borough Line: 6,100 Vehicles per day

FUTURE LAND USE PLAN, CONTINUED

The Oakland Avenue Corridor has perhaps the most inviting gateway, as IUP has used the area to define the main entrance to campus. The Wayne Avenue and Philadelphia Street gateways are not as clearly marked or as inviting.

Current Zoning: In many respects, the current zoning ordinance ignored the effect of these corridors upon the community and both the opportunities and problems inherent to them. Some of these corridors are zoned R-1, in spite of land use and traffic characteristics around them. A portion of this area is part of an overlay zoning designation to encourage careful redevelopment through Traditional Neighborhood Development standards.



The facade of this Harrisburg area convenience store shows that even franchise stores can be designed to fit different local contexts.

Area Objectives: These are the areas where there is a real opportunity to carefully encourage new development that could:

- Bring needed new tax base through new construction
- Create off campus housing opportunities for the IUP community (Wayne and Oakland Avenues only)
- Attract new business to stem retail trade losses and create some jobs
- Create attractive corridors that link the gateway areas to the downtown

Challenges: Many challenges will be similar to the downtown transitional areas (new development versus preserving historic character). In addition, there is the potential that successful corridor development may compete with the downtown area. Finally, there is not consensus about the future of the Philadelphia Street west corridor. Another challenge is a lack of administrative tools to encourage redevelopment, especially the need to package and resell properties. Another challenge is that some residents do not want the potential of new IUP student housing or related services anywhere. The overlay has moved towards greater flexibility but has seen only limited use by developers.

Actions and Policies: The basic policy approach to the Corridors is exactly the same as the Area Three transitional areas abutting the downtown, and key policies are the same. The policy is to encourage new buildings but regulate their design to protect existing development and community character. Beneficial context sensitive redevelopment should be encouraged. This can be accomplished by establishing a mix of regulations and incentives as outlined under the implementation section of this chapter. This will look different in each area:

- Area Five- Gateways : Gateway establishment should not be through zoning, but through community initiative. Signage and landscaping are first steps. However, if development is proposed, implementing gateway concepts could be a part of the approval negotiations.
- Area Six- Wayne and Oakland Avenue: The goal in these corridors is that development design be as high quality as that of the IUP campus. A mix of commercial and residential development should also be sought, with improvements to pedestrian access systems.
- Area Seven- Philadelphia Street: The residential base of this area is still excellent, and past commercial development is a good fit. Any new commercial development should be of limited size or compatible use, such as professional offices.

FUTURE LAND USE PLAN, CONTINUED

AREA EIGHT: RESIDENTIAL NEIGHBORHOODS

Current Land Use and Building Characteristics: Residential neighborhoods are arrayed in four quadrants around the downtown. Many have been compromised by mixed populations of transient students and year round residents. In recent years, the Borough has responded proactively to the conflicts. However, there is a limit to what zoning and code enforcement can realistically accomplish.

The existing residential neighborhoods do have assets. There remains a variety of housing choices. The sidewalk system is complete. Many streets are pleasant and tree-lined. However, there is a deficit of neighborhood parks, playgrounds and green space, which is important to residential quality of life.

Current Zoning: A mix of R-1 and other residential densities.

Area Objectives: The objectives for this area include:

- Stable, well maintained single family neighborhoods, clearly separated from transitional student housing.
- Creating housing opportunities previously unmet in the Borough, such as condominium units for persons over the age of 55.
- Reclaiming neighborhoods that have been compromised by land use conflict.

Actions and Policies: Reclamation of neighborhoods can occur by a combination of housing incentives (for permanent residents) and infrastructure investments to keep neighborhoods attractive to new homebuyers.

Housing incentives can include:

1. Elm Street/neighborhood revitalization
2. Transfer of development rights
3. Property tax incentives
4. Homebuyer assistance
5. Carefully planned establishment of neighborhood parks

The first four items are discussed in greater detail in the plan for housing. The strategy for parks is discussed in the recreation plan element of the community facilities plan chapter. Future planning should also move from the generalized goals of this document towards more focused neighborhood planning. Such neighborhood planning efforts should concentrate on “natural neighborhoods,” which have evolved around shared identity, parks, schools, or nearby economic activity centers.



St. Andrew’s Village is a retirement housing development in White Township. Regionally, housing for persons over the age of 55 has been growing. Indiana Borough has few housing opportunities for such persons, due to the unique market demands created by off-campus student housing.

FUTURE LAND USE PLAN, CONTINUED

AREA NINE: VACANT LAND RESOURCES

Current Land Use and Building Characteristics:

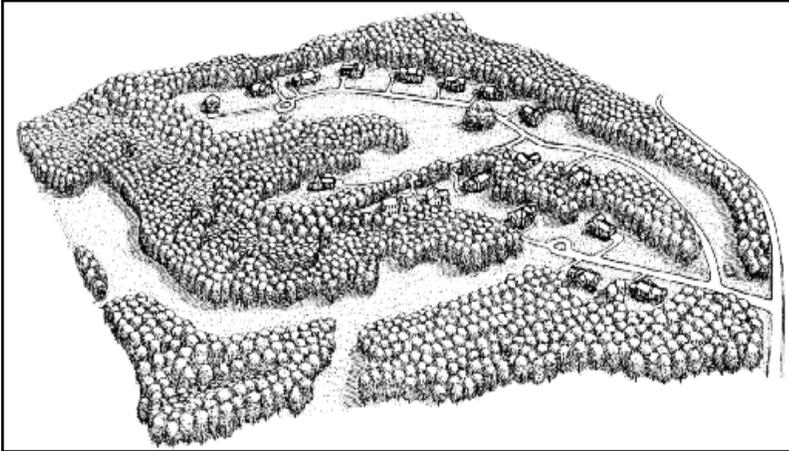
As also discussed in Chapter Two (page 11), this area entails about 45 acres of hills and woodland with no buildings upon it. While there are many scattered vacant lots throughout the Borough, this remains as the only significant concentration of undeveloped land within Borough boundaries and its future use merits serious thought.

On one hand, this is the only area left to increase tax base by developing vacant land. However, large areas are constrained by steep slope and other environmental constraints.

Current Zoning: This area is zoned entirely R-1 Residential.

Area Objectives: This area should be used for either innovative residential uses, such as housing for persons over 55, conservation oriented residential development, or public open space. The goal would be that any development will fit within the unique land characteristics, and be consistent with the conservation goals of this plan.

Actions and Policies: Because this area has significant environmental limitations (see conservation plan chapter) it should not be developed as strictly R-1. If this area develops for such uses as housing, it should be under some type of conservation zoning option. White Township has developed some smart growth development concepts through its draft zoning, which contains Planned Residential development provisions pursuant to Article VII of the Pennsylvania Municipalities Planning Code.



This sketch illustrates a conservation subdivision concept that places house lots around natural features, rather than sprawling checkerboard development. This concept could allow more environmentally sensitive development of remaining vacant land in the Borough. (from Growing Greener: Putting Conservation into Local Codes, Pennsylvania Department of Conservation and Natural Resources)

AREA TEN: OTHER ECONOMIC ACTIVITY CENTERS

Current Land Use and Building Characteristics: These are scattered areas of business development that include light industry and high impact commercial development, such as feed mills and auto repair shops. Unlike many other Pennsylvania core communities, the Borough never had a large scale industrial base, so these uses have been accommodated in the midst of other areas.

Current Zoning: The Borough has created its M-1 zoning district as a means to accommodate such businesses.

Area Objectives: These areas should be continued under their current zoning designation, but there are few realistic opportunities for their expansion. All these areas are surrounded by residential neighborhoods, so there is always a potential for land use conflict.

Actions and Policies: These businesses provide necessary services but would create conflict if located in other areas, such as the downtown. Current policies should be continued, but consideration might be given to increase buffering and mitigation standards in the event of land use change. This can help protect the neighboring residential areas. With careful planning, these economic activity centers can also accommodate land uses that can have negative effect in other areas, such as large billboards.

Unlike many other Pennsylvania core communities, the Borough never had a large scale industrial base.

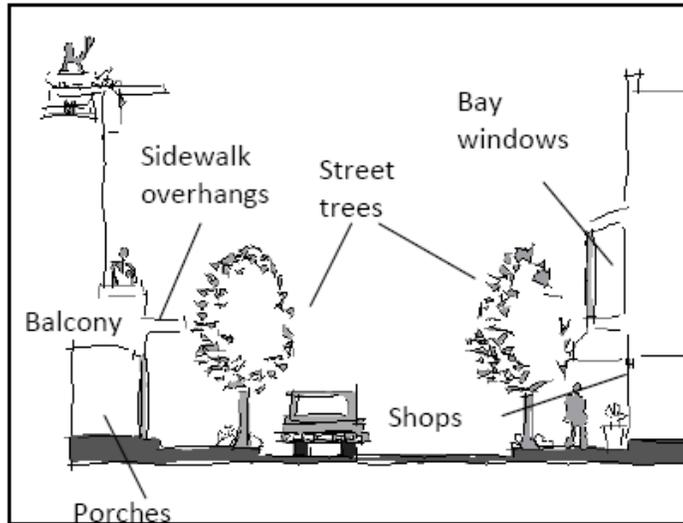
LAND USE PLAN IMPLEMENTATION

The Borough of Indiana has historically used its codes and zoning to prevent poorly planned development. While this approach has been successful, it cannot encourage beneficial redevelopment. In order to accomplish redevelopment, it is essential for Indiana Borough to evolve from a purely regulatory approach to land use planning towards an approach that mixes regulation with a variety of incentives. This plan recommends a three point plan for encouraging this evolution:

1. Continue evolving innovative zoning and land development approaches that can result in good design, while being flexible for developers.
2. Use tax policies to encourage beneficial redevelopment.
3. Create a new entity that can buy, assemble, and sell property to developers.

Innovative Zoning and Land Development Approaches

In 2005, the Borough of Indiana adopted an overlay zone, based upon the authority granted by the Pennsylvania Municipalities Planning Code to establish regulations for Traditional Neighborhood Development. Traditional Neighborhood Development (TND) is a new regulatory tool in Pennsylvania to allow development to emulate the American small town neighborhoods as built in the past. A TND emphasizes civic design, rather than a rigid list of uses and lot sizes. It stresses physical developments that fit into a community in terms of architecture, the relation of the street to abutting buildings, height, and open lands while being flexible in terms of the use of land. Homes, schools, shops, and offices are all integral to one another, and the streets are connected, providing multiple ways to reach a destina-



One of the key implementation activities is to begin to evolve towards form-based, rather than use-based regulations and more holistic design review approaches. Towards that end, IUP planning students prepared a design manual for Borough use.

tion. Interconnected streets minimize traffic effects on any one area. Street trees protect pedestrians from cars, provide environmental benefits, beautify the street, and help shade nearby houses. Houses are close to the street, maximizing backyard space, promoting front-porch connections. Shopping, educational, and recreational opportunities are all located within walking distance of residences.

Few developers have used the Borough's TND option. Based upon this experience, the Borough will continue to refine this approach by integrating more incentives for TND, and creating more specific standards for design and uniform review of applications. State law allows for communities using TND to adopt a manual of written and graphic design standards by ordinance to further the TND. A first design manual has been prepared by Dr. Whit Watt and his IUP students for adoption. The Borough can improve the uniformity of reviews by updating its subdi-

vision and land development ordinance to include land development reviews. Over time, it is recommended that TND approaches be prepared for other areas, such as the downtown.

Using Tax Policies to Encourage Beneficial Redevelopment

Pennsylvania provides for municipalities to encourage redevelopment and improvements in deteriorated areas through the establishment of Local Economic Revitalization Tax Assistance (LERTA) ordinances. LERTA allows the three main taxing bodies (Borough, School District, and County) to provide for tax exemption on the assessment attributable to the actual cost of improvements or up to any maximum cost uniformly established by the municipal governing body.

In order to apply, several factors must be present:

The maximum period abatement is ten years and 100 percent of improvements/uniform

It is essential for Indiana Borough to evolve from a purely regulatory approach to land use planning, towards an active approach that mixes regulation with a variety of incentives.

LAND USE PLAN IMPLEMENTATION, CONTINUED

valuation. Historically, LERTA ordinances have been used for the abatement of taxes on improvements by industrial and/or commercial business. The typical scenario is 5 years with 100 percent abatement in year one, 80 percent in year two, 60 percent in year three, etc.

The main issue relative to the of administering of a LERTA is the geographic extent and uses. Should it be limited to industrial or office parks? Should it also include commercial property, such as a fast food restaurant? Should the abatement run five or ten years? Some communities have enabled a blanket LERTA throughout the municipality. This is not a desired approach for the Borough.

The original intent of LERTA was to be limited to "deteriorated areas" such as old mills, or land that had been mined. However, deterioration may include such factors as economically and socially undesirable land uses, defective building/street design, or high vacancy rates, as well as physical decay.

The original LERTA must be established by ordinance. Subsequent inclusions may be by amendment. The Borough should establish a relatively small initial LERTA area, then expand it as necessary.

Create a new entity that can buy, assemble, and sell

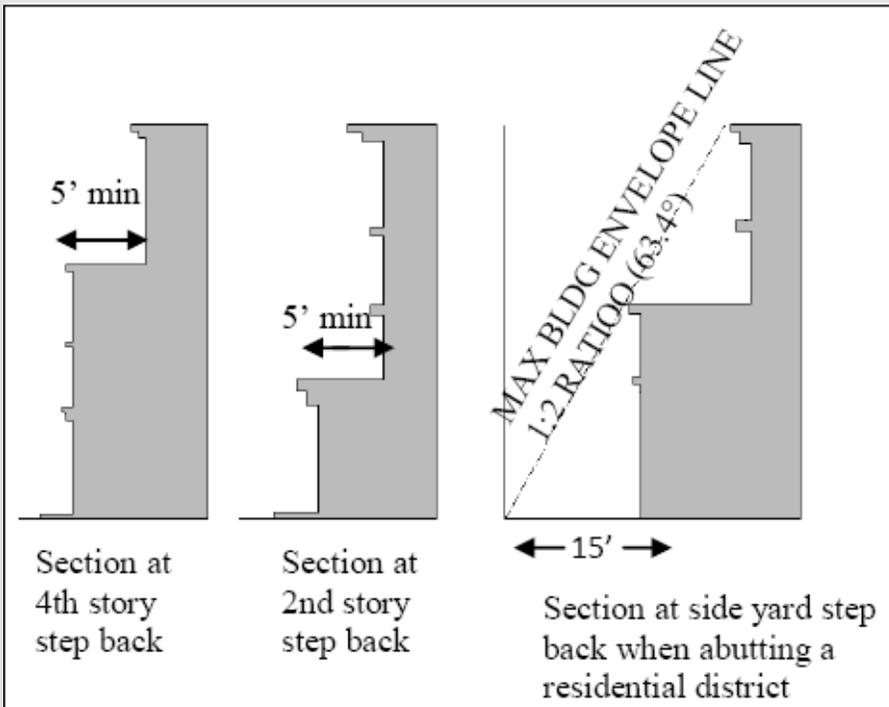
property to developers, in order to expedite redevelopment

Because of the small size of many borough lots, a developer that wishes to undertake a larger project might need to negotiate with 5-10 property owners.

The Borough cannot form a redevelopment authority without re-incorporating as a third class city. The only other option might be a 501c3 community development corporation. It is recommended that the Borough establish a 501c3 Community Development Corporation that can buy and assemble properties, or act as an agent for multiple property owners. If necessary, blighted structures can be removed and titles cleared to make property as turnkey as possible.

Design Manual Concepts

The Design Manual does not regulate the use of a building, but how the placement of the building, location of doors and windows, and relation to the street affect the streetscape. It uses such innovative approaches as building envelope regulations, shown below. The results that this approach can gain are shown on the next page.



THE RESULTS OF DESIGN STANDARDS



A typical Highway Commercial structure, built in conformity to zoning *without* design standards.



Another structure occupied by the same restaurant franchise as above but in a community with design standards.



This photograph from the City of Meadville shows a new commercial building constructed in accordance with a Traditional Neighborhood Development Ordinance.

The Pennsylvania Municipalities Planning Code gives local governments considerable freedom to plan for land use as it sees fit.

KEY LAND USE ACTIONS

Plan for the ten land use areas based upon continuation of current zoning with greater use of a three point implementation plan that includes:

- Expand on innovative zoning and land development approaches, especially Traditional Neighborhood Development. More than one Traditional Neighborhood Development district could be created.
- Use Tax Policies to Encourage Beneficial Redevelopment, such as tax abatement for new improvements.
- Create a new entity that can buy assemble and sell property to developers.

WHY WE ARE DOING THIS

The Pennsylvania Municipalities Planning Code has always required that a comprehensive plan include a land use plan element. However, the code also gives the municipality considerable freedom to plan for land use as it sees fit. The MPC states that the land use plan “*may include provisions for the amount, intensity, character and timing of land use proposed for residence, industry, business, agriculture, major traffic and transit facilities, utilities, community facilities, public grounds, parks and recreation, preservation of prime agricultural lands, flood plains and other areas of special hazards and other similar uses.*” This “may” language indicates permissiveness, rather than a mandate, as found in language for the plan



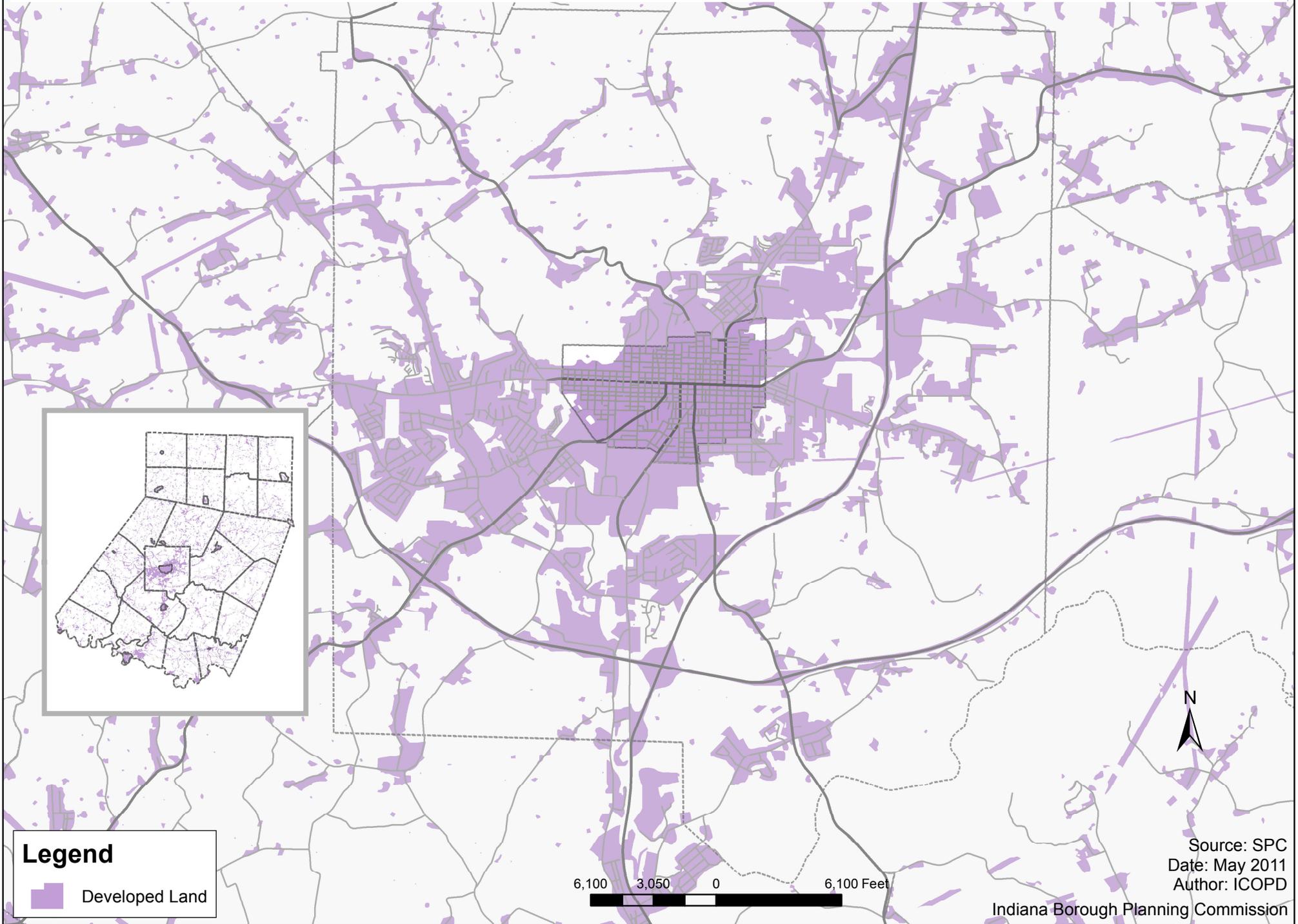
Good design polices can protect the Borough's remaining base of small business.

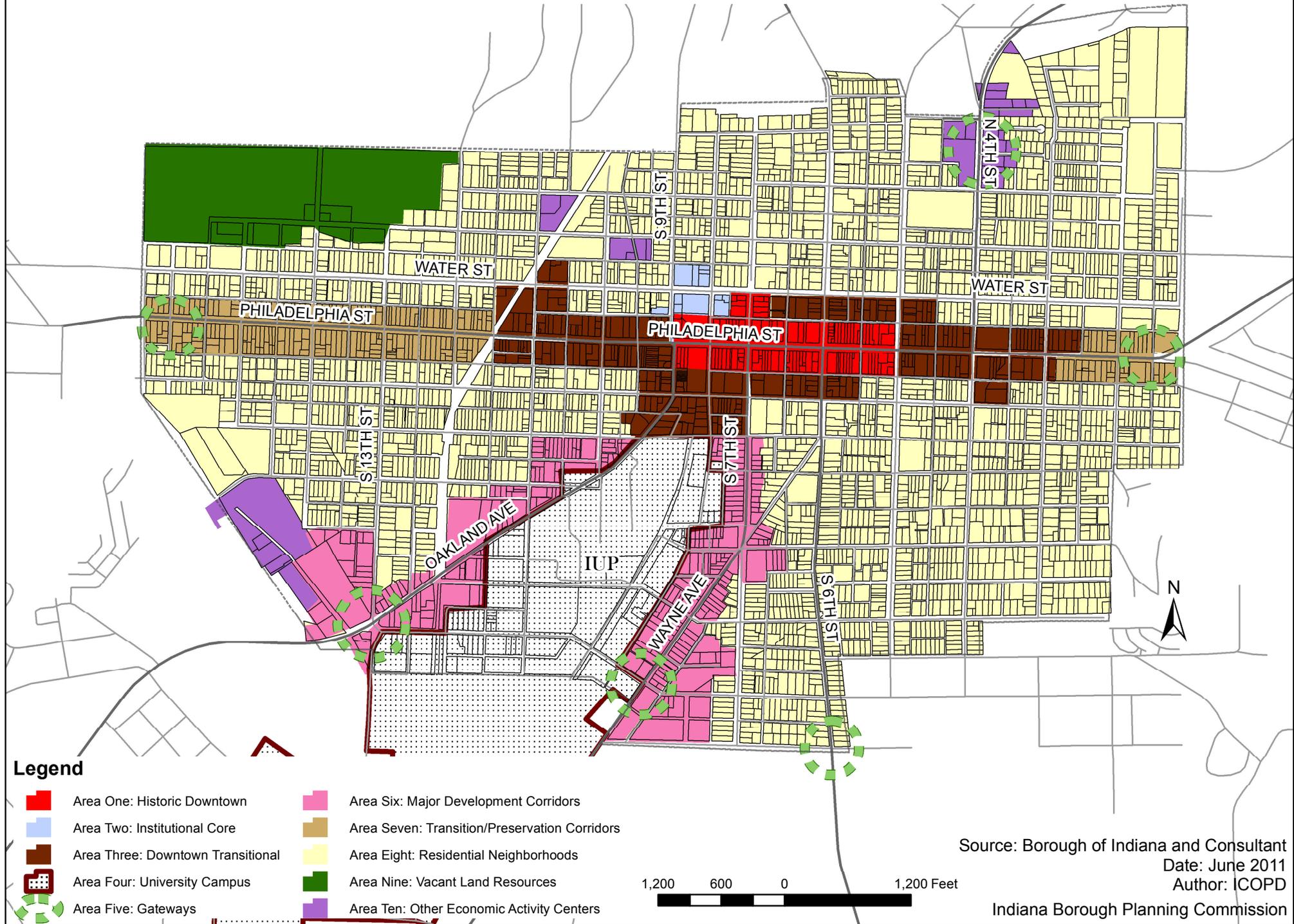
for conservation. While the MPC gives the community great discretion in formulating its own land use plan, land use planning has a great relevance for a zoned community. In Pennsylvania,

a zoned community in the path of growth has an obligation to provide properly designated land for all types and kinds of development. The community must plan for areas for various types of residential, commercial, and industrial use through its zoning ordinance. For the Borough, planning must continue the protective policies, but also encourage beneficial redevelopment in order to ensure tax base growth and stability. This still accomplishes the basic protective purposes of zoning, but expands the protection to such areas as streetscapes and community character.

Map 2: Regional Developed and Undeveloped Land

Indiana Borough Comprehensive Plan





PLAN FOR HOUSING

Summary of Issues and Policies

The Pennsylvania Municipalities Planning Code requires a plan for housing “to meet the housing needs of present residents and of those individuals and families anticipated to reside in the municipality.”

Issues:

- In spite of population decline, the number of housing units has grown.
- The single largest source of housing growth has been off-campus student housing which has had an effect on every aspect of local housing.
- The Borough may lose more residents in the future if it fails to meet the housing needs of older citizens.

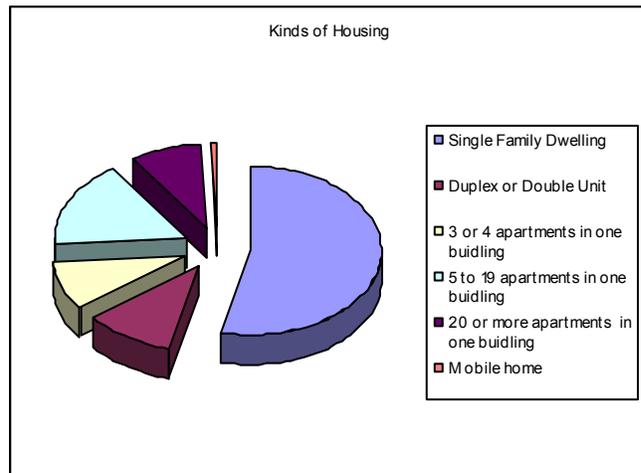
Key Policies:

- Continue to protect existing family residential neighborhoods from land use conflict.
- Begin to reclaim more neighborhoods as secure, affordable, single-family residential areas.
- Provide areas for student housing that meet changing needs of students and are accessible to both the university and businesses needed by students.
- Begin to explore ways to meet the needs of a growing population of older persons (55+).
- Examine incentives to concentrate more student housing near the IUP campus.

THE PARADOX OF HOUSING GROWTH IN A COMMUNITY WITH POPULATION DECLINE

The Borough has seen significant population decline in recent census counts. Ironically, the counts in housing units conducted by the Census showed a significant gain in housing units. In fact, from 1990 to 2000, Indiana Borough gained more than one housing unit for every person lost. This paradox is a result of several trends at work simultaneously. Nationally, household size is declining. The composition of the Borough’s population shifted from year-round residents to IUP students who represented 60 percent of the municipal population in 2000. Finally, the Census counts “housing units.” A single-family detached home is counted as one housing unit. If that same home is converted into three apartments, the Census counts three housing units. It appears that the creation of conversion apartments was a major factor in housing growth.

Declining household size is a national as well as local trend. In 1960, the average household size in the United States was 3.14 persons. By 2000, this had dropped to 2.57. The Borough had an average of three persons per household in 1960, falling to 2.29 in 2000. This is caused by fewer children per family, greater numbers of unmarried adults, the general aging of the population, which in-



The Borough lost population but gained in total housing units because former single family dwellings were converted to apartments.

cludes more economically independent older persons, and fewer children per household.

Growing IUP enrollment has been a major factor in the changes to housing within the Borough. In 1960, there were only 3,317 students enrolled. By 2008, this had risen to 14,018. Of course, all of these 14,000+ students do not live in the Borough; but in the 2000 Census, 8,825 Borough residents were enrolled as full-time college or university students. This represents 60 percent of the population.

For the most part, this growing student population has been housed in older single-

family dwellings which have been converted into apartments. In 1960, 71 percent of the Borough’s housing units were single-family detached. By the 2000 Census, this had fallen to just over 50 percent. However, 64 percent of all housing units in the Borough were built before 1960. This discrepancy between the type of units and their age can best be explained by the conversion of older existing homes into multi-family dwellings. In simple terms, many family homes were purchased by landlords and divided into apartments for students.

THE PARADOX OF HOUSING GROWTH (CONTINUED)

Housing Trends Summary Table		
Total Housing Units in 1990: 4,803		
Total Housing Units in 2000: 5,096		
Change in Units: +293		
Age of Structures		
	Number	Percent
Built 1990 to 2000	438	8.6
Built 1970 to 1980	849	16.7
Built 1960 to 1969	532	10.4
Built in 1950 or Earlier	3,277	64.3

OFF-CAMPUS STUDENT HOUSING, COMMUNITY CONFLICTS, AND ECONOMIC EFFECTS

As of Fall 2008, only 4,144 IUP students were living on campus. This represents only 28 percent of the total enrollment, so a majority of students are living off campus. IUP does not track off-campus students by municipality, but based upon the earlier Census counts, perhaps 8,800 students are living in Borough neighborhoods. These students maintain a very different lifestyle from year-round residents and family households. Rates of arrest for drug - and alcohol-related charges tend to be much higher for students than family households. The influence of drugs and alcohol make incidents like the following, from the March 7, 2007 *Indiana Gazette* fairly typical. “Residents along South Sixth Street told Borough police at 12:20 a.m. Sunday that an intoxicated man knocked on the doors of several homes.” (Police later found the man on a back porch not his residence.) A major finding of the open house meeting was that residents who live near student households are likely to have complaints ranging from noise, to garbage, minor

crime, and property maintenance issues.

Statistical evidence supports the worst aspects of lifestyle conflict between residents and students in the Borough. (See the discussion on crime in the Plan for Community Facilities chapter).

“Town gown” conflicts are nothing new. In 1355, a tavern brawl in Oxford between students and townsmen led to a pitched battle complete with bows and arrows and resulted in at least 62 deaths. Riots were fairly common between Yale students and residents of New Haven, Connecticut in the early 19th century. However, this history offers little comfort to the resident who is disturbed in the middle of the night by a drunken student outside his door.

Analysis of mapping shows that the distribution of off-campus student housing is uneven within the Borough. This makes planning for the impacts of students possible on a neighborhood basis.

A second effect of student housing is that it creates an artificially high rental market. Indiana Borough has the highest median contract rents in Indiana County. In the 2000 Census median contract rent for the Borough was \$386 per month, higher than White Township (\$371) and higher than the entirety of Westmoreland County (\$348). High real estate costs also are a factor in preventing housing abandonment. For this reason, the Borough has very low vacancy rates.

The high rents also raise the purchase price of housing. This in turn discourages young families from buying a home in the Borough. Fewer employed resident homeowners depresses the Borough's earned income tax receipts (students generally have no earned income).

These trends also discourage the construction of new homes marketed towards persons over the age of 55. As this segment grows, a lack of housing will cause Borough population to decline. “Empty nesters” will gravitate to 55+ developments in White Township.

Indiana Borough has the highest median contract rent in Indiana County.

THE CORNERSTONE OF HOUSING POLICY: PROTECTION OF FAMILY NEIGHBORHOODS

One of the highest goals of the Indiana Borough Comprehensive Plan is the protection of single family residential neighborhoods from incompatible development. This goal is absolutely essential to preserve the viability of the community. Without family resident homeowners, the Borough will face a loss of quality of life, continued population decline, and more fiscal difficulties for local government. Citizens have identified conflicts with University students who reside in their vicinity as a major threat to the stability of their neighborhoods.

The Borough has continually worked to create zoning policies and enforce property maintenance codes that meet the goal of protecting family neighborhoods.

The keystones of meeting this goal entail continuing those policies that the Borough is already following. Rental licensing should be continued. R-1 zoning should be used to limit the density of residency in single family areas. Zoning should continue to differentiate between a student home and another kind of dwelling.

This policy does not mean that the Borough will cease to be a "college town." As stated in the Land Use Plan, it is the policy of the Borough that areas near the IUP campus are meant to accommodate students, neighborhoods with single families dwellings are meant for families, and the downtown and business districts are for all residents. Ideally, this policy will retain both the vitality the University community brings, with the stability that family homeowners seek.

THE CHALLENGE OF RECLAIMING STUDENT DOMINATED NEIGHBORHOODS FOR FAMILIES

The effect of transient student populations upon the quality of life of resident families is a widespread problem for college towns across the country. A review of the literature of zoning and code enforcement for college towns includes such tools as rental licensing, designation of areas for R-1 zoning, zoning definition of "student home" to force their scattering or concentration, and aggressive code enforcement. The Borough of Indiana has literally tried every zoning and code enforcement approach to manage student housing that is legal to use in Pennsylvania. The problem is that code enforcement and zoning have limits. Zoning can only set parameters and offer a basic level of protection to homeowners within constitutional limits. For example, zoning cannot force legal nonconforming uses out of a community.

In order to actually reclaim neighborhoods, a public or private entity must undertake real action. Actual physical projects and improvements of



The home typically represents the greatest investment of a families and their dreams of a good life. Homeowners are buying more than four walls, they are buying a neighborhood setting with certain expectations of security and public amenities.

infrastructure and street-scapes must be initiated. The problem is that this is much more expensive than zoning. While the Borough will prioritize such efforts, additional funding streams must be sought. To implement the plan, the Borough will explore all options for neighborhood revitalization, with an emphasis on streetscape and infra-

structure, housing rehabilitation, and homebuyer and homeownership assistance or incentives. Utilization of grants may be supplemented by localized incentives, such as property tax abatement for home construction or improvements as allowed by Pennsylvania law over a set period of years.

Without family resident homeowners, the Borough will face a loss of quality of life, continued population decline, and more fiscal difficulties for local government

ELM STREET REVITALIZATION

The problems of Pennsylvania “core communities” (see sidebar on right) have been recognized by the Commonwealth of Pennsylvania. In response, the state government has created the Elm Street Program. Elm Street is a state funding program that offers professional assistance and funding for physical revitalization of older residential neighborhoods. Elm Street was built upon the premises of the Main Street Program. Main Street was designed to assist traditional downtown areas by providing a Main Street manager and funding for a variety of marketing and physical revitalization activities. The idea of Elm Street was to revitalize older residential neighborhoods that were near these downtowns. Like Main Street, Elm Street grants provide funding for preparation of a physical and community revitalization plan, a professional employee/manager, and additional grants for physical improvements ranging from sidewalks to community buildings. The Elm Street program begins with a planning process that includes neighborhood residents. The planning process focuses on building neighborhood image and identity; making neighborhoods green, safe and clean; preserving or improving neighborhood design; building a community organization; and promoting economic development. Upon conclusion of the planning process, the Elm Street area becomes eligible for physical revitalization funding. This offers tremendous potential



The Borough was an early participant in the Pennsylvania Elm Street Initiative, which is working to reclaim the older residential neighborhood south of downtown and east of the IUP campus. The Housing Plan Map (Map Four) identifies areas for future inclusion in this important program.

to meet the local policy priority of reclaiming neighborhoods for single family households.

The Borough has participated in both the Main Street Program and the Elm Street Program. These state programs encourage community revitalization by providing funding for both professional assistance and physical improvements. Main Street targets downtown commercial development, and Elm Street targets residential neighborhoods near traditional downtowns. The Elm Street Plan was recently completed. The Borough is implementing its Elm Street Plan through both

a professional Elm Street Manager, (allied with the Borough Main Street Program). Grant assistance is essential to accomplish this revitalization. Future funding should focus on physical reconstruction of streetscapes and sidewalks, as well as housing rehabilitation. As the current Elm Street area is revitalized, the Borough should examine expanding the program to other neighborhoods that are adjacent to both IUP and the Downtown. Areas for recommended future Elm Street designation are illustrated on the attached Housing Plan. Map (Map Four), which follows page 34.

Defining Core Community

The term “core community” is used throughout this plan to describe the Borough of Indiana. Core community is not a legally defined term, but is a community development term meant to focus Commonwealth of Pennsylvania policies for municipal assistance. As one Commonwealth publication states: “core communities are defined as including cities, boroughs and towns throughout the Commonwealth. Core communities may also include communities or village centers located in townships, rural areas, home rule municipalities and older suburbs. These other non-city, non-borough, non-town core communities may be either all of, or a portion of a municipality, but must resemble a developed community. Such core communities must be comprised of a dense concentration of population. In rural and suburban areas, the core community must have a relatively denser concentration of population than the rest of the township. While there is not a threshold of population or density to qualify, a core community should be a municipality, or portion of a municipality, that has a developed population center with a definite residential core, a city-type street pattern, ideally some commercial, cultural and/or civic activity, as well as a degree of local identity.” Based upon this definition, the whole of the Borough and parts of White Township would qualify as a core community.

MEETING CHANGING NEEDS FOR STUDENT HOUSING

Traditional student housing in the Borough was typically an older home that was converted to apartments. Some of these older homes even lodged a large number of students as a single household. In the past, students were willing to live at high density and with few amenities. Due to demographic changes, college students now demand more privacy, greater amenities, and have a preference for more luxurious housing than the past. This trend can be seen in the re-configuration of on campus student housing from dormitories into apartments and suites. It can also be seen in the construction of new student oriented developments such as Copper Beach, located in White Township.

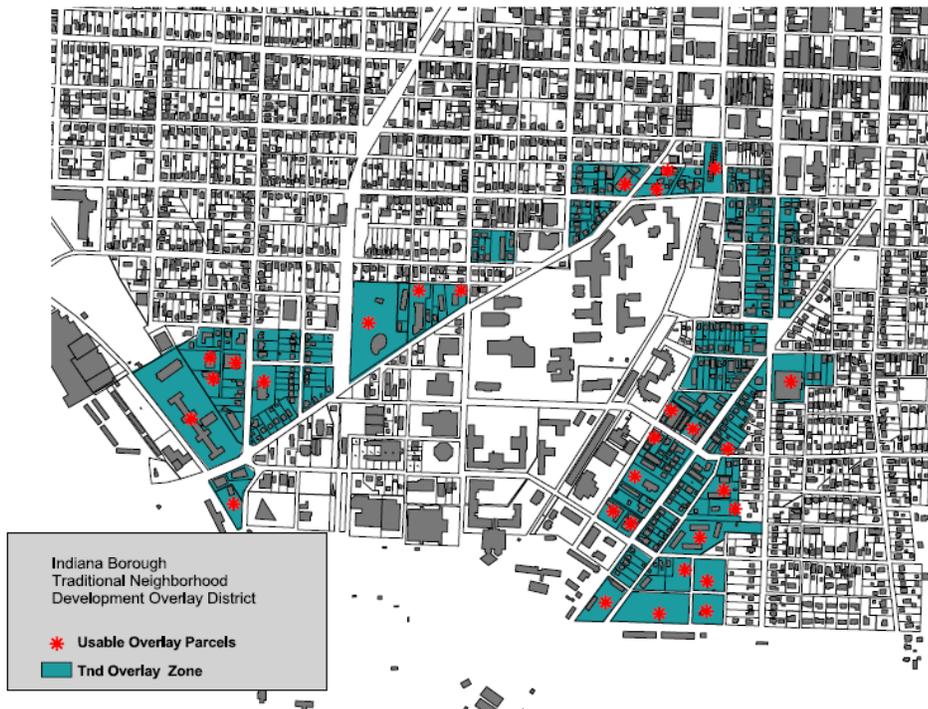
The highest goal of the Comprehensive Plan is to preserve family residential neighborhoods. However, the Bor-

ough is committed to also provide adequate space for off campus student housing within its bounds. Towards that end, the Borough has created a traditional neighborhood development overlay zone under the authority granted by Article VII-A of the Pennsylvania Municipalities Planning Code. The extent of the overlay is depicted on the map below.

The overlay was created in response to changing neighborhoods, in particular the fact that there were isolated areas of R-1 and R-2 residential zoning districts. As the overlay district is presently configured, use of the Traditional Neighborhood Development option is limited to lots of at least 75 feet in width. This was intended to limit the use of the overlay by only a single small property (due to density concerns) and to encourage developers to purchase more than one lot

and redevelop them for new traditional development. Of over 200 parcels within the designated overlay area, only about 30 lots are actually eligible to develop under the overlay option without combining with a neighboring lot. Since the overlay was adopted in 2005, only two properties have been developed under it.

Discussion with Borough staff has indicated that private developers have a strong interest in developing within the Overlay. The main obstacle seems to be a lack of desire to negotiate with numerous property owners to assemble sufficient property. The Overlay is a tool to meet the goal of concentrated student housing but may need refinement. Special consideration should be given to refining the design review process (including a design manual adopted by ordinance) and creating more



This map depicts the extent of Indiana Borough's Traditional Neighborhood Development Overlay Zone and the parcels that would be eligible for development under the zone's standards without acquiring multiple lots.

Meeting the Housing Needs of Older Persons

One of every four permanent residents (non IUP students) of the Borough is over the age of 55. By 2010, this could grow to one of every three permanent residents. As householders age, their housing needs change significantly. Older childless households begin to look for alternative ownership such as condominiums, where exterior home maintenance is the responsibility of a third party contractor or a homeowners association. Some homeowners sell their home and become renters upon retirement. The design needs for a dwelling also change. Older households prefer one floor units and often prefer greater handicapped accessibility. For older retirees, affordability of the unit can become critical.

The Borough has few housing units purposely designed to meet the needs of over 55 or handicapped households. Past regulation of multiple family units has discouraged this type of construction in some areas for the purpose of limiting student housing. Consequently, many units designed and marketed towards the 55+ age demographic have been built in White Township. The Borough should give serious consideration to examine any potential barriers to building this type of unit in the Borough and examining possible affordable sites to meet this housing need. At higher densities, even small sites might be usable. Zoning can differentiate between form of ownership, such as condominiums, as well as create restrictions wherein elderly housing would be permitted and other kinds of multi-family units would not be allowed.

TRANSFER OF DEVELOPMENT RIGHTS AS A MEANS TO REACH HOUSING GOALS

Transfer of Development Rights, commonly known as TDR, is a little known Pennsylvania zoning tool. It has been enabled in Pennsylvania since 1988, but has only been used in rapidly growing eastern Pennsylvania communities as a land conservation tool.

The basic concept of TDR is based upon the reality that property ownership is a part of a "bundle" of rights (these rights include the right to restrict access, oil and gas rights, and the right to develop at a density permitted by local zoning). Just like a property owner can sell oil and gas rights, under TDR the right to develop can be sold. Once sold, a deed covenant is attached to the property to prevent future development, and the severed right can be used to develop elsewhere at a higher density.

The typical application of the program has been for owners of farm and forest land to sell the right to develop in a designated conservation area to a developer who wishes to develop in a designated growth area. The developer pays the

owner of the farm or forest land an agreed price for this right. The developer can then build more dwelling units per acre than the zoning would normally allow.

Generally, all TDR transactions are conducted on a willing buyer/willing seller basis. The only role of the municipality is to enable the TDR transactions through local zoning and monitor the areas where rights have been bought and where they can be used.

There is potential for the Borough of Indiana to use this rural conservation technique as a tool to reclaim and conserve residential neighborhoods. The right to rent to students can be regarded as a part of the bundle of property rights. Remaining student dwellings in R-1 areas are legal nonconformities.

Through TDR the right to rent to a number of unrelated persons could be severed and transferred to the overlay area or another portion of the Borough where high density student housing is appropriate. The main advantage of a

TDR program is that it can eliminate nonconforming uses that could otherwise remain for years. The downside is that it is potentially expensive.

The Borough can initiate TDR on a variety of levels. TDR must be enabled in local zoning. The zoning ordinance should set standards for where rights may be bought (sending areas) and where they may be used (receiving areas). The attached housing plan map and sidebar illustrates recommended sending and receiving areas.

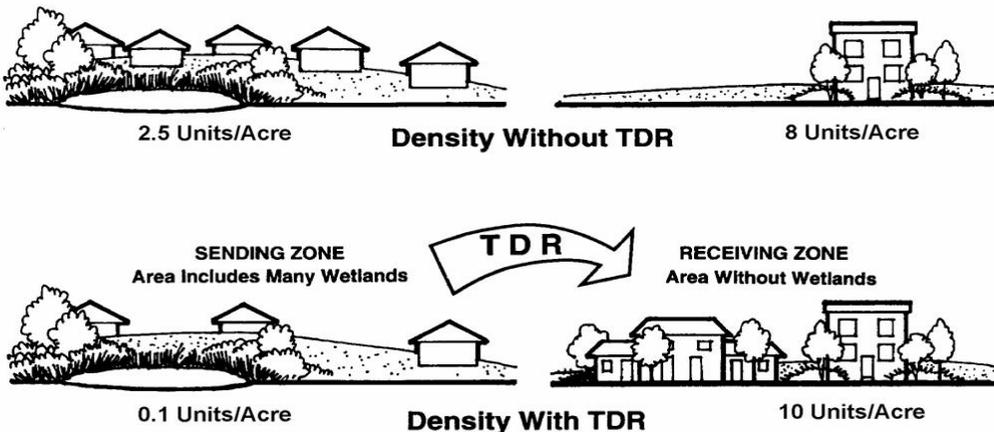
Beyond this, the Borough or a cooperating entity could become involved in actively buying and selling development rights. If grant funding were available, initial rights could be bought and later resold to developers to create a self funding program. The natural target would be isolated student rental units that are perhaps underutilized. The severing of these rights could also accompany a housing rehabilitation grant.

Making TDR Work in Indiana Borough

The attached Housing Plan Map (Map Number Four) helps illustrate how transfer of development rights might work in Indiana Borough. Through zoning, the Borough would enable TDR the program by establishing certain areas as sending zones (where a right may be purchased and receiving zones (where a right can be used). In such a scenario, most R-1 and R-2 areas would be sending zones, and the additional density could be used in the immediate area of IUP (U-1 district) and/or the Overlay zone.

In order to be effective, there must be some incentive to entice private developers to want to buy the rights. Incentives are typically some form of relief from another regulation. Possible incentive could include relief from the 75 foot minimum lot width for utilization of the Overlay zone Traditional Neighborhood Option or from strict parking requirements in the U-1 district. Incentives should be codified into the zoning regulations.

This illustration shows the basic concept of how TDR works: the right to build at a certain density is transferred from an area it would not fit to a more appropriate place in the community. The owner of the sending zone property is paid by the developer/owner of the receiving zone property for giving up his right.



The growth of one specific housing type (off campus student housing) has affected many aspects of housing in the Borough.

KEY HOUSING ACTIONS

- Continue to protect existing family residential neighborhoods from land use conflict.
- As funding is available, begin to reclaim more neighborhoods as secure, affordable, single-family residential areas.
- Provide areas for student housing that meet changing needs of students and are accessible to both the university and businesses needed by students.
- Begin to explore ways to meet the needs of a growing population of older persons (55+)
- Examine the transfer of development rights in order to increase density near the IUP Campus.

WHY WE ARE DOING THIS

The Pennsylvania Municipalities Planning Code requires that all municipal comprehensive plans include a plan for housing. This Plan is intended *“To meet the housing needs of present residents and of those individuals and families anticipated to reside in the municipality, which may include conservation of presently sound housing, rehabilitation of housing in declining neighborhoods and the accommodation of expected new housing in different dwelling types and at appropriate densities for households of all income levels.”*

The growth of one specific housing type (off campus student housing) has affected

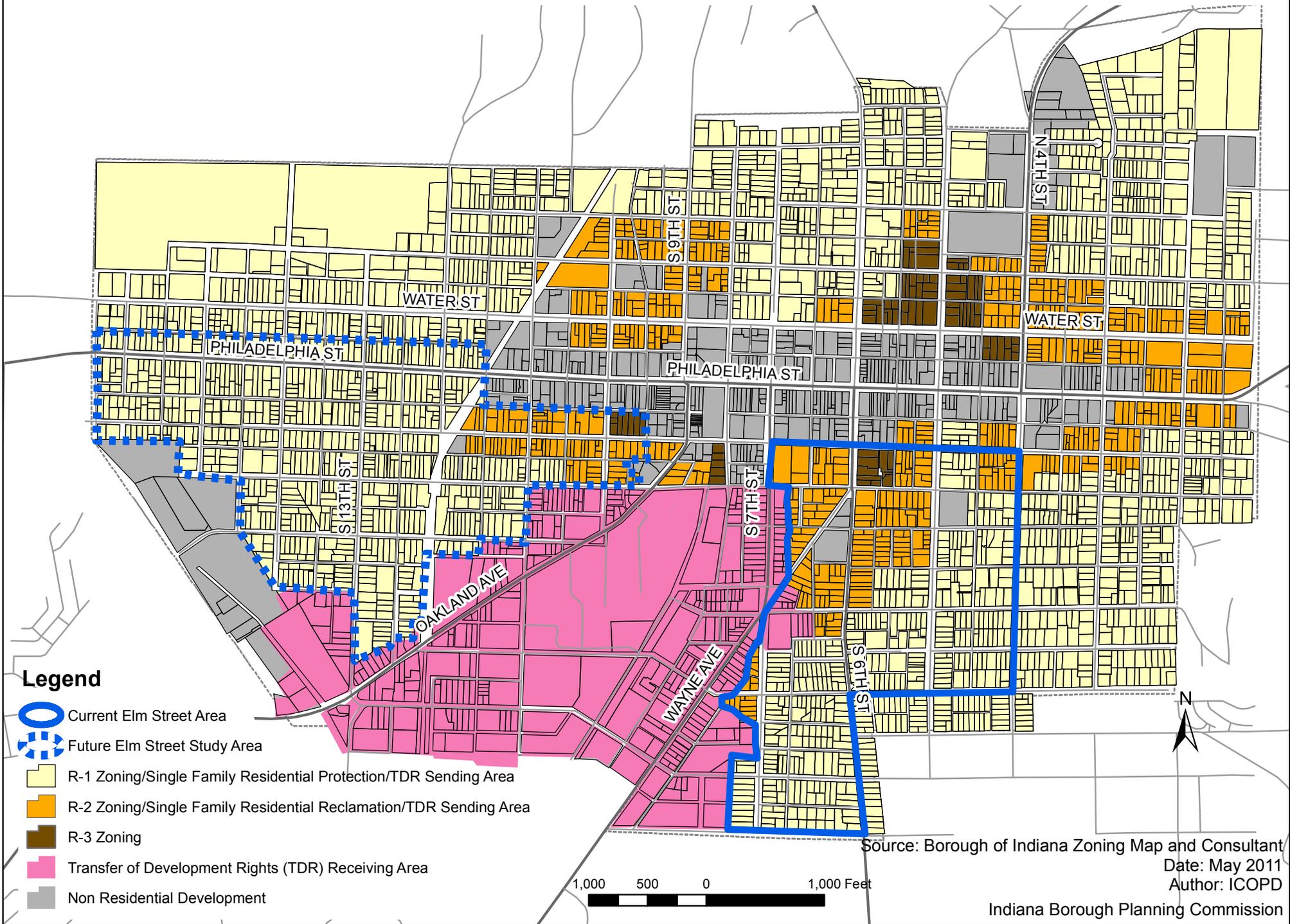


The Borough is willing to accommodate growth, but has little in the way of vacant land resources. It does have a resource of existing dwellings that can accommodate young families.

many aspects of housing in the Borough. For example, the Borough now faces the unique issues of both population loss and a lack of affordable housing. Balance must be regained to gain needed new residents. Key policies towards this will include:

- Encourage student housing near IUP.
- Encourage development of alternative housing for persons over the age of 55.
- Protect established cores of single-family neighborhoods as identified on Map Four.
- Monitor housing types for tax base implications for both the Township and School District.
- Revitalize neighborhoods for family residents

Finally, as a matter of practical policy, the Borough will cooperate with White Township on solving shared housing issues.



PLAN FOR CONSERVATION OF NATURAL AND HISTORIC RESOURCES

Summary of Issues and Policies

Issues:

- Being completely developed, the Borough has few areas of natural lands, except in its northwest quadrant.
- The most significant environmental issue is stormwater runoff in the Marsh Run watershed.
- The Borough has no areas where agriculture was historically present and still remains today.
- The Borough has a wealth of historic resources.

Key Policies:

- Prepare a Marsh Run stormwater management action plan.
- Educate income producing property owners about tax benefits of historic preservation.
- Preserve historic public buildings for their historic use.
- Use zoning policies to protect historic buildings.

PLANNING FOR PROTECTION OF THE THINGS THAT MAKE THE COMMUNITY UNIQUE



The idea of planning for conservation relates directly to statewide concerns about a shared natural heritage, which locally includes such areas as White's Woods, shown here. This forest is owned by White Township and lies on the northwest border of the Borough.

Planning for conservation was not an explicit requirement of the Pennsylvania Municipalities Planning Code until Acts 67 and 68 of 2000. The addition of such requirements was in direct response to the loss of much of Pennsylvania's natural, rural, and historic character, due to poorly planned growth and development. Communities that prepare a comprehensive plan now must include a brief survey of resources within the plan and account for how other policies related to

growth and development may effect those resources.

Because Indiana Borough has been nearly completely developed, natural resources seem less important to the Borough on the surface. However, the "green infrastructure" still remains and fulfills important functions ensuring that the community has clean water and air. While there are not large areas of natural land, residents still interact with the environment. They are still affected by many natural oc-

currences such as flooding. Natural features like street trees contribute to community character. The Borough has a greater obvious wealth of historic resources, due to the fact that it has been developing for over 200 years.

This chapter of the comprehensive plan offers a brief survey of both natural and historic resources with policy recommendations to integrate the conservation of each into development policies.

SUMMARY SURVEY OF NATURAL RESOURCES

The first step in conservation planning is to identify resources. Many state and federal agencies have developed databases and electronic mapping of such resources. Data was also available from the Southwest Pennsylvania Regional Commission (SPC), the planning agency for the nine county region. These were compared using Geographic Information Systems (GIS) technology. GIS is computer technology that allows multiple kinds of database information to be compared by mapping. The maps attached to this plan chapter present not only what kind of resources the Borough has, but where they occur. In addition to the SPC, data was gathered from the Pennsylvania Department of Environmental Protection, United States Department of the Interior, and United States Department of Agriculture.

The attached maps (map numbers five and six) divide the natural resources of the Borough into two broad categories, hydrologic (or water related) and land resources. The two are often actually related. Water resources are included for three reasons; water quality, stormwater runoff, and floodplains. The main land resource of concern to the Borough is steep slope and land cover.

Land and water resources are interrelated for the simple fact that water runs downhill. Western Pennsylvania frequently receives 45-55 inches of precipitation each year. This translates to millions of gallons of water per acre. If natural forest cover remains, the trees and woodland soils will absorb about 70 percent of this water. If the land is paved the water will completely run off from the site and concentrate in greater areas. Sloping hillsides increase the velocity of the runoff and result in erosion,



Stream Bank erosion along March Run (now corrected) is a sign of excessive runoff from urbanization. The Chestnut trees in the background were planted in 1974 by a planning commission member with his grandfather.

increased sediment in the water (which impairs water quality), and damaged property through localized flooding.

The Borough is drained by three streams—Marsh Run, White's Run, and Stoney Run. The upper reaches of each of these watersheds is in White Township. Marsh Run is the most completely urbanized of these watersheds. In 2004, the United States Environmental Protection Agency identified problems with sedimentation and threats to the coldwater fishery of Marsh Run and conducted stream monitoring. The following summarizes their report.

The Marsh Run watershed is approximately 1,520 acres. Developed lands (59.8%) and forested lands (25.6%) represent the dominant land uses in the watershed. The McCarthy Run watershed is approximately 2,812 acres. Forested lands (43.0%) and agricultural lands (39.1%) represent the dominant land uses in the watershed. The watersheds are part of the Western Allegheny Plateau ecoregion, which extends

from western Pennsylvania to southern Kentucky and is characterized by hills and wooded terrain.

The 1996 Pennsylvania Section 303(d) List of Impaired Waters attributed the impaired benthic communities in Marsh Run to thermal modification and in McCarthy Run to excessive sediment loading, as well as thermal modification. Biomonitoring surveys conducted in May 2004 found no evidence of thermal modification impacting benthic invertebrates (Small animals that live in the stream bottom) in either Marsh Run or McCarthy Run. However, siltation, sediment deposition, and stream bank erosion were observed throughout the watersheds, and are responsible for the poor conditions observed in these streams. The predominance of sediment particles in the substrate is detrimental to many invertebrate taxa, and was reflected by the sparse benthic communities observed, which were comprised almost exclusively of pollution-tolerant organisms. Improvements in the benthic invertebrate communities of Marsh Run and McCarthy Run are dependent

SUMMARY SURVEY OF NATURAL RESOURCES CONTINUED

upon controlling excessive sedimentation from non-point sources, and subsequently restoring instream habitat within the streams. As such, it was determined that thermal modification did not pose an adverse impact to the benthic communities in these watersheds, and that only sediment Total Maximum Daily Loads (TMDL's) were necessary to address the aquatic life use impairments in Marsh Run and McCarthy Run.

Localized flooding along Marsh Run was a problem identified by citizens during the open house meeting. This has been affecting several properties.

Agricultural Resources: The Pennsylvania Municipalities Planning Code also requires the municipal comprehensive

plan to plan for the protection of agriculture where historically present. However, commercial agriculture is no longer present in the Borough and has likely not been present for 50 years.

Natural Resources Planning:

The most significant threat to natural resources is the problem of stormwater runoff. The priority watershed for the Borough is Marsh Run. If funding can be found from the Commonwealth, the Borough should undertake a watershed assessment and action plan for this area, ideally in cooperation with White Township. This watershed assessment and plan could be implemented through watershed specific stormwater management regulations that would ensure that new development retain more than 100 percent of pre-

development runoff. This approach of utilizing higher retention rates can normally be established without creating hardship for developers. For example, ponds can be made deeper. Use of the floodplain along Marsh Run should also be re-examined. Some areas could serve as both riparian buffers, and public green space.

The Borough should also carefully examine the development regulations for its remaining vacant lands. Even if this area were developed in strict conformity to the zoning code, it could still result in an increase in such problems as stormwater runoff and localized flooding. This area must be studied carefully for possible acquisition as a conservation park, or innovative conservation development. Guidelines for this are included in the land use

THE BOROUGH HAS A WEALTH OF HISTORIC RESOURCES

The presence of historic buildings creates a character in Indiana Borough that adds enormous value to the community. The Borough has a rich history that has been chronicled in a number of local publications. Helene Smith and George Swetnam's magisterial [Guidebook to Historic Western Pennsylvania](#) (published by the University of Pittsburgh Press in 1976) notes the Borough as having a large number of surviving historic buildings. Indiana County also conducted a countywide historic resources survey in the 1980's. Indiana is one of the few counties in Pennsylvania with such a complete record. The Countywide survey resulted in the establishment of a historic

district in the Borough's downtown, listed on the National Register of Historic Places.

Most inventories of historic resources are conducted by state or federal governments to meet requirements of the National Environmental Policy Act of 1969 and the National Historic Preservation Act of 1966. The historic resource list created by the National Historic Preservation Act of 1966 is the National Register of Historic Places. The register conveys limited protection to properties that are either listed or eligible for listing. Eligibility includes homes and other buildings, structures (such as bridges), sites (such as battlefields or archeological sites), and even objects

(such as ships). Eligible properties may be of state, local, or national significance. If a property is determined eligible or listed on the register, it is protected from any actions using federal funds that would adversely impact the property without mitigation. For example, if a highway project proposes to remove a historic house, mitigation might mean re-routing the highway or complete documentation of the building prior to demolition. The mitigation actions would be resolved between the agency undertaking the project and the Pennsylvania Historical and Museum Commission (the federally designated State Historic Preservation Office).

HISTORIC RESOURCES CONTINUED



The former Borough Hall is now an office. The best way to protect historic resources is to keep them secure for either the original intended use or a compatible adaptive use. When historic buildings deteriorate there is often a pattern of land use conflict or changing real estate markets.

Because of these National Register requirements, most state and federal agencies conduct archeological and historic resource surveys. Most surveys in rural Pennsylvania have been undertaken due to PennDOT projects. Frequently, these surveys note eligible properties, but formal listing is usually the prerogative of the property owner.

Map Seven shows the extent of the Borough's Historic District and other clusters of resources that, while individually significant, do not have the cohesiveness of a district. Detailed listings of individual resources with national register eligibility is available from databases at www.philadelphiabuildings.org

g or from the Pennsylvania Historical and Museum Commission, State Historic Preservation Office.

Historic Resources Planning: Many Borough historic resources are also homes and businesses. The best way to protect is keep them secure for their intended use. Where deteriorated, there is often a pattern of land use conflict. The Borough can assist in protection by ensuring that zoning differentiates between new construction and re-use of an existing building. Re-use for a broadly compatible use should be encouraged by making the approval process easier. Some communities, have gone so far as to adopt an adaptive re-use standard in local zoning, where a historic building has "bonus

Owners of income producing property can also take advantage of a 20 percent tax credit on restoration and rehabilitation activities that meet historic preservation guidelines. Unfortunately, small businesses often do not know about these. Further information is available from the state historic preservation office at the Pennsylvania Historical and Museum Commission.

Finally, local government must lead by example. It is the policy of the Borough that all County and local government buildings be rehabilitated in place, rather than razed and/or relocated. In most cases, these older public buildings can be retrofitted and continue to serve for their traditional purposes.

Planning for stormwater management must continue to be a priority. The highest priority watershed is Marsh Run.

KEY CONSERVATION ACTIONS

The largest remaining vacant land in the Borough is subject to significant environmental limitations. Even were it developed in strict conformity to the zoning code, it could still result in an increase in such problems as stormwater runoff and localized flooding. This area must be studied carefully for possible acquisition as a conservation park or innovative conservation development.

Planning for stormwater management must continue to be a priority. The highest priority watershed is Marsh Run. Resolving this issue may require some innovative solutions, such as multimunicipal planning for greater retention than the standard 100 percent of pre-development runoff. Funding may be available from either the Pennsylvania Department of Conservation and Natural Resources (DCNR) or the Pennsylvania Department of Environmental Protection (DEP) for a watershed assessment and action plan.

All government agencies in the community should set an example by preserving their own public buildings for their traditional historic use.

The Borough should help encourage use of rehabilitation tax credits as a tool to encourage re-use and historic buildings.

WHY WE ARE DOING THIS

As previously noted, municipal comprehensive plans in Pennsylvania must meet the minimum contents required by the Pennsylvania Municipalities Planning Code. The code was amended in 2001 to require that all comprehensive plans contain "a plan for the protection of natural and historic resources to the extent not preempted by federal or state law." The Code specifies that the natural and historic resources meriting protection shall include:

- Wetlands and aquifer recharge zones
- Woodlands
- Steep slopes
- Prime agricultural land
- Floodplains
- Unique natural areas
- historic sites

Finally, the MPC specifies that local planning may not exceed the requirements of

nine Commonwealth environmental laws (Such as the Clean Streams Law, Oil and Gas Act, Agricultural Security Area Law, Nutrient Management Act, and the mining and reclamation acts).

Preemption is further required by the explicit statements in the Pennsylvania Municipalities Planning Code that must be included verbatim in the Comprehensive Plan. These statements are quoted below from Article Three of the Code.

(1) Lawful activities such as extraction of minerals impact water supply sources and such activities are governed by statutes regulating mineral extraction that specify replacement and restoration of water supplies affected by such activities.

(2) Commercial agriculture

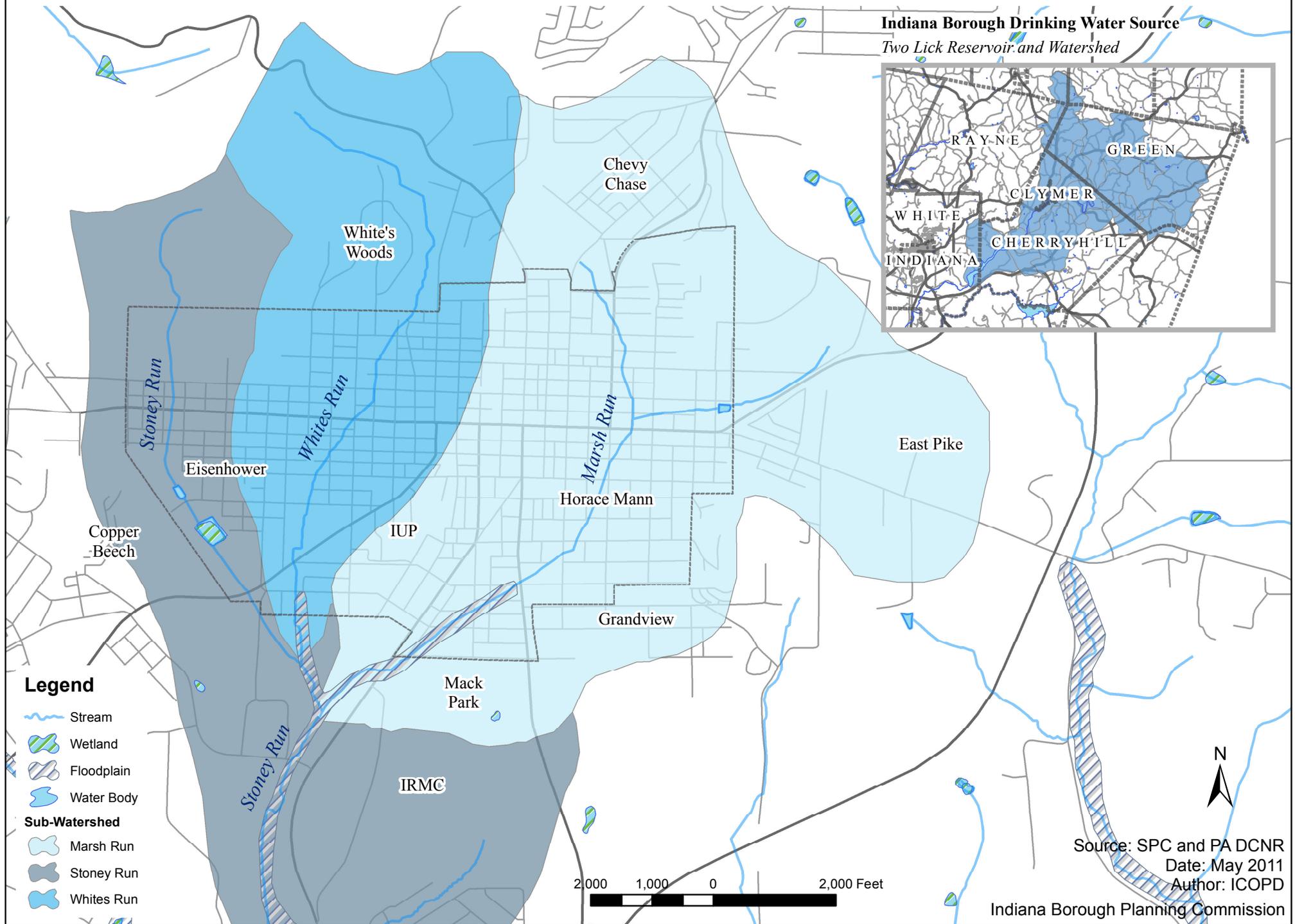
production impacts water supply sources.

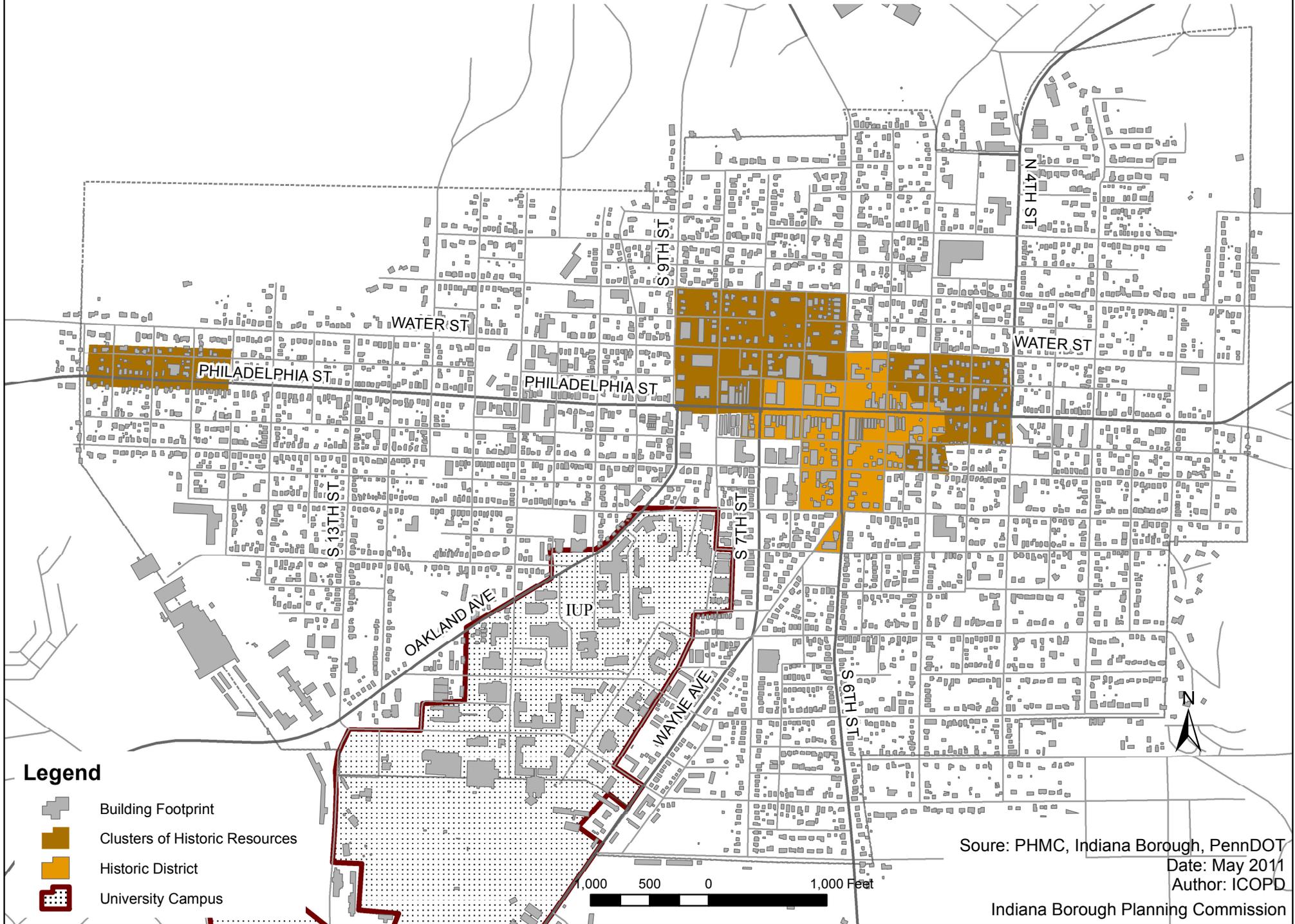
These statements must be included in the comprehensive plan and the Borough acknowledges these statements.

One proven means to protect natural resources is reinvestment in existing communities. New development on natural land has a greater effect upon limited resources. There is also a need to protect historic resources due to their contribution to the Borough's sense of place and community identity. The wealth of historic buildings is here today because previous generations maintained them for the benefit of the present generation of Borough residents.

Map 5: Hydrology

Indiana Borough Comprehensive Plan





Legend

-  Building Footprint
-  Clusters of Historic Resources
-  Historic District
-  University Campus

Source: PHMC, Indiana Borough, PennDOT

Date: May 2011

Author: ICOPD

Indiana Borough Planning Commission

PLAN FOR TRANSPORTATION

Summary of Issues and Policies

Issues:

A Comprehensive Traffic study was conducted in 2003.

The Borough has a number of significant areas of traffic congestion.

The Borough has a network of one-way streets that developed slowly over time.

Pedestrian and bicycle transportation remain important.

Key Policies:

Focus traffic improvements on key intersections on Wayne Avenue, Oakland Avenue, and Philadelphia Streets.

Undertake a comprehensive study of one-way streets.

Require developers to install on site traffic improvements as part of the land development approval process if the development will generate significant traffic.

Improve the pedestrian circulation system between IUP and the Downtown.

MEETING TRANSPORTATION NEEDS IN A MULTIMODAL CONTEXT

When the last Comprehensive plan was adopted nearly 50 years ago, the main transportation concern was the fact that the only major arterial highway serving the entire area of both Indiana Borough and White Township was Philadelphia Street/US Route 422. Since that time, the regional highway system has been greatly improved, with portions of Routes 119 and 422 in neighboring White Township being upgraded to four lane limited access. However, these road improvements also shifted development patterns. As traffic shifted, commercial development followed. It can fairly be stated that at least one of the major causes in the decline in downtown retailing has been the very highway improvements that were made to alleviate traffic congestion on Philadelphia Street. Ironically, the highway oriented development along the new roads also brought more congestion to those roads. In fact, congestion in the Indiana Borough/White Township region was so serious that the Southwest Pennsylvania Commission (SPC), a nine county regional planning agency, selected the area for its annual traffic and land use study in 2003. The completed study included detailed traffic turning movement counts, intersection analysis, and development of the growth



The Borough must carefully balance its the transportation facilities to ensure the safety of both pedestrians and vehicular traffic.

trends that were used for this Comprehensive Plan document. The 50 page plan document is available at www.spcregion.org, and is officially appended to this Comprehensive Plan document by reference. This plan chapter summarizes the SPC study, but also contains more detailed implementation recommendations about implementation. This chapter also ties transportation to the other growth and development policies of this plan.

As previously mentioned, the Southwest Pennsylvania Commission only prepares one land use and transportation analysis each year. The joint Indiana Borough/White Township study was very unique in having a greater emphasis on

non-motorized traffic. For Indiana Borough, pedestrian and bicycle transportation is unusually important. As mentioned in the introduction Indiana Borough has the 25th highest percentage of residents who walk to work in the nation. Pedestrian concerns were raised by local leaders at the initial comprehensive plan meeting. Pedestrian and bicycle access was also identified as a citizen priority at the open house meeting. On the other hand, the citizen survey identified "traffic congestion" as one of the highest priorities for local action. Thus, transportation planning for Indiana Borough must be a delicate balance between the need of drivers, bikers, and walkers.

TRAFFIC TRENDS

Roadway capacity is a function of the number of lanes on the road, the speed limit, and the number of curb cuts or intersections. The sketches from the White Township Comprehensive Plan, show how growing numbers of curb cuts create the side friction that causes congestion (turning movements, whether left or right, always slow traffic).

In essence, every major traffic street in Indiana Borough has already reached the stage shown in Figure 3. These include Philadelphia Street, Oakland Avenue, and Wayne

Avenue. Philadelphia Street is a state roadway with varying roadway classification and state route numbers. It is classified as a Minor Arterial in this section and carries about 10,500 vehicles each day. Oakland Avenue (S.R. 286) is a state roadway classified as a minor arterial. Within the Borough, it carries over 19,000 vehicles per day and is the busiest road in Indiana County (including the White Township portion). Wayne Avenue (S.R. 4005) is a state roadway classified as a principal arterial with an average daily traffic volume of approximately

7,600 vehicles per day within the study area. This level of traffic stresses many intersections. The attached maps illustrate both average daily traffic (Map Eight) and priority intersections (Map Nine). The latter are those intersections that have unacceptable delays at present, or are projected to over the next decade. This unacceptable level of service simply means there are significant delays for certain turning movements, in some cases through multiple light changes. These priority intersections are also listed by name on the next page.

Figure 1

Scenic/rural
 No side friction
 Few crashes
 900 to 1,200 vehicles per hour in each direction
 No delays, efficient, not stressful
 Average speed 45 miles per hour

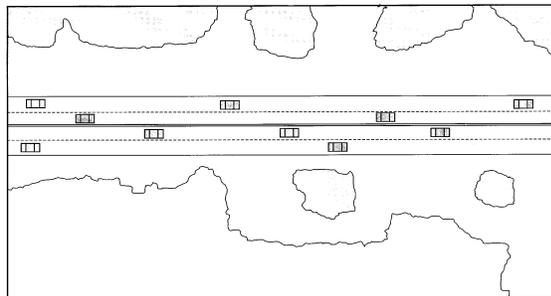


Figure 2

More commercial development
 More side friction
 A poorer traffic flow
 Denser vehicle spacing
 1,100 to 1,600 vehicles per hour in each direction
 Average speed 30 miles per hour

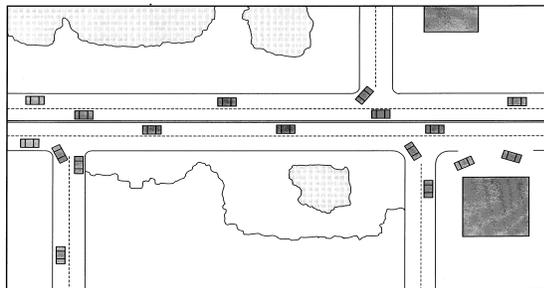
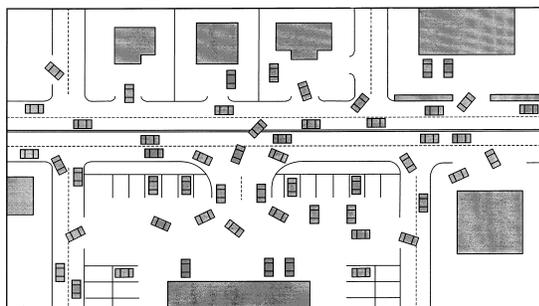


Figure 3

Too much side friction
 Excessive congestion
 More crashes
 Through traffic slowed
 Too many driveways and intersections
 Inadequate spacing between driveways and intersections
 Too many conflict points and left turns
 Highly stressful
 1,300 to 2,000 vehicles per hour in each direction



ROADWAY ACTION AND POLICY PLAN

The Borough roadway transportation plan has three basic parts: minimize congestion by focusing on priority intersections, ensuring development pays its own costs, and restoring the functionality of the grid street system by re-studying and eliminating unnecessary one way streets.

Priority Intersections for Improvements at currently failing intersection include:

- Oakland Avenue/Eleventh Street
- Oakland Avenue/Thirteenth Street
- Wayne Avenue /Seventh Street/Locust Street

Intersections projected to fail or become significantly worse in the future include:

- Philadelphia Street and Fourth Street
- Maple Street and Thirteenth Street
- Wayne Avenue and Carter Street (unsignalized)
- Wayne Avenue and Maple Street
- Wayne Avenue /Seventh Street/Locust Street (currently failing, projected to become worse)

Access Management

One of the odd features of the Borough's historic design is that both Wayne and Oakland strike into the grid street system at oblique angles. This is a major factor in contributing to congestion within the study area. Focusing traffic improvement on these priority areas will address the most serious choke points in the roadway transportation system. Oakland Avenue is built out, so significant redevelopment is slower. However, due to proposed improvements relative to IUP, Wayne Avenue may see significant redevelopment. This may represent a good chance to retroactively fix problems through access management, and requiring traffic studies and improvements. Access management improvements should be included in development reviews for new construction along Wayne Avenue, consistent with the following principles:

- Avoid wider curb cuts than the minimum necessary to accommodate entering and exiting traffic.
- As possible, minimize offset intersections by coordinating new curb cuts to be directly across from curb cuts on the opposite side of the street
- Maximize distance between new curb cuts on the same side of the street.
- Require corner lots to connect only to the subsidiary street.
- Where possible, coordinate timing of multiple traffic signals

This approach to access management can be integrated into reviews for zoning or land development approval, or codified into future zoning amendments.

TRANSPORTATION FUNDING CHOICES

It is a policy of the Borough that major traffic generators should pay for the costs of traffic improvements to ensure at least consistent level of service. Over the short term, this will be through the Borough's authority to regulate land developments under Article V of the Pennsylvania Municipalities Planning Code. Over the long term, if White Township develops a traffic impact fee program, the Borough may participate.

Short Term Plan: Require Onsite Improvements as Authorized by Section V of the Pennsylvania Municipalities Planning Code

- Very easy to establish with no up-front costs to municipality
- Design done as-needed.
- Also can apply to both taxable and nontaxable development
- Developers immediately benefit from improvements

Impact Fees as authorized by Article V-A of the Pennsylvania Municipalities Planning Code have pros and cons and should only be explored as a multimunicipal venture

Pros:

- Would easily raise \$1,000,000 or more for the Township at transitional fee of \$1000 per trip. Could raise about \$400,000-500,000 for the Borough.
- Apply to both taxable and nontaxable development (unless a particular kind of development is exempted by ordinance as in the "public interest."
- Can be spent where needed, as local community decides, except for 50% improvement costs for state roads. Money need not be spent in vicinity of development
- Developers like equity of costs

Cons:

- Must pre-design many improvements
- Cost \$120,000-\$200,000 to establish. Only a portion of this may be recovered from the fees
- Some planning theorists believe that the resultant traffic improvements actually increase rates of growth and development
- May discourage some smaller residential and commercial development if there are comparable locations outside the impact fee zone.

In either case, the basis for improvements should be objective, based upon trip generation as shown in the simplified table below:

Level at which various land uses typically generate fifty peak hour trips	
Land Use Type	50 Peak Hour Trips
Single-Family Dwellings	45 Dwelling Units
Apartments	75 Dwelling Units
Townhouses or Condominiums	90 Dwelling Units
Retail/Shopping Centers	3,000 Square Feet Gross Floor Area
Convenience Store/Gas Stations	3 Pumps
Banks With Drive-In	1,000 Square Feet Gross Floor Area
Professional Offices	33,500 Square Feet Gross Floor Area
Medical/Dental Offices	15,000 Square Feet Gross Floor Area
Research and Development/ Corporate Offices	35,500 Square Feet Gross Floor Area
Light Industrial/Warehousing Distribution Centers	49,000 Square Feet Gross Floor Area
Heavy Industry	72,750 Square Feet Gross Floor Area
Colleges and Universities (General Guideline: specific residential or other special purpose facilities may have higher trip generation)	½ acre of developed land area

ONE WAY STREETS

The Borough street system is a grid design. A proper grid can actually minimize traffic congestion by giving drivers multiple choices. Over time, a large number of one way streets has been created to minimize such through traffic.

There are good reasons for one way streets. If the street is too narrow for movement in both directions and parking will only be allowed on one side of the street (or not at all) one way streets are warranted. One way streets also calm traffic. It is legitimate to establish one way streets in order to prevent through traffic in residential areas. However, one way streets can also discourage commerce and confuse motorists who are not familiar with the system.

That has sometimes been the result of the system in Indiana Borough. It is not recommended that all one way streets be eliminated. Instead, the focus should be upon linking connectivity of streets to the land use goals of the various functional areas of the Borough.

The attached one way street plan map (Map Ten) details those areas of the Borough where the issue of street interconnectivity should be studied. These areas include areas reserved for major institutional development, commerce, and higher density residential. They were also chosen for their proximity to the major arterials of Philadelphia Street, Oakland Avenue, and Wayne Avenue. The only

residential areas included in this study area are those that lie between major destinations and near major arterials.

It is also not necessary to eliminate every one way street in this study area. The purpose of this study is simply to ensure that one way streets do not maximize congestion or confuse motorists. The study should focus on origin and destinations of traffic with an eye towards helping motorists quickly and easily get between major arterials and major destinations. Implementation can be done experimentally through temporary signage and or painting. Where successful changes would become permanent.

PEDESTRIAN ACCESS

The Borough has an extensive sidewalk system, but it does not always minimize impact with adjacent auto cartways. A major goal of this plan is to improve the sidewalk system, especially where it can benefit the historic downtown core area. The Multimodal Mobility Study recommended a “great street” approach, and that goal remains true today. Great streets do not just move traffic, they contribute to community life and even serve as outdoor rooms. The challenge is to make walking or biking from IUP or a residential neighborhood to the downtown pleasant safe and convenient.

Key factors in improving pedestrian access are width of sidewalks, lighting, and the overall streetscape. Improving the safety of vehicular intersection is also crucial. However, distance from residential areas, or IUP to downtown



Wide sidewalks and isolation from cars create a pedestrian friendly environment, as shown in this photograph from the Borough Design Guide.

remains a challenge, as depicted on the attached aerial photograph.

The plan advocates identifying “collector” street for pe-

destrian and bicycle improvement. This can maximize the impact of necessary investment. These streets would then function for pedestrians like collector streets for cars.

The Borough street system is a grid design. A proper grid can actually minimize traffic congestion by giving drivers multiple choices.

The Borough seeks to ensure that transportation improvements are made with sensitivity to the local context of small town character and multimodal use.

KEY TRANSPORTATION ACTIONS

Conduct a comprehensive study of one way streets as they relate to major collector streets, and destinations.

Improve the pedestrian circulation system between IUP and the Downtown by making physical streetscape improvements to separate cars and people.

Conduct a realignment and access management study for Wayne Avenue.

Revise development regulations to create access management standards along traffic major corridors, and require on site improvements where necessary as a part of land development approvals.

Require traffic studies for major developments to be reviewed by a Borough-selected engineer and paid for by the applicant to determine need for improvements.

Explore a joint impact fee program with White Township.

WHY WE ARE DOING THIS

Municipal comprehensive plans in Pennsylvania must plan for movement of people and goods, which may include expressways, highways, local street systems, parking facilities, pedestrian and bikeway systems, public transit routes, terminals, airfields, port facilities, railroad facilities and other similar facilities or uses.

In addition to meeting its obligations under the law, the Borough is vitally interested in ensuring that transportation planning be well coordinated between local government, private developers, and state agencies (especially the Penn-



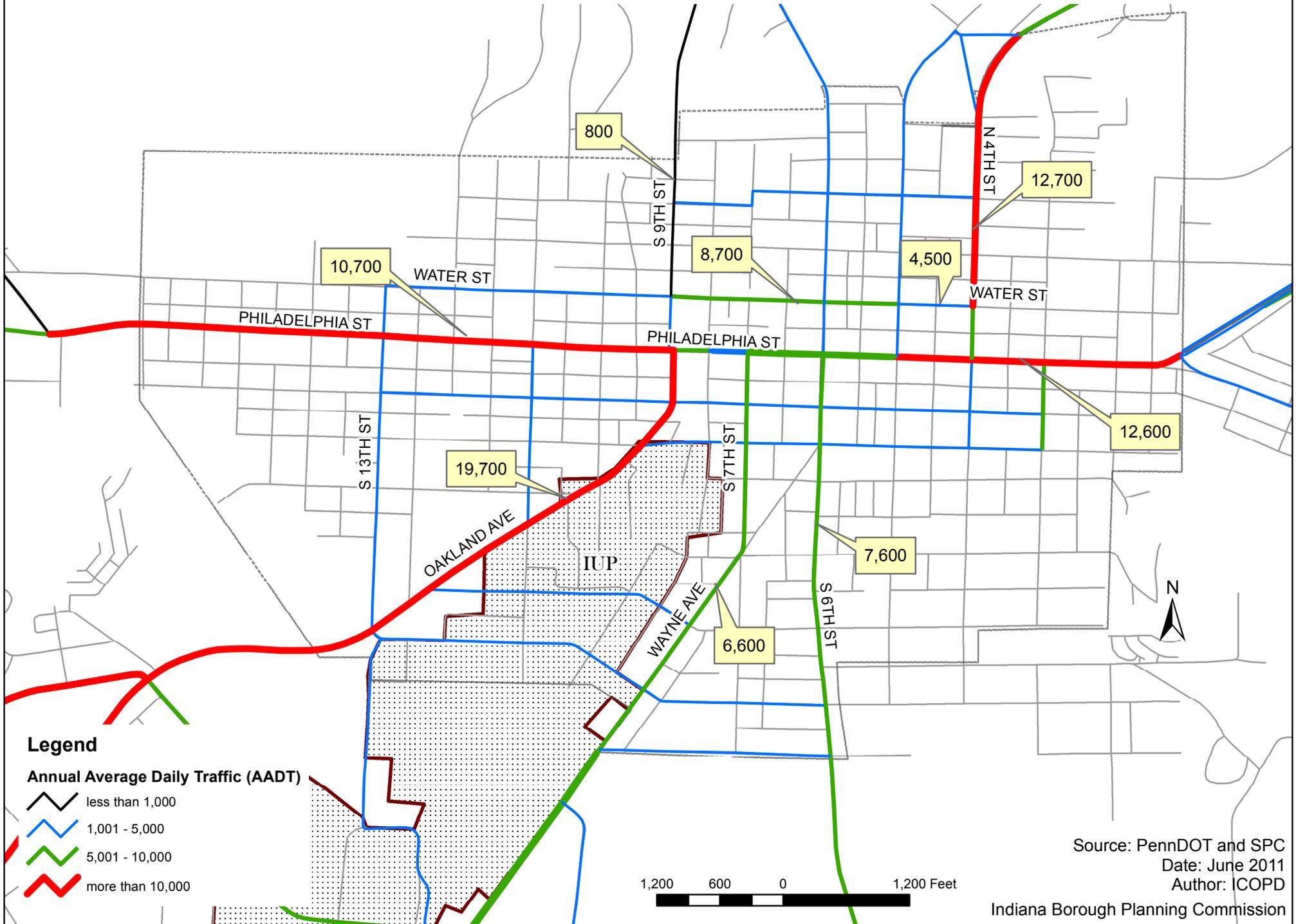
Oakland Avenue and Thirteenth Street

sylvania Department of Transportation). Borough officials will use this section of the plan to both undertake actions and as a measuring stick to ensure consistency by

other levels of government.

In terms of major highway improvements, the priorities in this plan chapter, and its separate appendix, represent priorities for interaction with state agencies. For private developers, the desire is that new land development in congested locations does not further degrade levels of service.

Finally, the Borough seeks to ensure that transportation improvements are made with sensitivity to the local context of small town character and multimodal use.





Legend

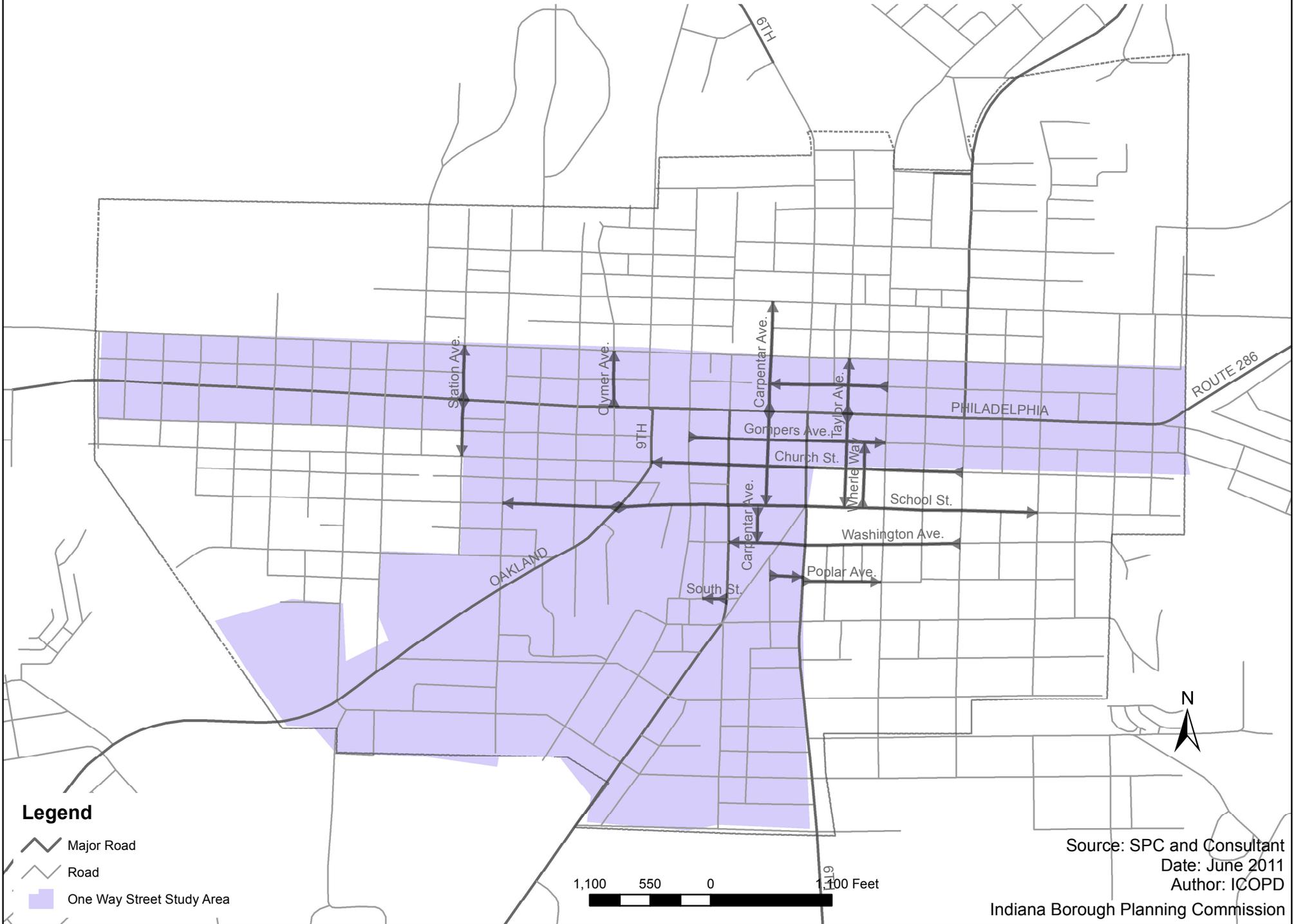


Signals



Current and/or Future Level of Service Failure

Source: SPC
Date: May 2011
Author: ICOPD



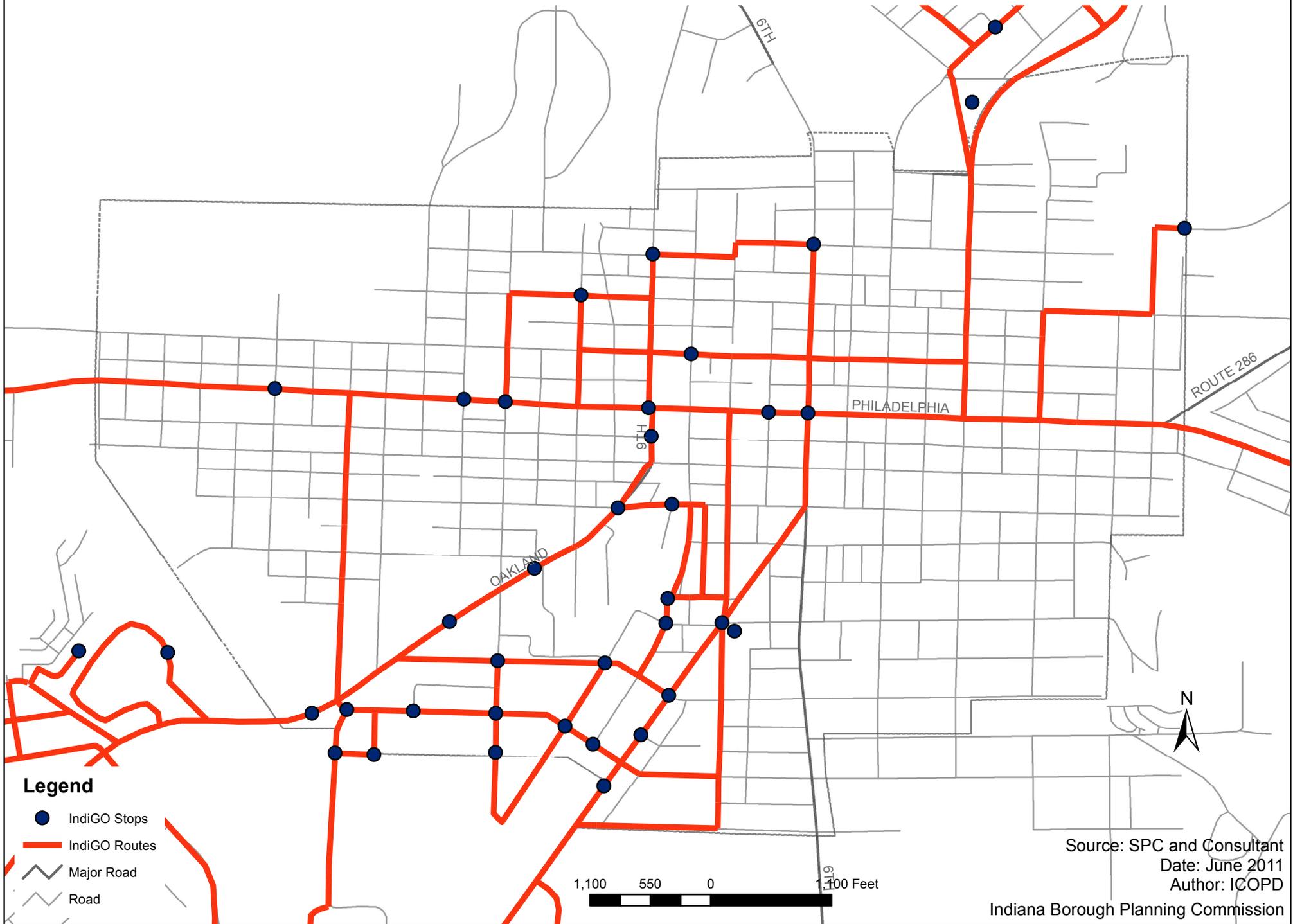
Legend

- Major Road
- Road
- One Way Street Study Area

1,100 550 0 1,100 Feet

Source: SPC and Consultant
Date: June 2011
Author: ICOPD

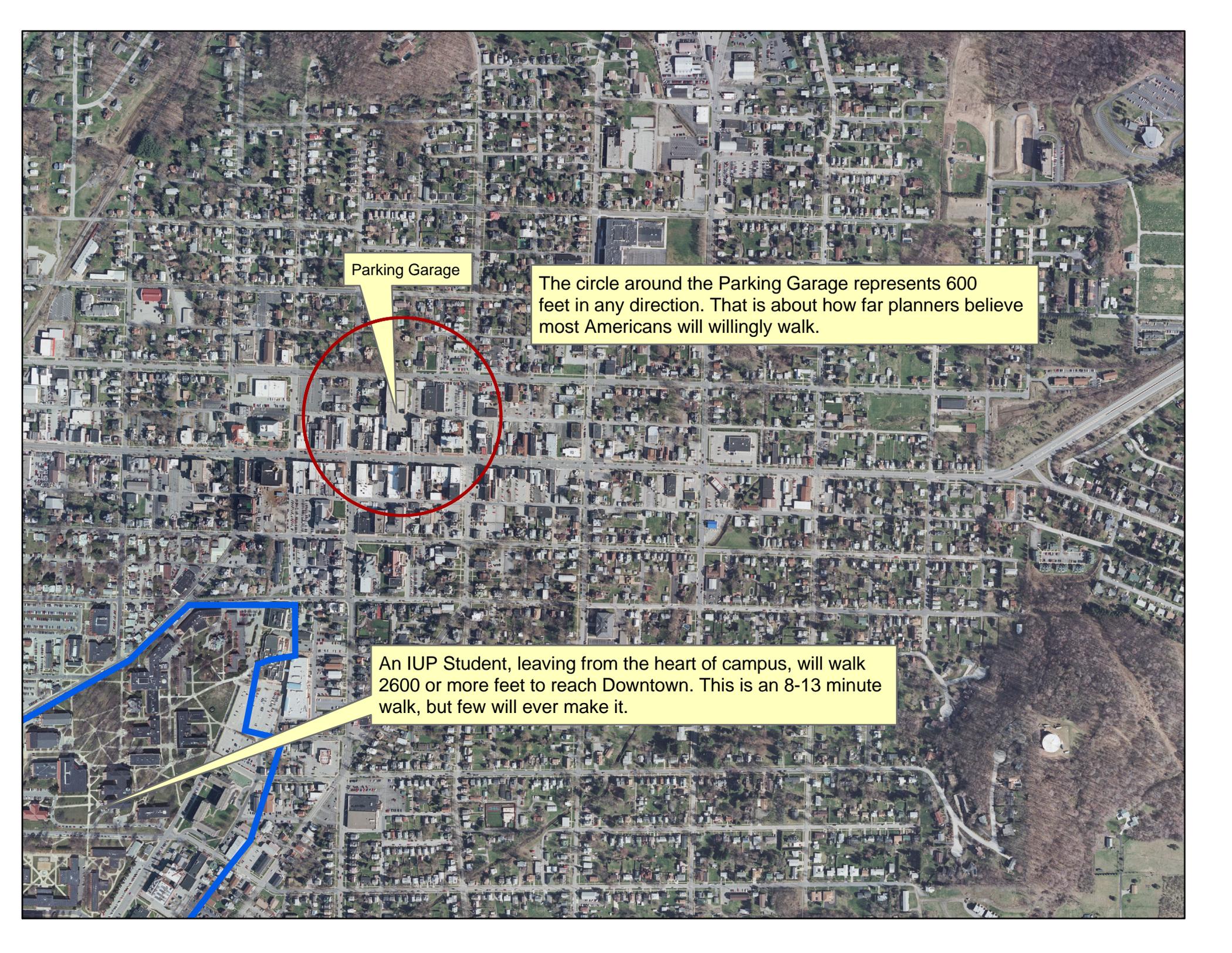
Indiana Borough Planning Commission



- Legend**
- IndiGO Stops
 - IndiGO Routes
 - Major Road
 - Road

1,100 550 0 1,100 Feet

Source: SPC and Consultant
Date: June 2011
Author: ICOPD



Parking Garage

The circle around the Parking Garage represents 600 feet in any direction. That is about how far planners believe most Americans will willingly walk.

An IUP Student, leaving from the heart of campus, will walk 2600 or more feet to reach Downtown. This is an 8-13 minute walk, but few will ever make it.

PLAN FOR COMMUNITY FACILITIES AND SERVICES

Summary of Issues and Policies

Issues:

- The Borough has historically developed by providing a range of community facilities and services that add value to private property.
- Over time, many community facilities have been intertwined with White Township.
- The Borough faces difficulty in maintaining a favorable public services to tax base ratio.
- Crime rates seem to be directly related to the high population of IUP students.
- Providing the types of facilities desired by homebuyers and businesses can help lead to community revitalization.

Key Policies:

- Maintain and keep traditional community facilities and services within the Borough limits (schools, libraries, county government).
- Balance non taxable property development with taxable properties.
- Focus police services on minimizing student disruptions in the residential and business community.
- Expand recreation facilities and services through a greenway planning process.

COMMUNITY FACILITIES: PUBLIC INVESTMENTS THAT ADD VALUE TO PRIVATE PROPERTY

The Pennsylvania Municipalities Planning Code requires a municipal plan for community facilities and services within each municipal comprehensive plan but does not have specific requirements for such a plan. In part, this is because the level of community facilities, utilities, and services that each municipality offers is unique. A small rural municipality may only have a municipal building to store its road equipment. A large city may offer professional police and fire, municipal garbage collection, and municipal libraries and museums. How community services and facilities are provided are just as diverse. There are private water companies, municipally owned electric systems, and volunteer organizations, such as fire departments.

The level and costs of community facilities and services play a role in attracting and retaining both residential growth and business investment. In a highly mobile free society, people who want to invest in a home or business have many choices. They will tend to gravitate towards those places that offer the most desired community facilities and services at the best prices.

The community of Indiana Borough has invested in public and community facilities and services since the founding of the Borough. These investments have included public land and buildings and



The Historic Library Building reflects the generations of public investment in community facilities within the Borough.

infrastructure. They have added value to private property. For example, the public investment in courthouse facilities creates a spin-off in bringing shoppers into the community. A nearby park or school can make a home more valuable for purchase by a new family. The challenge before the Borough is to retain as many community facilities and services as possible to continue making private property valuable for homes and business.

It is also important to note that many of the Borough's community facilities are shared with White Township. Fifty years ago (at the time of the beginning of the last comprehensive plan) White Township was a rural farm community that was beginning to see

some housing growth. Almost all community facilities and services were confined to the Borough. Over the past five decades, key community facilities have become dispersed. The Township now has a park system, and both communities share in a recreation commission. The Borough sewer system treats as much effluent from the Township as the Borough. Thus, planning for community facilities and services has many key intergovernmental implications, and this plan chapter was constructed with recognition of simultaneous planning conducted by the Township. (see also the Plan for Interrelationships).

COMMUNITY FACILITIES FACT SHEET

Traditional comprehensive plans used community facilities analysis to collect basic data about the nature and extent of services. Much of the same information is available on the Internet, so rather than repeating readily available data, this section provides brief references to major facilities and links to each entity.

Education: Indiana Area School District has a total of four elementary schools, one Junior High School and a Senior High School that serve over 3,600 students in Indiana Borough, White Township and Armstrong Township. Two elementary schools and the Junior High are located in the Borough. www.iasd.cc/

Recreation: the Borough has three parks within Borough limits; First Ward Park, Fourth Ward Park, and Memorial Park.

Police Services: Full time (24 hours per day, 7 days per week) local police services are provided to citizens by the Borough. At present the Department maintains 22 full time officers with 8 support staff. Crime rates are high for a community of this size, but Borough police have high rates of resolving cases, most of which are directly related to IUP student crime. www.indianaboro.com

Fire Departments (All Volunteer): Indiana Fire Association serves all of the Borough, all of White Township, as well as Armstrong and Rayne Townships with four companies, two stations (one in the Borough and one in White Township).
<http://www.indianafire.com>

Libraries: Indiana Area Free Library (with nearly 70,000 books and other materials) also provides internet access as well as other community services to residents.
www.indianafreelibrary.org

Water System: The Pennsylvania American Water Company provides public water to all Borough residents who desire such service. Public water is drawn from a surface reservoir in White Township.
www.amwater.com/paaw/

Sewer System: The Borough owns a wastewater treatment plant located in Center Township. The plant serves all of the Borough's population and much of the developed portion of White Township.
www.indianaboro.com/departments/wastewater_treatment.htm

Select Community Based Organizations:

Historical and Genealogical Society of Indiana County serves as the steward of local history.
<http://www.rootsweb.ancestry.com/~paicgs/>

Indiana County Chamber of Commerce serves the business community by building local networks of business and conducting joint promotion. It also undertakes a number of economic development activities to build the local economy <http://www.indianapa.com/chamber/>

Downtown Indiana Inc. promotes the business community in the historic downtown core area of the Borough. www.downtownindiana.org

Jimmy Stewart Museum exists to honor the memory of the Borough's most famous resident.
www.jimmy.org

SEWER AND PUBLIC WATER FACILITIES

Sanitary Sewer: Sanitary Sewage Services are available for about 80 percent of Indiana Borough's land area (all but the northwest quadrant). However, sanitary sewer services are provided to all homes and businesses within Borough limits. The Indiana Borough Sewer Authority also provides sewage treatment services directly to a few White Township residents. A separate agreement provides for treatment to most of the Township through the White Township Municipal Authority. Due to the age of the Borough system and increased demand for services in White Township, a corrective plan was imposed on the system by the Pennsylvania Department of Environmental Protection. In response, both Indiana Borough and White Township have worked to expand capacity and replace

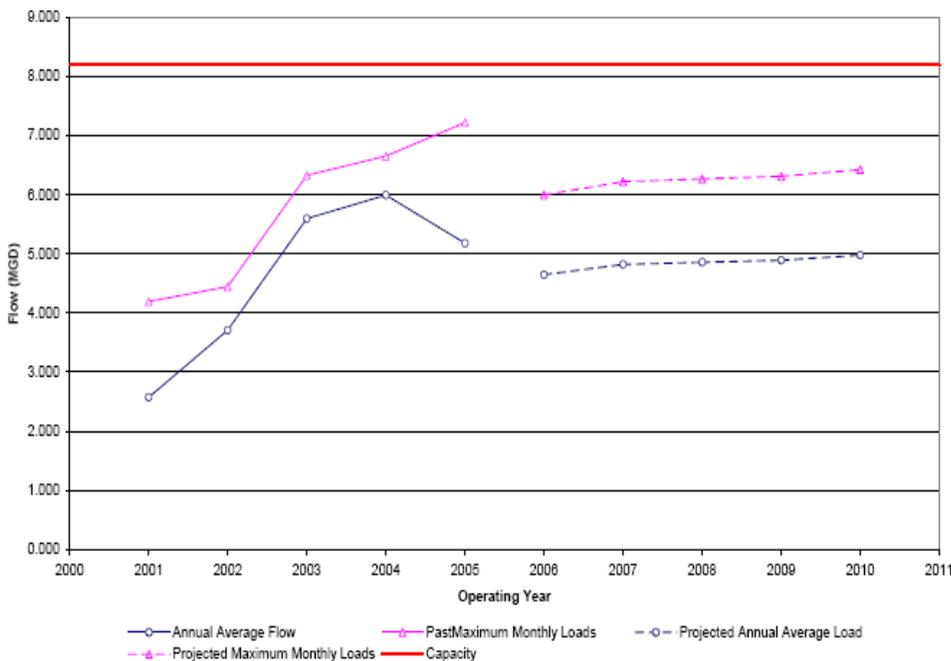
sewer lines to reduce infiltration or leakage. As a result, the Township and Borough have met standards of the mandated corrective plan, which formerly restricted development growth. The partnership is further augmented by a collaboration with the Indiana County Municipal Service Authority to provide public sanitary sewers to development in the McKee Run drainage basin, which extends into the northern portion of White Township. The chart below shows the Borough plant's capacity and hydraulic loading information.

Public Water: Public water is provided by the Pennsylvania American Water Company to all Borough residents who desire the service. Raw water is drawn from Two Lick Creek Reservoir. On an average day, the system treats and

supplies about 2.5 million gallons of water. Because Pennsylvania American Water also provides water to White Township, it is aware of the need for capacity increases. The company estimates that the average daily of usage treated water will increase from about 3,000,000 gallons per day to 4,00,000 gallons per day by the year 2020. This will be a 25 percent increase over ten years.

From a policy standpoint, the Borough will remain an important "broker" of regional sewage treatment services. In this respect, the Borough has contributed immensely to the growth of the regional economy. Cooperative policies that help the region's growth but do not force Borough residents to subsidize growth in other communities should be continued and encouraged.

Indiana Borough Waste Treatment Facility
Hydraulic Loading Trends and Projections, 2000-2010



THE BOROUGH HAS HIGH RATES OF CERTAIN REPORTED CRIME

One of the surprises that came from the information gathering phase of the planning process was the Borough's crime statistics. Rates of crime for the two categories: assault and rape are much higher than national occurrences. Statistics for these and other categories of crime are illustrated in the table below. When compared to other Western Pennsylvania Communities, the rates were also much higher than the norm. Of more concern is that rates have been consistently higher for a long period of time. The tables on the next page compare the Borough with other college towns in Western Pennsylvania and in the state university system (See tables on the next page).

The conclusion is that the presence of the large IUP student population creates greater likelihood of assaults and sexual assaults in the community, as well as the more common offenses of underage drinking, public drunkenness, and driving while intoxicated. The vast majority of these crimes occur off campus, but are committed by students or their associates. According to statistics from IUP, only three assaults occurred on campus in a three year period. IUP officials have expressed concern about alcohol abuse and crime associated with excessive drinking among its students.

While student crime is a genuine concern, most of the crime has not filtered into fears for safety among the year round residential community. This is likely due to the fact that the Borough Police Department has an unusually high rate of clearing crimes (See the table on the next page).

It is obvious that crime has become one of the hidden costs of being a college town. From a policy standpoint, it also confirms the need to maintain physical separation between areas reserved for off-campus housing and single family residences in land use policy planning.

It is obvious that crime has become one of the hidden costs of being a college town.

Crime in Indiana by Year		1999	2000	2001	2002	2003	2004	2005	2006
Type									
Murders		0	1	0	0	0	1	2	0
US RATE PER 100,000		5.7	5.5	5.6	5.6	5.7	5.5	5.6	5.7
Borough per 100,000		0	6.7	0	0	0	6.8	13.4	0
Rapes		6	10	7	11	6	11	6	6
US RATE PER 100,000		32.8	32	31.8	33.1	32.3	32.4	31.8	30.9
Borough per 100,000		41.7	66.6	47	73.5	40.4	74.9	40.1	39.9
Robberies		7	4	3	9	1	5	11	6
US RATE PER 100,000		150.1	145	148.5	146.1	142.5	136.7	140.8	149.4
Borough per 100,000		48.6	26.6	20.1	60.2	6.7	34.1	73.6	39.9
Assaults		18	23	8	24	21	62	61	44
US RATE PER 100,000		334.3	324	318	309.5	295.4	288.6	290.8	287.5
Borough per 100,000		125.1	153.1	53.7	160.4	141.3	422.2	407.9	292.8
Burglaries		38	27	47	45	38	45	54	44
US RATE PER 100,000		770.4	728.8	741.8	747	741	730.3	726.9	729.4
Borough per 100,000		264.1	179.7	315.4	300.8	255.7	306.5	361.1	292.8
Thefts		309	245	359	258	272	290	287	235
US RATE PER 100,000		2550.7	2477.3	2485.7	2450.7	2416.5	2362.3	22887.8	2206.8
Borough per 100,000		2147.3	1630.6	2409.1	1724.5	1830.5	1974.9	1919.3	1563.6
Auto thefts		13	9	13	9	11	11	13	2
US RATE PER 100,000		422.5	412.2	430.5	432.9	433.7	421.5	416.8	398.4
Borough per 100,000		90.3	59.9	87.2	60.2	74	74.9	86.9	13.3

THE BOROUGH HAS HIGH RATES OF CERTAIN REPORTED CRIME, CONTINUED

Rape per 100,000 persons	2003	2004	2005	2006
Indiana Borough (IUP)	40.4	74.9	40.1	39.9
State College (Penn State)	32.9	11.2	7.6	13.4
Grove City (Grove City College)	0	12.7	25.6	25.7
Beaver Falls (Geneva)	51.6	0	83.8	42.5
Bloomsburg (BUP)	24.1	23.6	46.8	15.5
Edinboro (EUP)	42.2	28.2	14.5	29.7
Assault per 100,000 persons	2003	2004	2005	2006
Indiana Borough (IUP)	141.3	422.2	407.9	292.8
State College (Penn State University)	44.5	50.5	41.6	34.5
Grove City (Grove City College)	124.1	38	25.6	64.3
Beaver Falls (Geneva)	70	63	54	73
Bloomsburg (BUP)	96.2	110.3	62.4	108.3
Edinboro (EUP)	112.6	56.4	130.6	44.5
Johnstown (Pitt Johnstown)	394.7	580.2	402.6	339.6
Murfreesboro TN (MTSU)	467.7	505.9	596.1	548.4

“We have volumes of cases that other places our size do not experience.”

Indiana Borough Police Chief William Sutton

Rate of Crimes Cleared, Indiana Borough 2009

Crime (2009)	Reported	Cleared	Borough Rate of Clearance	National Rate of Clearance
Murder	1	1	100.00%	62.6%
Rape	4	3	75.00%	41.8%
Assault	217	175	80.64%	55.6%

EDUCATION FACILITIES



Local Schools contribute to Neighborhood identify, stability and local economic development.

The Borough's education facilities are shared with White Township. As noted in the Township Comprehensive plan, "It is possible for a Borough resident to gain an education from kindergarten to a PHD without ever leaving the community."

For municipal planning, the most important facility is the public school system, which represents the third taxing body and arm of local government. As previously mentioned, the Indiana Area School District includes Indiana and Shelocta Boroughs, as well as White and Armstrong Townships. The district serves more than three thousand students with over 200 teachers and is favorably below the national average of teachers to student ratios. The Indiana Area School District has received numerous awards and is well regarded.

For the 2008-2009 school Year, the District had 2,955 students enrolled in grades kindergarten through twelfth

grade. This is a decline over the past five years of 183 students. Over the next ten years enrollment is projected to decline another 500 students. The full enrollment projections, prepared by the Pennsylvania Department of Education, are included on the next page. It is important to note that these projections do not account for potential changes in residential development or the immigration of new families. Districts are permitted to offer alternative models for projections if they believe that other factors, such as an increase in building permits will affect enrollment.

When enrollments are projected to decline, there is a concern among the community about the loss of local schools. The Borough's centrally located Junior High and neighborhood elementary schools are an enormous community asset and should be protected and fostered.

Nearby local schools increase the value of housing and an-

chor neighborhoods for single family homes. They also allow the option of pedestrian access, saving road transportation costs, and minimizing congestion. Localized schools create neighborhood and community identity. Older school buildings are also of frequent historic significance, and their preservation is encouraged by official policies and by Commonwealth agencies. Neighborhood schools also create associated economic activity that tends to especially benefit the types of small business that the Borough wishes to protect. It is therefore the official policy of the Borough that all public schools within Borough limits be rehabilitated or expanded in place, and continue to serve Borough residents. This policy will be enacted through intergovernmental coordination with the School District.

One of the purposes of a comprehensive plan is to coordinate the actions of various local government bodies. This ensures that the policy of one agency or government

We hope school boards will consider a wide range of activities when exploring the need for new or upgraded facilities. In many cases, our best schools may be the ones we already have.

-Pa Secretary of Education Dr Gerald Zahorchak

Quoted in [Renovate or Replace Available at www.saveourlandssaveourtowns.org](http://www.saveourlandssaveourtowns.org)

EDUCATION FACILITES

body does not negate that of another. Towards that end, the Pennsylvania Municipalities Planning Code notes that planning for schools is an essential part of planning for growth and development (Section 301 no. 7d) and that both public and private education facilities are within the purview of community facilities planning (Section 301, no. 4). Upon adoption the plan has a "legal status," including:

Section 305. The Legal Status of Comprehensive Plans within School Districts. Following the adoption of a comprehensive plan or any part thereof by any municipality or county governing body, pursuant to the procedures in sec-

tion 302, any proposed action of the governing body of any public school district located within the municipality or county relating to the location, demolition, removal, sale or lease of any school district structure or land shall be submitted to the municipal and county planning agencies for their recommendations at least 45 days prior to the execution of such proposed action by the governing body of the school district.

This is a non-binding review, the district may choose to ignore the local planning agency, but the procedure must be followed. Furthermore, school district properties remain subject to all local zoning and land development

requirements that may be adopted from a comprehensive plan policy.

The Pennsylvania Department of Education has endorsed the Keystone Principles for Sustainable Development. The principles can be found at www.phmc.state.pa.us/bhp/pkp.pdf. Among them is a preference for reuse of existing buildings. State Agencies, including the Department of Education, have also developed policies to ensure their use of state funds is consistent with local planning and zoning. It is the highest priority of the Borough to work with the School District to implement these statewide policies.

The Table below is the official enrollment projection for the Indiana Area School District, prepared by the Pennsylvania Department of Education.

YEAR	Indiana Area SD												Total	
	K	1	2	3	4	5	6	7	8	9	10	11		12
2004-2005	184	216	189	215	220	207	224	307	259	304	280	259	274	3138
2005-2006	171	207	201	196	221	219	213	226	302	255	303	277	255	3046
2006-2007	185	194	201	197	192	224	219	221	228	300	257	315	269	3002
2007-2008	202	201	190	188	195	187	221	227	234	230	295	259	295	2914
2008-2009	211	214	190	189	195	210	193	239	234	220	233	289	248	2855
P R O J E C T I O N S														
2009-2010	186	219	205	187	191	198	213	201	239	222	220	234	278	2793
2010-2011	199	205	209	202	189	194	200	222	201	237	222	221	225	2726
2011-2012	198	219	196	206	204	192	196	208	222	199	237	223	213	2713
2012-2013	164	218	209	193	208	207	194	204	208	220	199	238	215	2677
2013-2014	161	181	209	206	195	211	209	202	204	206	220	200	229	2633
2014-2015	158	177	173	206	208	198	214	218	202	202	206	221	192	2575
2015-2016	154	174	169	171	208	211	200	223	218	200	202	207	213	2550
2016-2017	151	170	166	167	172	211	214	208	223	216	200	203	199	2500
2017-2018	148	167	163	164	168	175	214	223	208	221	216	201	195	2463
2018-2019	145	163	160	161	165	171	177	223	223	206	221	217	193	2425

IUP Enrollment Trends

(Taken from the White Township Comprehensive Plan)

The Indiana Normal School (now Indiana University of Pennsylvania) opened its doors on May 17, 1875 with 225 students. Since that time, enrollment has grown astoundingly; with a 2005-2006 enrollment of 14,081 students on campuses in three counties. Over this time, the student population has grown to become a major factor in County demographics.

For most of this century, students at IUP represented a small fraction of the local and County population.

Proportional differences may be even more striking due to the fact that the censuses prior to 1980 did not treat students uniformly. Prior to 1940, the matter was left to enumerators. In the 1940 Census, students (except student nurses) were to be enumerated at their family residence elsewhere. From the 1950 Census to the present, students have been ascribed to the jurisdiction where they are resident while in school.

When enumeration differences are considered, the growth of IUP as a proportion of the County is even more striking. Students alone represent almost 15 percent of the County population, a majority of the Borough Population, and Perhaps 15 -20 percent of White Township's Population.

	IUP* No.	Percent	
1910-1911		1,202	NA
1920	1,016	-15.4	
1930	1,558	+53.3	
1940	1,554	-0.2	
1950	1,724	+10.9	
1960	3,317	+92.4	
1970	9,397	+183.2	
1980	11,420	+17.7	
1990	13,080	+14.5	
2000	13,082	0.0	

RECREATION FACILITIES

With only a few small neighborhood playgrounds, the Borough is deficient in recreation land area when compared to population. The National Park and Recreation Association (NRPA) has established standards for optimum levels of parkland, based upon population. NRPA recommends a “mini-park” (park areas of 1 acre or less) within a quarter mile radius of every urban resident. Neighborhood Parks of 15 acres should be within a half mile radius of each neighborhood of 5,000 persons. Major community parks, of 25 or more acres should serve each community based upon population. By these guideline standards, the Borough should have about 80 acres of municipal parkland, including one large park of at least 70 acres. These standards are meant as guidelines, and deficiencies are somewhat mitigated by the partnership between the Borough and Neighboring White Township. However, the Township is also technically deficient in terms of park acreage and facilities.

The importance of recreation facilities lies in the relationship between public investment in recreation and associated private investment. If the Borough is to attract and maintain year round resident families, it must be able to offer an array of recreation facilities that meet homebuyer expectations. In a National survey of new Homebuyers in 2006, respondents rated the following in order of importance in housing selection. For all homebuyers, the following factors were the most highly rated, presented in order of preference:

1. Highway access
2. Walking/jogging/biking trails
3. Sidewalks
4. Parkland



Fourth Ward Park is small, but borders significant parkland in White Township. The comprehensive plan advocates a policy of encouraging further linkages between recreation areas.

5. Playgrounds

(Homebuyers with children are a separate subset and included schools as a priority, but this prioritization includes all homebuyers.)

After access to highways, the average American homebuyer is seeking pedestrian access and recreation amenities. To successfully attract new residents, the Borough must offer such amenities. However, because most of the Borough's land has been developed, it would be counterproductive to tax base and expensive to purchase land and demolish buildings for large parks. Instead, this plan endorses an alternative plan for recreation, that builds upon both regional and local strengths. This alternate plan does not recommend either a large expensive community park, or small isolated playgrounds.

First, the Borough should continue to participate in regional recreation partnerships to ensure its citizens can enjoy access to recreation facilities located in the Township. Within the Borough, a study of potential recreation greenway networks should be undertaken.

These networks can include undevelopable lands as identified in the plan for Conservation chapter, as well as current streets and sidewalks.

The ultimate goal is to establish bicycle and pedestrian linkages between:

- Major Parks (both inside and outside the Borough)
- Small Borough Parks
- IUP campus and the historic downtown core
- The Hoodlebug Trail

Economic activity centers, such as office parks and shopping areas, should also be given consideration for inclusion in a greenway network. The vision should be that a resident of any neighborhood and many employees could have the option of walking or biking to one of the major recreation hubs, downtown, or a smaller park, though a network of “linear parks.” The attached map offers a study for such a network. The Pennsylvania Department of Conservation and Natural Resources may be able to fund such a Greenway planning initiative. The study should also investigate land purchases in the Northwestern quadrant of the Borough.

KEY COMMUNITY FACILITIES ACTIONS

Continue to support local economic development by investing and maintaining the sewage treatment plant, as the Borough's contribution to regional growth. This should be done without expecting Borough residents to subsidize growth that solely benefits other communities.

Maintain and keep traditional community facilities and services within the Borough limits (schools, libraries, county government), while preserving certain areas for private sector development that generate tax revenue. A particular emphasis of this policy is to ensure that local elementary schools and the junior high school complex remain located in the Borough.

Ensure that housing policies for student residents do not create spillover crime impacts into year-round residential neighborhoods. Focus police services on minimizing student disruptions on the residential and business community.

Undertake greenway planning to link parks and trail systems. The plan should examine the creation of a greenway network linking the northern terminus of the Hoodlebug trail and White's Woods with the downtown and IUP campus. This network can follow sidewalks and conservation lands identified during this process.

WHY WE ARE DOING THIS



The Borough Sewage Treatment Plant

As mentioned at the beginning of this chapter, the Pennsylvania Municipalities Planning Code requires a plan for community facilities and services. This chapter of the code has no mandatory content, but authorizes the municipality to plan for public and private education, recreation, municipal buildings, water supply and distribution, sewerage and waste

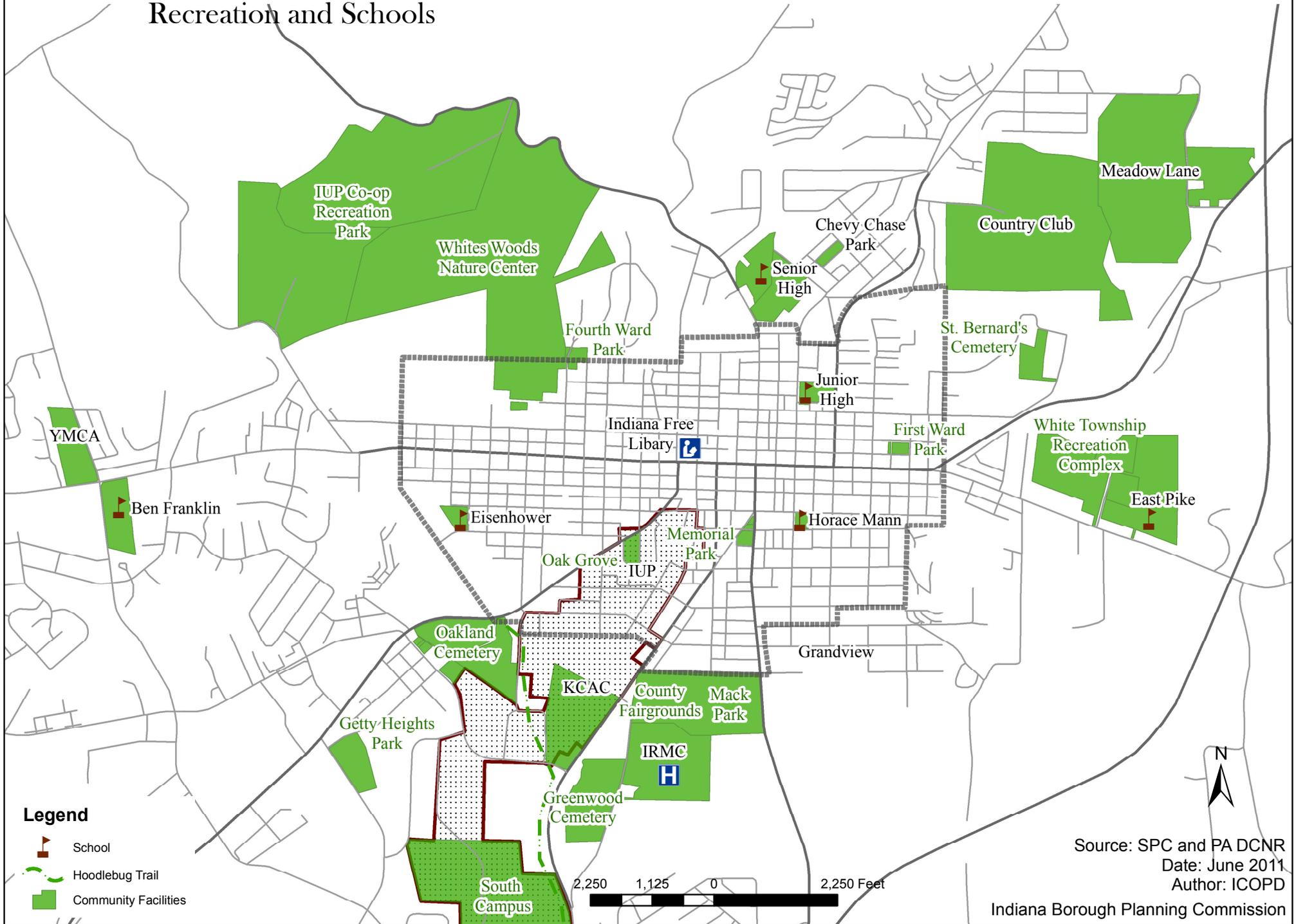
treatment, and similar facilities as it sees fit.

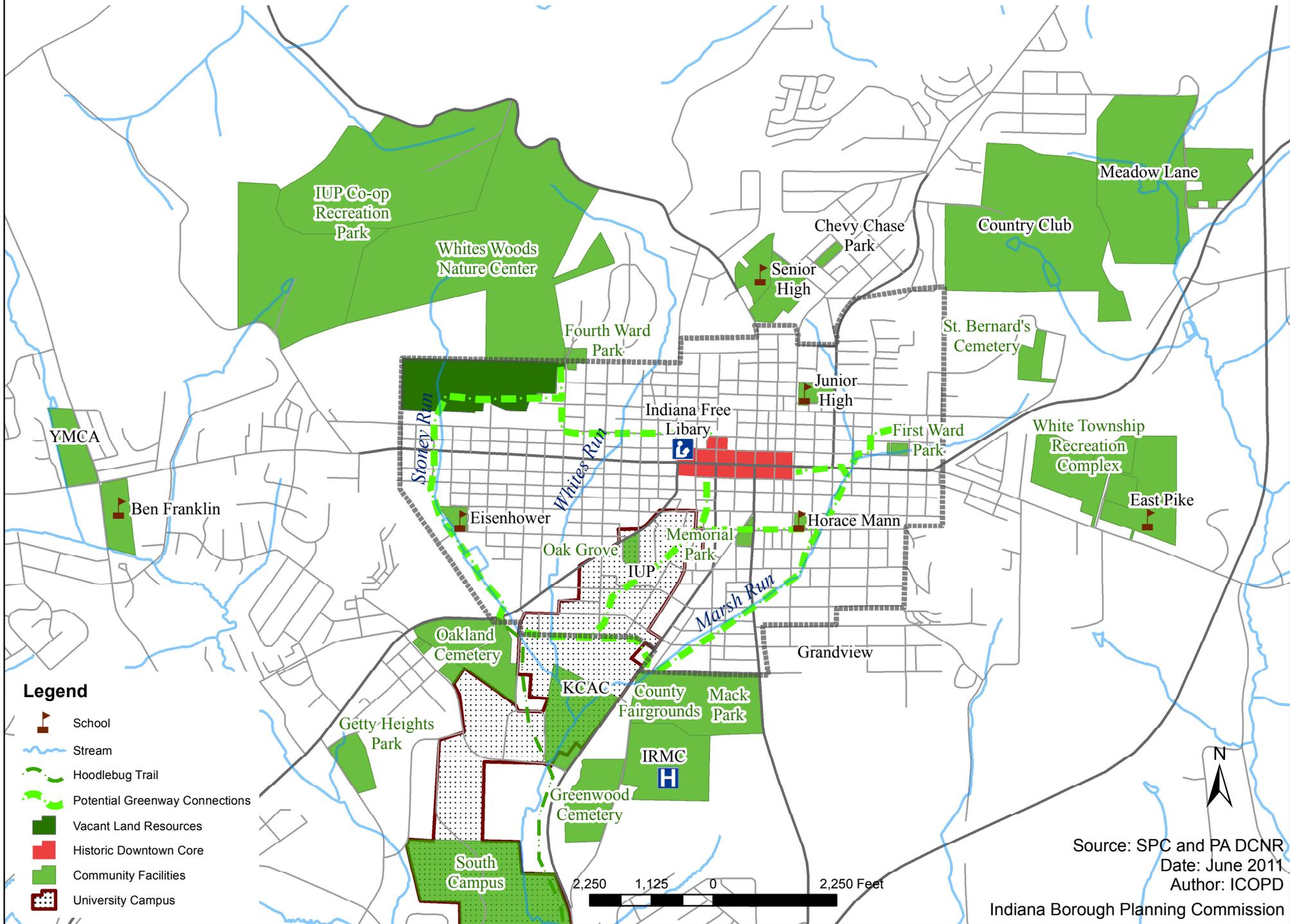
The need to plan for community facilities was key to two of the expectations by the planning committee that prepared this document. One was that the plan would help ensure a sustainable tax base. Recreation concerns were also an expressed concern by the committee.

The Comprehensive Plan illustrates that the Borough offers many diverse facilities and services. The key polices are intended to enhance and preserve these in order to continue to enjoy private investment. This plan chapter will guide polices to preserve and maintain facilities, including the review of polices by other entities.

Map 11: Regional Community Facilities Recreation and Schools

Indiana Borough Comprehensive Plan





- Legend**
- School
 - Stream
 - Hoodlebug Trail
 - Potential Greenway Connections
 - Vacant Land Resources
 - Historic Downtown Core
 - Community Facilities
 - University Campus

Source: SPC and PA DCNR
 Date: June 2011
 Author: ICOPD

PLAN FOR INTER-RELATIONSHIPS

Summary of Issues and Policies

The Pennsylvania Municipalities Planning Code requires a plan for interrelationships that acknowledges some effort to ensure consistency with neighboring municipalities. Indiana Borough and neighboring White Township went beyond this minimal requirement and agreed to explore joint planning activities. Therefore, this chapter mirrors the adopted White Township Plan.

Key Policies :

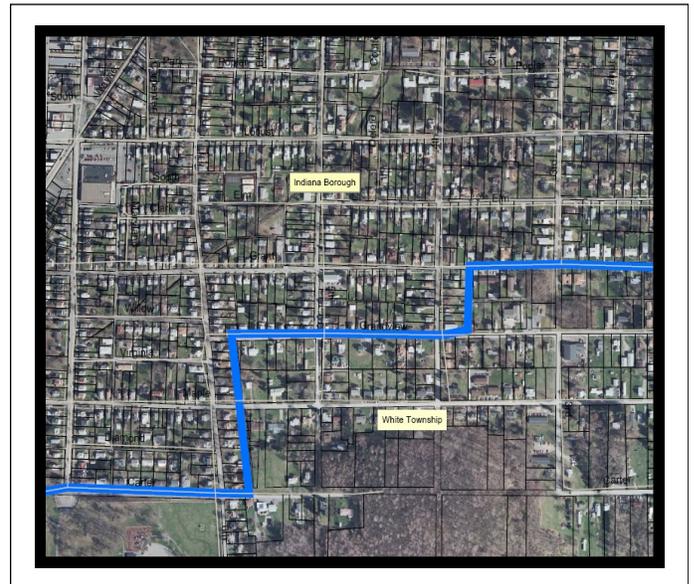
- Build upon intergovernmental policies established in the adopted White Township Comprehensive Plan (study shared issues, focus on areas of agreement),
- The basis for such planning should focus on areas of shared agreement, rather than areas of divergent opinion.
- This Plan endorses a Four Point Action Plan that includes :
 1. Designation of IUP as a Development of Regional Impact and Significance.
 2. If White Township adopts Zoning, examine shared zoning options for certain land use categories.
 3. Jointly coordinate State Grants and Permits.
 4. Explore advanced planning techniques together.

INDIANA BOROUGH AND WHITE TOWNSHIP HAVE GREAT POTENTIAL FOR COOPERATIVE PLANNING

White Township surrounds the Borough of Indiana, so the relationship between the Borough and Township is of extreme importance. As stated in the White Township Comprehensive Plan, "No community exists in isolation from any other. Connections include economics, when residents routinely cross municipal boundaries to work or shop. Most municipalities share infrastructure to at least some extent. In some cases, municipalities have a long history of shared services and an intertwined economy. This is the case of the relationship between White Township and Indiana Borough."

When White Township was completing its Comprehensive Plan, the Borough of Indiana made the decision to update its plan as well. The Pennsylvania Department of Community and Economic Development supported these efforts by offering a Land Use Planning and Technical Assistance Grant to the two communities. The purpose of the project was to support further intergovernmental cooperation in planning and development policies between the town municipalities.

Subsequent to the grant award, White Township prepared and adopted a comprehensive plan. The Adopted White Township Comprehensive Plan is available from the Township website



Because White Township surrounds the Borough, many aspects of the community are intertwined. As this aerial photo of the Grandview area also shows, many neighborhoods are also intertwined.

(www.whitetownship.org) and contains an intergovernmental action plan. This Plan was formally endorsed by the Borough of Indiana and contains some key points for further consideration by both communities. The Township plan recommended to more fully explore pragmatic advantages of shared planning techniques in concert with the Borough, including the potential for an intergovernmental implementation agreement. The Township Plan also noted a potential for shared land use planning based upon mutually advantageous tax/service costs basis. Finally, the Township Plan offered the

observation that joint planning is not a conflict resolution mechanism. The Borough and Township have disagreed over various issues in the past and probably will disagree again. Joint Planning is not meant to resolve such issues. It is a mechanism for the two municipalities to work together on issues where there is consensus.

Because of the shared issues, this chapter is purposely structured to mirror the township plan and contains some excerpts from that document, which are duly noted. Many key technical terms defined in the MPC are also in italics.

THE COMMONWEALTH'S PLANNING LAWS OFFER SIGNIFICANT INCENTIVES FOR INTERGOVERNMENTAL COOPERATION

NOTE: The beginning of this section is also found in the White Township edition of the Multimunicipal Comprehensive Plan

In July 2001, the Pennsylvania Municipalities Planning Code was amended to create a definition of a "multimunicipal comprehensive plan" with standards and powers for such a plan. Acts 67 and 68 revolutionized community planning in Pennsylvania. The law now offers a way to cooperate on major community planning issues while still allowing each local government to retain its autonomy.

Communities that choose to prepare a multimunicipal comprehensive plan are given further authority to plan for the entire community. If the plan is adopted, the municipalities are further empowered to prepare an intergovernmental implementation agreement. A summary of the additional powers includes the following:

The municipalities may designate growth areas for 20-year development at one-plus unit per acre in those areas where public services are provided or planned for. They may also designate future growth areas for longer term growth and orderly extension of services. They may designate rural resource areas for low-density, rural development where publicly-financed services are not intended. They may plan for the accommodation of all categories of land use within the entire area of the plan without all uses being provided for in each municipality, and enjoy a measure of protection from exclusionary zoning challenges within the entire area of the plan (without all uses being provided for in each municipality). They may plan for developments of regional significance and impact by creating intergovernmental review

standards and processes. Municipalities will be given more favorable state decisions regarding funding requests and certain facilities permitted by the state.

Municipalities may share tax revenues and fees. Municipalities may adopt a voluntary transfer of development rights program enabling transfer of density or other development rights between municipalities in exchange for conservation agreements elsewhere. Municipalities may adopt specific plans to guide development, in greater detail, of specific non-residential properties. These specific plans may override zoning or subdivision regulations on a site-specific basis.

Acts 67 and 68 revolutionized community planning in Pennsylvania. The law now offers a way to cooperate on major community planning issues while still allowing each local government to retain its autonomy.

Key Advantages of Multimunicipal Planning:

More favorable review of grant and state loan requests.

Protection from exclusionary zoning challenges, in that each municipality need not plan for all uses within its own boundary.

Power to share infrastructure investments and subsequent tax base across municipal lines.

Power to prepare specific plans that can avoid spot zoning challenges and result in better designed development.

These powers are all enabled by an intergovernmental cooperative implementation agreement. The agreement is similar to many that municipalities routinely enter into for sharing road equipment or utilities, except that it covers planning and zoning.

BASING INTERGOVERNMENTAL COOPERATION UPON SHARED CONCERNS

Prior to Act 67 and 68 of 2001, municipalities that wished to jointly implement comprehensive plans were somewhat constrained by the law. Joint Planning Commission and Joint Zoning were possible, but it was a very cumbersome process that also resulted in the loss of individual municipal autonomy. Now, for communities that have adopted a Multimunicipal Comprehensive Plan, implementation can be through a simple intergovernmental agreement. The structure of agreements makes it as easy to cooperate in community planning as it is for municipalities to share road equipment. However, communities often have disagreements over such issues as fair cost share and perceived competition for development. These disagreements are real and should not be ignored. Conversely, they should not be the subject of cooperative planning. Cooperative planning works best when it is built upon a base of shared areas of agreement. It is also



The greatest planning opportunities and challenges shared by both communities revolve around Indiana University of Pennsylvania and its many impacts upon both Borough and Township

essential that all participants believe they are meeting and planning together as equals. Each community must recognize the autonomy of the other in directing its own affairs.

The strongest basis for intergovernmental cooperation is shared concerns. Planning is

a poor mechanism for conflict resolution. Towards that end, this plan has identified key areas where there is common concern among both the Township and Borough. The list in the shaded box below summarizes some of the most important of the shared concerns.

A Common Sense Basis for Intergovernmental Cooperation begins with a recognition of each community's' autonomy.

Indiana Borough and White Township Shared Land Use and Development Issues

- **Indiana University of Pennsylvania:** This development of Regional Impact and Significance has multiple impacts upon every aspect of the local community. There is poor coordination between IUP and host municipalities.
- **Off Campus Student Housing:** More than on-campus housing, off campus student housing has a much higher potential to create conflicts with neighboring family residents.
- **Transportation and Traffic:** Both communities deal with traffic congestion on many of the same streets. Shared priorities include Philadelphia Street West and Oakland Avenue.
- **Infrastructure and Community Facilities** Water and sewer systems and the school district are formally shared. Recreation systems are informally shared.
- **Land Use and Development Regulations:** At present, the Borough has traditional zoning and the Township has advanced subdivision and land development regulations. However, the Borough has moved away from traditional zoning through its overlay district, and consideration of updating its subdivision regulations. White Township is seriously exploring a very innovative zoning ordinance.

ESTABLISHING AN INTERGOVERNMENTAL COOPERATION AGREEMENT

As previously mentioned, a multimunicipal plan creates conditions wherein partaking communities can take advantage of greater planning powers and more favorable consideration by Pennsylvania state agencies. However, this is not self-actuating.

The first step is the adoption of the multimunicipal plan by both communities through resolution. The actual planning documents may remain separate and be incorporated as a multimunicipal plan through the resolution. This is important as the White Township Comprehensive Plan was completed and adopted in 2008. At the time, the Borough endorsed and supported the Township plan, but did not adopt it. An action of co-adoption of two separate documents can create a multimunicipal comprehensive plan out of two separate plans prepared by abutting municipalities, provided said plans are technically consistent.

After the process of making the multimunicipal plan official, intergovernmental agreement must be adopted and executed. The Pennsylvania Municipalities Planning Code provides that municipalities may enter into an intergovernmental cooperative agreement to implement the multimunicipal comprehensive plan. While entering into such agreements is optional, municipalities **must** enter into such agreement in order to legally implement the plan.

An intergovernmental cooperative agreement is enacted by ordinance, as provided for in the Pennsylvania Intergovernmental Cooperation Law. As such, agreements may parallel any agreements already entered into by municipalities (such as sharing road

equipment or fire department services). The content of such an agreement must be consistent with both the Pennsylvania Intergovernmental Cooperation Act and the MPC. Key requirements are listed below:

Implementation agreement content required by the *Pennsylvania Intergovernmental Cooperation Law*

-Conditions of the agreement

-Duration of the agreement

-Purpose and objectives of the agreement, including powers and scope of authority delegated in the agreement

-How the activities and actions specified in the agreement will be financed (If applicable)

-Organizational structure necessary to carry out the agreement

-Manner in which any property involved in the agreement will be acquired, licensed, or disposed (If applicable)

-Provisions for employee insurance and benefit contracts, if any, associated with the agreement (If applicable)

Implementation agreement content required by the Pennsylvania Municipalities Planning Code:

-Consistency review process to be used by participating municipalities to judge consistency of implementing actions, like zoning ordinances or capital projects, with the multi-municipal comprehensive plan

-Process for the review and approval of developments of regional significance and impact

-Roles and responsibilities of participating municipalities with respect to implementation of the multi-municipal comprehensive plan, including particularly the provision of public infrastructure and services

-Yearly report of implementation activities, particularly infrastructure projects undertaken and development applications and approvals

-Process by which the multi-municipal comprehensive plan can be amended and growth, future growth, and rural resource areas can be redefined

It is important to note that the provision of each act must only be met as applicable. If the participating municipalities do not retain employees, own property, or share tax base, the agreement will be relatively simple. There is no requirement for zoning to participate in these agreements (though certain land use powers, would not apply, as sharing zoning features is inapplicable without both communities having adopted zoning).

As a starting point, a base intergovernmental cooperative implementation agreement has been attached to the regulatory plan, as well as simple implementing ordinances. When reviewing and preparing this agreement for consideration, it will be important to return to the first principal of this interrelationships plan: the process should only be used for shared agreements, not conflict resolution. Areas of disagreement should be left out of the document entirely.

Intergovernmental Cooperative Implementation Agreements Must Meet Applicable Provisions of Both the Intergovernmental Cooperation Act and the Pennsylvania Municipalities Planning Code .

ESTABLISHING CONSISTENCY REVIEW

The Pennsylvania Municipalities Planning Code defines consistency as "an agreement or correspondence between matters being compared which denotes a reasonable, rational, similar, connection or relationship." While the language establishing an intergovernmental agreement sensibly requires a consistency review process, it does not specify how municipalities establish such a process. There is significant freedom for White Township and Indiana Borough to give each other's action some consideration, while retaining local autonomy in all matters. If designed properly, a policy for consistency review ties implementing actions taken by municipalities back to the comprehensive plan. Establishing a consistency review mechanism involves both the

scope of such reviews and the mechanism to accomplish such reviews.

The scope of reviews can be as limited or complete as each community wishes. For example, it might be limited to Defined Developments of Regional Impact and Significance or only a subdivision or land development that is proposed on land that is upon the borough/township border.

When a development that is within the scope of the consistency review is proposed, then the mechanism for review would govern. The mechanism can also be very limited or simple. It might include giving the other municipality the same 30 day non binding review given to the County Planning Agency by the Pennsylvania Muni-

palities Planning Code. This approach does not need to give one community a veto over actions of the other. It also does not give up local authority and autonomy.

Since the scope and mechanism for reviews are totally within local purview, the Township and Borough should give serious thought to how this is best accomplished. Options might include designated staff liaison, a joint annual meeting (which could present the required annual report discussed previously). In any case, such options should be a formal part of the agreement from the beginning to prevent misunderstandings.

DEVELOPMENTS OF REGIONAL IMPACT AND SIGNIFICANCE

The Pennsylvania Municipalities Planning Code has simple, common sense definition of "Developments of Regional Impact and Significance" (DRIS) that include "Any land development that, because of its character, magnitude, or location will have substantial impact upon the health, safety, or welfare of citizens in more than one municipality."

The most obvious current Development of Regional Impact and Significance in the area is Indiana University of Pennsylvania. This Plan document formally notes that Indiana University of Pennsylvania is a current Development of Regional Impact and Significance. It also recommends that a major focus of joint planning be upon im-

proved coordination of development planning between IUP, Indiana Borough, and White Township. The means to accomplish this is to include a joint process for review of such Developments of Regional Impact and Significance by both municipalities. This should be within the scope and mechanisms of the intergovernmental cooperation agreement. This approach can be as simple as a process wherein if IUP proposes a subdivision or land development or requests a zoning action in either the Township or Borough, the municipality that receives the application will refer it to the other one for a 30 day non-binding review.

While a Development of Regional Impact and Signifi-

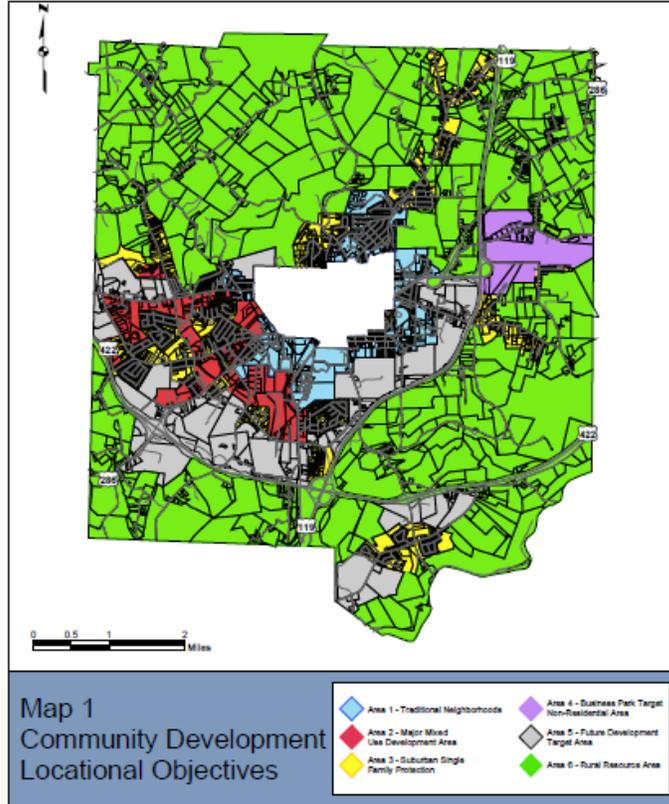
cance may be subject to review of both municipalities, Pennsylvania planning law clearly specifies that the host municipality retains the decision-making authority to grant or deny the permit. The only exception is if such authority is pre-empted by State or Federal law, in which case neither municipality retains approval. The host municipality must approve the DRIS if it meets all local requirements. Further, though DRIS review may involve both municipalities, the review process may take no longer than already provided for in state planning law. However, a broader review process may give the two communities a better means to review such impact as traffic upon either jurisdiction.

This Plan Document Formally Notes that IUP is a Development of Regional Impact and Significance.

MORE CONSISTENT REGULATORY PLANNING: THE TOWNSHIP ZONING CONCEPT AND BOROUGH SUBDIVISION AND LAND DEVELOPMENT REGULATIONS

Both Indiana Borough and White Township have established regulations to guide the nature of future development within their respective jurisdictions. Historically, the actual approach of each community was very different. White Township is the largest population municipality in Pennsylvania without zoning. However, the Township has regulated development through an uncommonly advanced and detailed subdivision and land development ordinance. The Borough of Indiana has both adopted subdivision regulation and zoning, but placed much greater emphasis upon zoning. In fact, the subdivision regulations in force within the Borough prior to this planning update were adopted over 45 years ago.

The Land Use Planning and Technical Assistance Program (LUPTAP) grant that funded this plan also provided each municipality with resources to examine their approaches to regulatory planning. The Borough made significant changes to its subdivision and land development ordinance. As this ordinance predated the current Pennsylvania Municipalities Planning Code, there was significant discrepancy with current planning practice. Because the Township already had large developed areas and no zoning ordinance, their committee determined that conventional zoning could create as many problems as it would solve. Conventional zoning might result in too many nonconforming uses or poorly planned "spot" zoning. In order to avoid the pitfalls of conventional zoning in this unique circumstance, the Township has developed a



The Township Community Development Goals and Objectives Map has served as the initial guide in exploring how zoning might be integrated into the community without creating unnecessary complications or nonconformities.

regulatory plan that promotes a concept known as "Liberty Zoning." Liberty zoning builds upon the concept that a zoning ordinance in Pennsylvania may specifically prohibit certain land uses. Section 603b of the Pennsylvania Municipalities Planning Code states that zoning ordinances may explicitly prohibit uses. While the typical zoning ordinance contains lists of permitted uses, and prohibited uses are implied by absence from the list, White Township reversed this concept by listing only prohibited uses in each district. The ordinance still accomplishes the intent of zoning but gives greater flexibility. Zoning regulations are meant

to encourage beneficial growth and protection of private property in the Township while keeping the use of land and density of development consistent with existing Township facilities and the protection of private property from the impacts of incompatible neighboring uses. The proposed zoning ordinance is also intended to implement the White Townships Comprehensive Plan. The Township has purposely prepared these regulations as a means to meet the aforementioned purposes without unduly restricting the liberty of property owners to utilize their land and buildings for a variety of economically viable uses.

Through the regulatory plan, White Township has developed some very innovative zoning concepts.

MORE CONSISTENT REGULATORY PLANNING: THE TOWNSHIP LIBERTY ZONING CONCEPT AND BOROUGH SUBDIVISION AND LAND DEVELOPMENT REGULATIONS

The table below is an example of one of the proposed White Township Zoning Districts, and quotes the proposed ordinance exactly. Unlike typical zoning, the district accommodates a wide variety of residential, commercial, and light industrial uses. All defined uses that are neither explicitly prohibited or listed as a conditional use would be permitted. The table in the

shaded box below illustrates how this would work in the Township's proposed "TN Traditional Neighborhood District." If adopted, these regulations would be in effect in a majority of the land that borders Indiana Borough. All uses not mentioned are allowed as permitted uses.

While White Township has been developing concepts to

fit zoning into its development process, Indiana Borough prepared an updated subdivision and land development ordinance. To help create more regional uniformity, the Borough utilized the White Township Subdivision and Land Development Ordinance as a base for preparing its own updated ordinance.

The White Township TN Traditional Neighborhood District

The TN Traditional Neighborhoods zone is established to recognize the density of development in the historic core of White Township. These are areas in close proximity to the Borough of Indiana and the Indiana University of Pennsylvania Campus. High density of buildings and people, smaller lot sizes, and a mix of residential and nonresidential development characterize the area. Prohibited uses in this area are those that would be incompatible with the setting, due to high concentrations of buildings and mixed uses.

Prohibited Uses	Conditional Use
Sexually Oriented Business	Non-Residential Land Development of greater than 10,000 Square feet of gross floor area (See Section 302)
Salvage Yard	Multiple Family Land Development (See Section 303)
Correctional Facility/Halfway House	Flea Market (See Section 304)
Heavy industry	Contractor's Office, Garage or storage Yard (See Section 305)
Light Industry	Supply Yard and Landscaping Sales (See Section 306)
Sanitary Landfill	Car Wash (See Section 307)
Specialized Animal Raising and Care	Indoor and Outdoor Commercial Recreation See (Section 309)
Mobilehome parks	Repair and Service Business (See Section 310)
Mining and Mineral Excavation	More than two Student Dwelling Units in a single building (See Section 320)
Gas and Oil Drilling	Self Storage Rental Buildings (See Section 324)
Outdoor Intensive Commercial Recreation	
Bottle Club	
Recreational Campground	
Telecommunication Towers	
Colleges and Universities	

SHARING LAND USES

If White Township adopts the proposed zoning ordinance recommended in the regulatory plan, both municipalities can sign and execute an intergovernmental cooperative implementation agreement. Upon execution, each municipality is no longer obligated to provide for all classes of land uses within its jurisdiction. (It is important to note that said obligation applies whether or not a community has adopted zoning. Single Municipality zoning only allows classes of uses to be confined to a portion of the municipality and reasonably regulated). By incorporating all or any portion of the table below, the accommodating municipality would no longer have to provide for the said use. For example, were an agreement executed, White Township would never need to worry about a sexually oriented business located in its bounds, and Indiana Borough could accommodate all future such developments. Knowing this, they could plan accordingly.

Land Use	Municipality in which Best Accommodated	Market Rationale	Compatibility Rationale
High Density or Large Scale Student Housing (Scale could be set at a number of units or occupants)	Indiana Borough	Many IUP students wish to be near campus and services. Off campus developments can generate significant police calls	These developments generate higher need for police services and should be encouraged near IUP campus to minimize traffic congestion. Tax Base compatibility is better for Borough
Large Scale, Heavy Industrial Development	White Township	This type of development would endanger the Borough's dense single family neighborhoods	These developments are often crucial to the overall local economy, but require large tracts of land with good highway and infrastructure access. White Township has both.
Adult Entertainment/ Sexually Oriented Business	Indiana Borough	This land use can have very negative effect on other retail service businesses	With police protection and a more advanced ordinance, the Borough can better control secondary effects of this use.
Mobile Home Parks	White Township	The Borough lacks vacant land resources to accommodate	The Township has a large rural resource area that can accommodate such developments
Mining and Mineral Extraction	White Township	The Borough lacks vacant land resources to accommodate	The Township has a large rural resource area that can accommodate such developments
Agriculture	White Township	The Borough lacks vacant land resources to accommodate	The Township has a large rural resource area and wishes to foster and protect agriculture in areas where it has historically been present

Develop a Joint Process for Coordination of State Permits and Grants

As of this writing, White Township is still considering the zoning ordinance and has not initiated formal adoption. Whether White Township adopts zoning or not, the Multi-municipal Plan will give both communities a greater voice in affecting the issuance of state permits or influencing state funding within the community. All state agency permits are affected by this, as well as competitive state funding, as mentioned in the first chapter of the Comprehensive Plan (see page 7, "How this plan is officially used"). However, state agency consideration is higher when the plan is adopted by more than one municipality and subject to an intergovernmental agreement (See Section 1105 of the Pennsylvania Municipalities Planning Code). The intent of the state legislature is also that some prioritization be given to municipalities that plan together (See 1105c of the same code).

Practically, this means that each municipality can support the other when applying for



School district funding through the Pennsylvania Department of Education is subject to local planning consistency review.

grants. As state funds become more limited (and grants more competitive) this level of cooperation becomes more important. There is also the ability to ensure that permits issued by the state

comply with local plans. This is important to ensure that state funds are not spent in a manner contrary to local planning priorities.

Examples of State Agency Permits that Require Permit Coordination:

Pa Department of Transportation: Highway Occupancy Permits are issued for new access to state roads by developers or municipalities. PennDOT requires a completed land use questionnaire for all occupancy except for minimal use driveways. The questionnaire language infers a higher tier of consideration for communities where there is an intergovernmental cooperative implementation agreement.

Pa Department of Environmental Resources: requires coordination of local planning with their numerous permits related to landfills, air quality, and waterways. (Note: DEP has one of the most specific and detailed policies of all state agencies. Their written policy is to consider local plans only when both local comprehensive planning and zoning are consistent.

Pa Department of Education: The Pa. Department of Education requires all public school construction projects to be approved by the Department. In addition, partial reimbursement may be available for approved projects that meet the agency's Planning and Construction Document standards ("PlanCon"). Section "F" of the PlanCon documents state "if relevant Pennsylvania Municipalities Planning Code provisions apply, the district must provide letter or equivalent written certifications from both the municipality and the county planning agency that the project is consistent with the applicable comprehensive plans and zoning ordinances."

Pennsylvania Housing Finance Authority: This agency offers developers competitive funding assistance and tax credits for assisted housing. They should consider local plans in making sure such projects are placed in locations where the community believes they are needed.

CONTINUE EXPLORING ADVANCED PLANNING TECHNIQUES

A large part of the planning process to update the Indiana Borough Comprehensive Plan has been educational. White Township officials learned about zoning. The Borough Planning Commission learned about Subdivision and Land Development review. Both Communities met together to study intergovernmental cooperation and transportation impact fees. The Township and Borough should continue their study of planning approaches, particularly advanced techniques, such as specific plans and joint transportation impact fees.

By adopting a multimunicipal comprehensive plan and executing an intergovernmental cooperative implementation agreement, Indiana Borough and White Township gain greater planning powers than those accorded to a single municipality. One of these unique powers is the ability to prepare and adopt a Specific Plan. The Specific Plan as a concept originated in California. In essence, it represents a merger between the broad concepts of comprehensive planning with the needs of local neighborhoods and sites. The Specific Plan may include a vision, a land use plan, zoning-like regulations, and preliminary subdivision or land development plan- all combined into a single document that may only effect a small area.

A Specific Plan allows the community to precisely locate future public improvements *before* development comes. Standards may also include building siting, coverage, stormwater, and greenspace. Like a comprehensive plan, a specific plan must have certain elements: A specific plan must include a text, diagrams, and implementing ordinances which specify all of the following in detail:

(1) The distribution, location, extent of area and standards for land uses and facilities, including design of sewage, water, drainage, and other essential facilities needed to support the land uses.

(2) The location, classification, and design of all transportation facilities, including, but not limited to, streets and roads needed to serve the land uses described in the specific plan.

(3) Standards for population density, land coverage, building intensity, and supporting services, including utilities.

(4) Standards for the preservation, conservation, development, and use of natural resources, including the protection of significant open spaces, resource lands, and agricultural lands within or adjacent to the area covered by the specific plan.

(5) A program of implementation including regulations, financing of the capital improvements, and provisions for repealing or amending the specific plan. Regulations may include zoning, storm water, subdivision and land development, highway access, and any other provisions for which municipalities are authorized by law to enact.

While the specific plan is a very powerful municipal tool, there is actually a benefit for the developer. Whenever a specific plan has been adopted, applicants for subdivision or land development approval are required to submit only a final plan as provided in Article V of the Pennsylvania Municipalities Planning Code, if such final plan is consistent with and implements the adopted specific plan. In essence, this means that the developer does not have to go through a long and indeterminate zoning and land development approval process.

It is recommended that the Township and Borough explore adopting a Specific Plan for the IUP campus area. By adopting a Specific Plan for this important area, unnecessary regulatory hurdles for IUP could be avoided, while the community would know in advance where and what capital projects or developments were proposed. As a starting point, this could begin as a less formal master planning process that also involves IUP. Later this master plan could be formalized into a specific plan.

The concept of transportation impact fees has been discussed in the Township transportation plan and among officials in both municipalities. The main objection to this approach is the potential to create a disincentive for development. Because the Borough is geographically small, it realistically cannot adopt widespread impact fees for transportation improvement unilaterally. Such an action would simply drive more development to White Township (the Borough could perhaps create a small impact fee district, such as one limited to a single zoning district, or one that only regulates certain small areas).

Both communities will face the need for transportation projects that will become more expensive over time. Over the long term, impact fees represent a way to ensure that development pays its own costs and does not burden existing taxpayers with subsidizing new growth. The concept of a joint impact fee district could meet both the community need for roadway improvements and add value to abutting private land.

By adopting a Specific Plan for the IUP campus area, unnecessary regulatory hurdles for IUP could be avoided, while the community would know in advance where and what capital projects or developments were proposed.

Intergovernmental Planning will be most successful where it builds upon consensus between two local governments. Areas of conflict should be handled by other means.

KEY INTERGOVERNMENTAL ACTIONS

The Borough of Indiana endorses White Township 's intergovernmental actions, specifically the following actions as they are determined feasible.

- *More fully explore pragmatic advantages of shared planning techniques in concert with Indiana Borough, including the potential for an intergovernmental implementation agreement.*
- *Explore basing land use planning upon mutually advantageous specialties from a tax/service costs vantage.*
- *Ignore points of conflict within formal planning documents. Intergovernmental agreements should focus on genuine areas of agreement.*
- *This Chapter of the Comprehensive Plan should become the basis for more in-depth intergovernmental action planning.*

To build upon this foundation, the Borough offers an additional four point plan for consideration by White Township, as it determines feasible:

- *Designation of IUP as a Development of Regional Impact and Significance.*
- *If White Township adopts zoning, examine shared use zoning options.*
- *Jointly coordinate State grants and permits among both the Borough and Township.*
- *Both communities should explore advanced planning techniques, such as specific planning and transportation capital improvement programming, as well as joint master planning exercises.*

WHY WE ARE DOING THIS

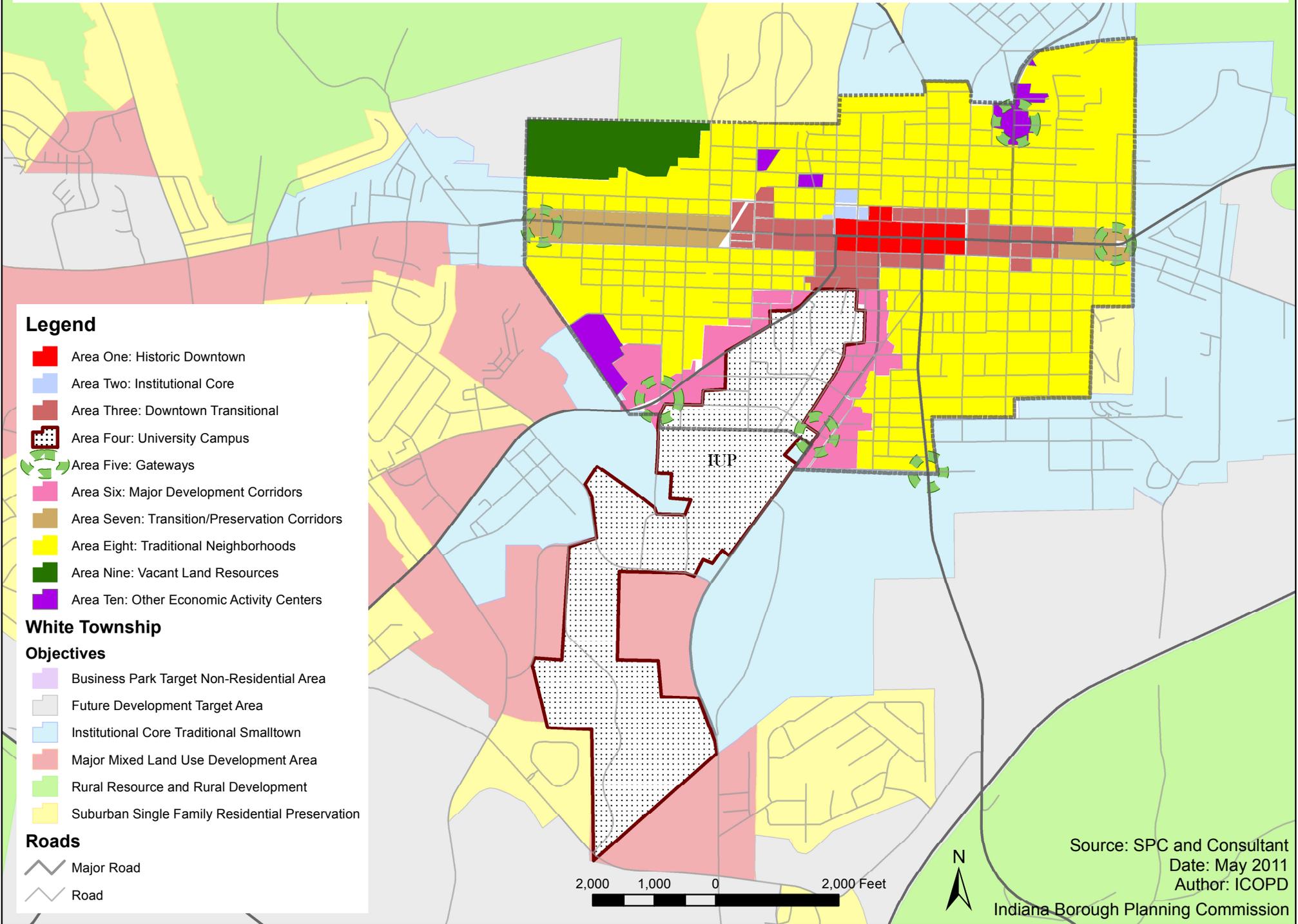
Comprehensive Plans are required to have both a statement of the interrelationship among the various plan components and a statement that the municipal Comprehensive Plan is consistent with the existing development, planning, and proposed development in neighboring municipalities.

The entirety of the Borough Comprehensive Plan seeks to ensure consistency of the document by basing each plan chapter on the original community development goals and objectives. As these community development goals and objectives adhere

rigidly to the standards of "location, character, and timing" of growth mandated in the Pennsylvania Municipalities Planning Code, consistency is ensured. Thus, the Community Development Goals and Objectives actually serve as the Borough's compatibility statement.

Compatibility with the one neighboring community (White Township) has been a part of the Borough Planning process as well. The Township will continue to meet intergovernmental consistency standards as required by the Pennsylvania Municipalities Planning Code. In fact, the

Borough is interested in moving beyond mere compatibility towards real cooperation which will assist in actually implementing policies that are desired by both municipalities. The ultimate goal for both communities is seeing that the land use plan (a vision for idealized future development) might be implemented. The map attached to this chapter shows that the Borough and Townships vision is really very consistent. The next task is to find means to ensure that the vision is realized in a similar manner.



Legend

- Area One: Historic Downtown
- Area Two: Institutional Core
- Area Three: Downtown Transitional
- Area Four: University Campus
- ⊕ Area Five: Gateways
- Area Six: Major Development Corridors
- Area Seven: Transition/Preservation Corridors
- Area Eight: Traditional Neighborhoods
- Area Nine: Vacant Land Resources
- Area Ten: Other Economic Activity Centers

White Township

Objectives

- Business Park Target Non-Residential Area
- Future Development Target Area
- Institutional Core Traditional Smalltown
- Major Mixed Land Use Development Area
- Rural Resource and Rural Development
- Suburban Single Family Residential Preservation

Roads

- Major Road
- Road



Source: SPC and Consultant
 Date: May 2011
 Author: ICOPD

Indiana Borough Planning Commission