



# COMPREHENSIVE PLAN Update Pendleton, Indiana 2006



# CONTENTS

STATEMENT OF INTENT.....	5
I. INTRODUCTION.....	7
The Comprehensive Plan.....	10
2006 Comprehensive Plan Update.....	13
II. COMMUNITY PROFILE.....	17
History.....	17
Location .....	19
Population.....	21
Land Area.....	23
Density.....	23
Age Distribution.....	26
Race and Ethnicity.....	26
Disabilities.....	27
Education.....	29
Employment and Income.....	31
Mode of Transportation.....	32
Housing.....	34
Household Composition.....	34
Housing Units.....	35
Age of Housing Stock.....	36
Housing Costs.....	36
Environment.....	39
Topography.....	39
Soils.....	39
Hydrology.....	42
Woodlands.....	43
Floodplains.....	44
Parks and Recreation.....	45
Transportation.....	46
Land Use and Zoning.....	55
III. PUBLIC PARTICIPATION.....	65
S.W.O.T. Analysis.....	67
Visual Preference Survey.....	70
IV. GOALS AND OBJECTIVES.....	65
Land Use.....	80
Transportation.....	82
Housing.....	84
Community Facilities.....	85
Economy.....	87
Critical and Sensitive Areas.....	88
Agricultural Lands.....	90
Aesthetics.....	92
Governance.....	93
V. IMPLEMENTATION.....	97
Use the Plan Daily.....	97
Administer the Plan Effectively.....	97
Keep the Plan Up-To-Date.....	98
Cooperate with Surrounding Jurisdictions.....	98



---

## Statement of Intent

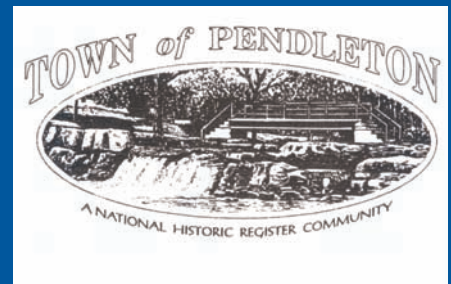


We, as residents of historic Pendleton on Fall Creek, envision a town of cultural and historical integrity where all future decisions are rooted in thoughtful consideration of how they will affect the existing community.

We desire a place where:

- Priorities are placed upon maintaining and enhancing the community's existing and historic quality of life.
- Individuals and families thrive through the support of public services, schools, parks, natural areas, a strong business community, and an effective local government.
- Residential and business growth complements the historical and traditional pedestrian-oriented town fabric.
- Development enhances the local economic base and encourages economic diversity.
- All people feel safe and secure.
- All people have the opportunity to actively and meaningfully participate in a democratic government process.

The Town of Pendleton will continue to be a place where opportunities are ever present to advance one's economic well-being, where employment and housing opportunities are present for individuals and families to remain in the town, and where all residents accept responsibility for nurturing a better community.







# INTRODUCTION





As a historic town within an expanding metropolitan region, Pendleton is considered to be a desirable location for urban and suburban development occurring in and around the Indianapolis area. It has an extensive park system, especially considering its small size, an admired downtown district that is on the National Register of Historic Places, a school system with a reputation for excellence, and is located within a bucolic agricultural setting. The town's assets, coupled with a short commuting distance to Indianapolis and Anderson and the overall trend for growth and expansion within the Indianapolis region make it a prime location for new development, especially converting farmland and open space to residential, institutional, and industrial land uses.

This propensity for development brings with it benefits, drawbacks, and challenges. Although new development can bring in additional tax revenue to the town, there are other costs involved such the costs of providing community services to new residents. In order to meet these challenges, the Town of Pendleton periodically engages in a comprehensive planning process. The planning process as well as the resulting document give the community as a whole the chance to take stock of existing conditions and trends, as well as to chart a course for its future.

### **Purpose**

Pendleton has adopted a comprehensive plan twice before, the most recent one being in 1995. The 1995 plan was adopted as a response to the accelerated growth Pendleton was experiencing at the time, setting forth the community's vision and ideals as well as a set of policy statements designed to put the ideals into managerial practice. The plan served as a basis for land use and zoning regulations, transportation projects and policy, and as a guide for land use decision making.

In the decade since the last plan's approval, some important changes have occurred in Pendleton's physical and administrative landscapes. First, the town has annexed approximately (X) acres of land in its periphery, as a result of expanding city services such as safety and utilities into these areas. This effectively increased Pendleton's jurisdiction by (x%). Although the annexations have increased the amount of control the town has over land use in its vicinity, it has also increased its management responsibilities considerably. Whereas in 1995, the land within Pendleton's corporate limit was (%) urbanized, it is now only (%), meaning that the remaining X acres of largely farmland and open space have a high likelihood for conversion to other land uses.

Community stakeholders have also become increasingly aware of both the potential and challenges involved in managing large-scale new development. As a result, they are interested in the possibility of



---

# Pendleton Comprehensive Plan

## **The Comprehensive Plan**

A comprehensive plan is an official public document adopted by a local government to serve as a policy to guide decisions about the development of the community. As a policy, it must recognize the interdependence of land use decisions, resource management, the process of governing, and physical infrastructure of the built environment.

### **What does a comprehensive plan do?**

Because it is comprehensive, the plan guides the decision-making process of the plan commission, board of zoning appeals, and town council. Officials within these groups have been empowered to protect community character and natural resources, ensure efficient expenditure of public funds, and to promote the health, safety, and general welfare of those living within the Town of Pendleton.

### **How is a comprehensive plan developed?**

A successful comprehensive plan must rely upon resident participation to represent the voices of a wide range of citizens. Their input is an essential element to the formulation of the goals and objectives, as well as the specific strategies or tasks to meet them. These activities define a course of action that the Town of Pendleton needs to undertake to maintain its vision for the future. It is critical to represent all of those who have been active participants in the planning process and to identify the actual interests of the town's current and future citizens.

Through public workshops, hearings, and meetings with the steering committee, the plan commission, and the Town Council; the comprehensive plan is a statement about the town's future, by and for the people of Pendleton.

The "Goals and Objectives" section, of this plan, has been designed with the following general principles in mind (As specified by Indiana Code IC 36-7-4-201):

- Grow only with adequate provision of public way, utility, health, educational, and recreational facilities.
- Consider the needs of industry in future growth decisions.
- Ensure residential areas help create healthy surroundings for family life.
- Carefully plan transportation systems.
- Warrant the growth of the community, and require all to remain proportionate with an efficient and economic expenditure of public funds.



### What is the value of a comprehensive plan?

The value of a comprehensive plan is that it articulate the community's future vision and how it will accomplish that vision. To some degree all development is planned, but a comprehensive plan looks at all of the pieces as a whole; coordinating efforts to avoid duplication and expensive public expenditures. It protects the general welfare of the community by ensuring quality development occurs in the right locations and that incompatible uses are not adjacent. A comprehensive plan promotes proactive thinking to issues central to the community, rather than addressing them in a reactive manner. In short, planning provides numerous benefits to a community including:

- Lowering taxes
- Helping local government provide efficient services
- Ensuring that developers will pay their fair share of improvements needed as a direct result of their development projects
- Directing development to areas capable of handling increased growth pressures
- Coordinating capital improvement expenditures
- Protecting property values
- Preserving and enhancing community character
- Improving the quality of life
- Protecting unwanted development from locating in a neighborhood
- Providing a circulation network of safe streets and sidewalks
- Limiting and mitigating impacts to natural resources of all types

This plan update contains the following elements:

- Introduction
- Community Profile
- Public Participation
- Goals & Objectives
- Implementation



---

## Pendleton Comprehensive Plan

The comprehensive plan for the Town of Pendleton includes the following major recommendations:

- Promote and protect the natural beauty of the Greater Pendleton Area
- Improve and control the quality of growth and development within the community through a managed program of annexation and control of new development
- Provide and maintain a safe and efficient circulation system of thoroughfares and appropriate alternative transportation modes
- Provide employment opportunities within Pendleton
- Preserve and enhance the historic character of Pendleton
- Provide park and recreational opportunities which enhance the quality of life for the residents of Pendleton
- Promote high-quality education within the local school system

Ultimately, the implementation of the comprehensive plan requires one to recognize and accept recognition and acceptance of the fact that public interest is affected by both personal and community actions.

If one overall goal exists for this document, it is to help the community of Pendleton analyze decisions for the future within the context of Pendleton's history.



---

## **2006 Comprehensive Plan Update**

In the twenty-two years since the creation of Pendleton's first comprehensive plan, many communities across the nation have realized that planning with community participation is the most effective way to plan. The residents of Pendleton are the true experts on community issues within their community. The assembled planning team members from MCCOG serve only as facilitators and information transmitters to guide the community and its leaders in identifying, revising, and formalizing the informal planning that they undertake in their daily lives.

The planning process was designed to enhance day-to-day planning efforts by increasing the information available to leaders and citizens to make informed decisions. The intent was to establish a dynamic planning process that would continue to facilitate and stimulate communication among community stakeholders well into the future. This approach to planning ensures that development will continue to adapt to the changing needs and demands of the community as a whole.

This plan update was undertaken to establish a new framework to guide land-based decision-making for the incorporated areas of the town. The policies contained in this document are aimed at promoting public health, safety, morals, convenience, order, and the general welfare and efficiency of services during all stages of development. Ultimately, it outlines the needs of the community, sets policies that address planning issues, and recommends appropriate actions to achieve the desired result.

### **Process**

Although this plan is an update and was therefore completed in a curtailed time period, it is the product of a nine-month planning process, initiated in July of 2005. The process was structured to allow for optimal time and opportunity for data gathering and analysis, community meetings, and resident input during a limited time frame.

The entire process was divided into five phases: Initiation, Data Gathering and Analysis, Public Participation, Plan Conceptualization, and Plan Finalization. Descriptions of each of the five phases follows below

#### **Phase I: Initiation.**

The first phase of the planning process started with the town council's recognition that an update to the existing comprehensive plan was needed. Subsequently, the planning team and officials dealt with administrative tasks while setting up the project framework. This



---

# Pendleton Comprehensive Plan

preparation phase included:

- Securing funding
- Assembling and briefing the planning team
- Creating base maps and data forms to record information
- Researching relevant publications
- Gathering materials and equipment for field inventories
- Contacting local media for project publicity
- Establishing the steering committee
- Establishing meeting schedules

Phase II: Data Gathering & Analysis.

The second phase of the planning process involved conducting a variety of data gathering techniques. The existing condition of facilities, services, and land development were gathered and analyzed, with projections based upon current and historical growth patterns. The majority of this data is located within the Community Profile section. Some of these tasks included:

- Gathering existing data on current land uses (each parcel classified by principle use).
- Reviewing U.S. Census and county records to construct a community profile based on socio-economic and development-related information.

Phase III: Public Participation.

Residents were consulted throughout all phases of the planning process to discuss issues important to them and their community. They also played active roles by participating in brainstorming sessions about critical issues and providing other important information at public meetings. A more thorough investigation of these activities is presented in the Public Participation Section of this plan. [how many meetings]

Phase IV: Plan Conceptualization.

This planning phase included revising the land-use concept map and organizing the information gathered to create a draft plan. Comments gathered at public meetings provided the essential information for textual components. The town council and the plan commission participated by reviewing the goals and objectives and offering comments. Following the receipt of these comments, the final goals and objectives were presented and voted upon. Once these were passed, a draft plan was presented for review and comments.

Phase V: Plan Finalization.

In the final comprehensive planning phase, revisions and edits were made based upon the comments and feedback from community members and leaders. Additional information, maps, and graphics were added to the document, as well as the final proposed land-use map.

---

---

## Partners

A number of individuals and groups provided leadership, direction, and technical expertise in the execution of the planning process. Five groups had a formal stake in the planning process; they are:

Pendleton Town Council,  
Pendleton Planning Commission,  
Pendleton Town Management Group,  
Comprehensive Plan Steering Committee, and  
Madison County Council of Governments.

A description of each group and their relationship to the comprehensive plan and process is below.

### Pendleton Town Council

Pendleton's comprehensive planning process was initiated by the town council, its governing body, which consists of five elected officials responsible for the administration of town business. The powers and duties of the council related to planning and development include: managing town property, constructing and maintaining roads, operating and funding services/programs, approving and passing ordinances, levying taxes for public services, and sitting on or making appointments to various boards, including the Plan Commission. Its current members are:

Donald E. Henderson, President,  
Jeanette Isbell, Vice President,  
Timothy Ryan, Clerk-Treasurer,  
Jeff Barger,  
Marc Farrer, and  
Robert Campbell.

The town council's responsibility during the planning process included providing direction and information, overseeing and participating in public meetings, and providing feedback on draft copies of the comprehensive plan. The town council will also make the final decision upon adopting the plan as public policy, based on the recommendation from the Pendleton Plan Commission.

The town council holds the legislative authority (under Indiana Code) to adopt the comprehensive plan update and implements all planning-related policies and strategies for the incorporated area. Implementation will take place with the guidance of the plan commission, the board of zoning appeals (BZA), and building inspector. The town council is the fiscal authority for the local government. They provide funds for the completion of the comprehensive plan document and will assist in the ongoing implementation of the plan through the plan commission's operating budget.

### Pendleton Plan Commission

The plan commission is comprised of a five-member board with jurisdiction within the incorporated area of Pendleton. The responsibilities of this group include the formulation and

## Introduction





---

## Pendleton Comprehensive Plan

recommendation of long-range and comprehensive plans, approval for location improvement permits, approval for plans for subdivisions inside the current corporate limits, and administration of zoning ordinances. Upon review and approval of the Pendleton Comprehensive Plan Update, it is the Plan Commission's responsibility to recommend the adoption of the document to the Town Council.

### Town Management

A group of three Pendleton employees who undertake much of the day-to-day implementation and management of the town's business planning, zoning and inspection, were critical to the planning process. They are:

Doug McGee, Town Manager  
Rob Williams, Assistant Planning Director  
Mike Guard, Building Inspector.

As the individuals working most closely with the interpretation and implementation of the comprehensive plan, the management group had a vested interest in the content and usability of the plan. As such, they provided direction and information in the process, as well as feedback on drafts of the plan.

### Steering Committee

A steering committee consisting of [how many?] individuals from a variety of public organizations and offices, and several concerned citizens, was formed by the town council and MCCOG. The steering committee's charge was to represent the voice of community stakeholders as well as the community as a whole during all phases of the planning process.

### Madison County Council of Governments (MCCOG)

The primary consultant for the Comprehensive Plan Update under the direction of the town council and the steering committee, MCCOG provided the services of its executive director, project planners, landscape architect, GIS specialist, and others. The planning team gathered and processed the data for the community profiles, facilitated workshops and meetings, provided expertise in all phases of the project, and produced the drafts and final comprehensive plan document.







# Community Profile





For any comprehensive plan to be effective, it must acknowledge both the existing conditions of the community as well as the needs and desires for its future. This section identifies those factors through a summary of data, trends, and facts about Pendleton. The information collected and presented in this inventory was used as a guide to develop the comprehensive plan.

As a first step in the comprehensive plan program, this inventory identifies the issues, opportunities and constraints which served as the basis for comprehensive plan goals and objectives. These goals and objectives may relate directly to land use, such as where to locate residential, commercial and industrial development. It may also relate to such issues as fire and police protection, roadways, schools, and parks which are planned and provided by other units of government.

## History

The Town of Pendleton, settled in 1818 by John Rogers, began along the falls area of Fall Creek in southern Madison County. Soon after, a large influx of pioneer families came and built homesteads in the falls area; peaking around the year 1820. The town draws its name from Thomas M. Pendleton, an early property owner who subdivided a large tract of land near the small settlement to help develop the area into an actual town.

In 1823, Madison County was formed and the seat of justice was established in of Pendleton. County business was transacted here after an Act outlined the appointment of a commission to select the location of a permanent county seat.

Early businesses flourished in the town, with one of its earliest being the store of Thomas Silver, a pioneer merchant. The falls offered a unique opportunity for the construction of a corn mill and in 1821; William McCartney began his milling operation. Other business owners soon followed, including Palmer Patrick, James Gray, Joseph Bowman, and William Silver. The first tavern was operated by Jacob Mingle and James Bell operated Pendleton's first hotel.

Though growth of the town was slow, the Indianapolis & Bellefontaine Railroad (later known as the Big Four Railroad) was completed in 1850 and provided the necessary incentive. After several additions made to the original plat, an election was ordered to consider incorporating the town. On December 24, 1853, the residents of Pendleton voted, with only four against incorporation. The first meeting of the town board was held on March 31, 1854 and Nathaniel Richmond was elected as the Board President.

Like other towns within Madison County, Pendleton also prospered

---



Figure 3.1 The Falls at Fall Creek.

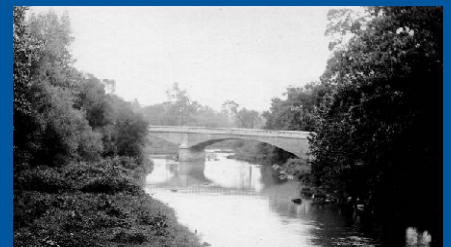


Figure 3.2 Pendleton Avenue Bridge.



Figure 3.3 Bathing Pool and Lighthouse.



## Pendleton Comprehensive Plan



Figure 3.4 Big 4 Engine.

from the discovery of natural gas. Several manufacturing businesses located within the town, but as the gas supply was depleted many of them were closed or forced to relocate. Amidst these changes, the Pendleton Commercial Club continued to market the town for its excellent transportation and shipping facilities and its location along a principal line of the Interurban Train System, operated by the Indiana Union Traction Company.

Pendleton continued to thrive after the gas boom died. Businesses prospered in the small, but busy downtown. Residents took pride in their homes, schools, and churches. In 1918, a park project was presented to town leaders by B.F. Phipps, a prominent local businessman. The town board approved this project and beautiful Falls Park became a reality. Visitors came from all over Central Indiana to enjoy the park's natural beauty. With the increasing popularity of the automobile, Falls Park became a regional center of recreation and became a famous tourist attraction across the nation.

Over the years the Town of Pendleton became a transportation hub with the intersections of four major state highways. State Roads 9, 67, 38, and US 36 were developed and converged on the east side of Pendleton, thus furthering the community's progress. In the mid-1960's, Interstate 69 was constructed on the west side of Pendleton and continues to be a major influence upon the growth of the town.

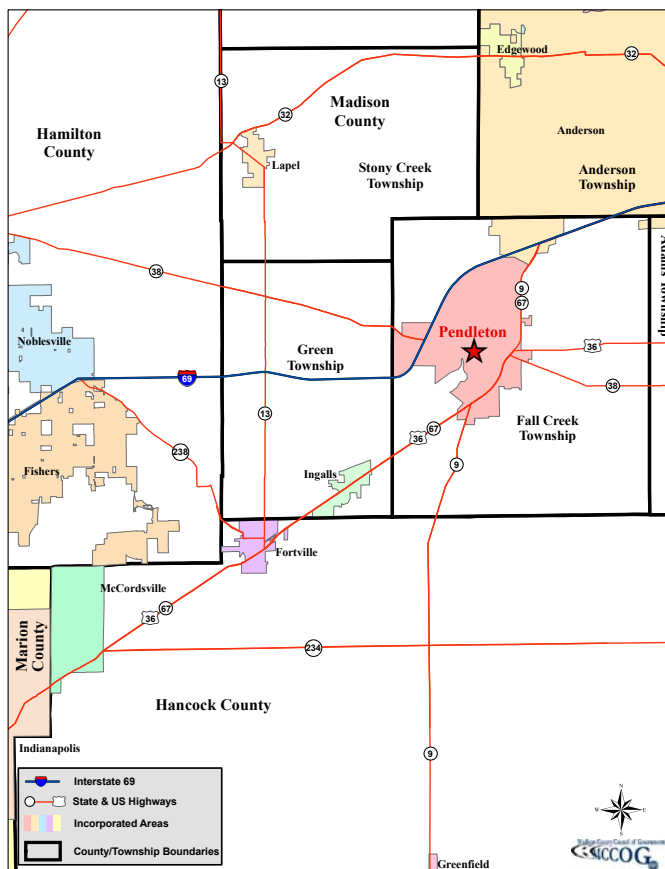
The 21<sup>st</sup> century has been kind to the Pendleton. Citizens continue to take pride in their community. Specifically, special interest in preserving the historic character of the community led to the acceptance of much of the downtown area, including Falls Park, as a historic district listed on the National Register of Historic Places. Falls Park has grown to become a gem in the middle of the town, and the downtown is still busy and prosperous. The community is now faced with continuous urban and business growth approaching the community from Indianapolis along the I-69 corridor. Pendleton continues to protect its historic past, celebrate its natural beauty, and enjoy its small town atmosphere.



## Location

The Town of Pendleton is located in Madison County, Indiana, approximately 30 miles northeast of Indianapolis and 10 miles southwest of downtown Anderson. More specifically, it is located in Fall Creek Township in the south-central portion of the county. The township is bordered by Adams Township in the east, Green Township in the west, Union Township to the northeast, Anderson Township to the north, Stony Creek Township to the northwest, and borders Hancock County to the south.

State Routes 67 and 38 enter the town from the north and east respectively. Access is also provided by U.S. Route 36 from the east and southwest and by State Route 9 from the north and south. Access to Interstate 69 is located two miles to the north or west of Pendleton, exit 19 and 22 respectively, offering ideal access to the Indianapolis Metropolitan Area and the City of Anderson. The interstate roughly forms the northern and western boundaries of the incorporated area.



Map 3.1 Location of Pendleton, Indiana.



---

## Pendleton Comprehensive Plan

At the town's inception, it was a farming community situated in agricultural east-central Indiana, but is now the fastest growing community in Madison County. Pendleton's downtown areas and surrounding neighborhoods retain much of the historic charm of the town. As stated previously, much of the town has been listed as a Historic District on the National Register of Historic Places.

The town is located on Fall Creek, with close proximity to Interstate 69 making it an ideal location for residential development. With the possibility for future growth, the community will undoubtedly be affected. The town is bisected by Fall Creek and surrounded by rolling plains and farmland.

Although formerly located within the Indianapolis Metropolitan Statistical Area, recent growth and population shifts within the region have caused the Census Bureau to reevaluate and expand the Anderson Metropolitan Statistical Area to include Alexandria in the North, Fortville in the Southwest, and all communities in between. Although Pendleton is located toward the far outer edges of the Indianapolis Metropolitan Area; social, economic, and geographic relationships with Hamilton, Hancock, and Marion counties also affect Madison County. As one of the 8 counties that form the periphery around Marion County, Madison County is often studied as a portion of the Greater Metropolitan Area of Indianapolis. For example, Madison County is included in Central Indiana's Economic Growth Region #5 for the State of Indiana.



## Population

Pendleton has been growing quickly since the 1990's, both in terms of its population and land areas. Based on both local and regional forecasts, the town and the Indianapolis region as a whole are likely to continue to grow and expand.

The anticipated growth presents both opportunities and challenges; opportunities exist to increase economic opportunity and enhance the local quality of life; challenges come in the form of managing growth sensibly, so that it minimizes potential negatives, such as increased pollution, congestion, or the loss of the community's rural and small town identity.

From the outset of the 20th century until the 1990's, Pendleton's overall growth was moderate, with cyclical downturns. In 1900, it had a total of 1,512 residents. From that point until 1980, the town had two twenty-year periods of declining population (1900-1920 and 1960-1980), with the intervening years (1920-1960) being a time of slow but steady growth. By 1990, the population had a net gain of 797 people, which was an increase of 53% over 90 years. During the 1990's, however, the population began to grow more rapidly, increasing by 1,564 (67.7%) in ten years.

Pendleton's growth pattern is similar to those of Indiana, Madison County as a whole, and Anderson, although there are also differences. Indiana has grown throughout the 20th century; Madison County and Anderson both grew between 1910 and 1970, when a deceleration occurred for both. The downturn in Anderson was more marked than Madison County as a whole.

The differences between each example is due partly because of the size; Pendleton's population has had more fluctuation than the state,

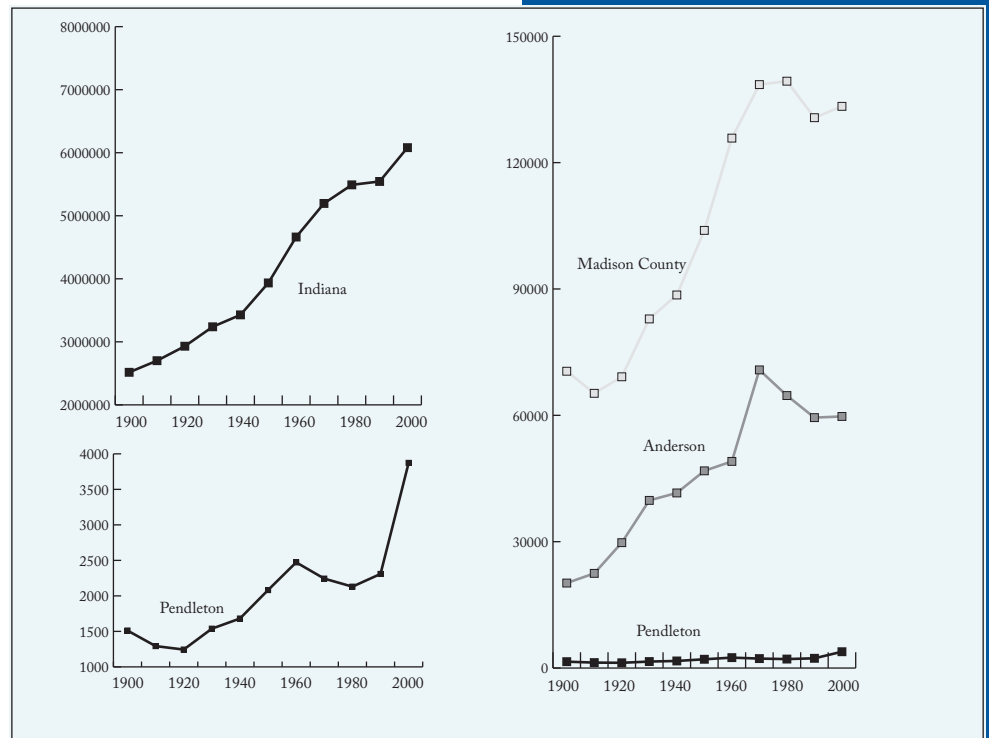


Figure 3.5 Local, regional, and state population trends.

Population: 1900 - 2000				
	Indiana	Madison County	Anderson	Pendleton
1900	2,516,462	70,470	20,178	1,512
1910	2,700,876	65,224	22,476	1,293
1920	2,930,390	69,151	29,767	1,244
1930	3,238,503	82,888	39,804	1,538
1940	3,427,796	88,575	41,572	1,681
1950	3,934,224	103,911	46,820	2,082
1960	4,662,498	125,819	49,061	2,472
1970	5,195,392	138,522	70,787	2,243
1980	5,490,210	139,336	64,695	2,130
1990	5,544,159	130,669	59,459	2,309
2000	6,080,485	133,358	59,734	3,873

Figure 3.6 Historic population.



## Pendleton Comprehensive Plan

Madison County, or Anderson because of its small population. Small increases and decreases in multiple towns like Pendleton tend to make the population patterns in larger jurisdictions more uniform.

The population patterns for Pendleton, Anderson and Madison County, and Indianapolis demonstrate, first, a marked and ongoing increase in Pendleton's population, as well a shift from local to regional commuting.

Traditionally, Pendleton's residents have worked in or around Pendleton, Anderson, or elsewhere nearby. The economy was oriented around agriculture and manufacturing. In the last 20 years, however, traditional manufacturing operations have been leaving the Anderson area, and agricultural jobs have decreased due to the rise of agribusiness and the conversion of agricultural lands. At the same time, business and residential areas on the northeast side of Indianapolis have been on the rise, putting work and residences within an acceptable commuting time to Pendleton and southern Madison County in general.

As a result, an increasing number of local workers have been commuting to the Indianapolis area, an increasing number of Indianapolis workers are taking up residence in Pendleton and surrounding areas, and a decreasing number of individuals are living and working in Anderson.

The recent trend of Indianapolis workers moving to Pendleton is reflected in its spike in population between 1980 and 2000, when the town grew by 1,743 people, going from 2,130 to 3,873 (an 82% increase) in 20 years. Although this marked increase is highly significant for Pendleton residents and public officials, it is less so when viewed in the perspective of the county and region, since Pendleton is a small town to begin with.

With 3,873 persons in the year 2000, Pendleton constituted only 2.9% of Madison County as a whole. Accordingly, Pendleton's 1980-2000 population increase had little effect on the county, the population of which dropped from about 139,000 in 1980 to 130,669 in 1990, and then increased by about 3,000 in 2000.

Changes in the population of the City of Anderson, with about 60,000 residents, has a more significant statistical impact on the population of Madison County than Pendleton. Anderson's losses in industry have been reflected in a decline in population, from a high in 1970 of about 70,000 people to a low of 59,459 in 1990; the population increased slightly to 59,734 in 2000.

Traditionally, therefore, the population patterns for Madison County has reflected changes in Anderson's population. However, the diver-



gence of the two populations between 1990 and 2000, when Madison County increased slightly and Anderson remained about the same, suggests that an increased number of individuals from Indianapolis are moving into other areas of Madison County.

In sum, Pendleton has been experiencing an increase in population since 1980, and this trend is anticipated to continue. The local growth has primarily come from Indianapolis, which is anticipated to continue to grow and expand northeastward along the I-69 corridor. As more residential, commercial, industrial and institutional establishments are established closer to Pendleton, more individuals are anticipated to choose the town as a place to reside.

The implications of this growth include:

- An indication towards continued growth,

- New residents being largely Indianapolis-area workers,

- A resulting increase in daily traffic as workers commute between Pendleton, Indianapolis, Anderson, and other areas within the region.

### **Land Area**

Pendleton's land area has expanded by 590% since 1990, from 781 to 4,604 acres (see Fig. 3.7 and 3.8, next page) The annexations have occurred nine times since 1990, and the town is currently considering three more potential annexation areas. If all three are pursued, Pendleton will occupy nearly 16,000 acres in southern Madison County.

Most of the lands that have been assimilated are agricultural, with some residential, open space, water bodies, and roadways included. Perhaps the most significant point of inclusion is the I-60 interchange, the immediately surrounding area of which was incorporated in two phases, first in 1993 and second in 2006.

The primary reason for the expansions is to manage the development that has been occurring and is likely to continue to occur in the town's periphery. With no control over land conversion, it is difficult for the town to integrate new development into its existing urban fabric, to minimize negative impacts in the form of traffic and pollution, or to recoup the cost of extending its services to outlying areas.

### **Density**

Within the corporate limits, Pendleton's highest densities are generally located in and around the downtown, and in scattered areas in its periphery. Much of the land taken up recently with its annexations is agricultural, with little or no development, so these areas are markedly lower (See Fig. 3.9).

The overall population density within the town limits is 538 persons per square mile, although if the agricultural areas are excluded, the



# Pendleton Comprehensive Plan

Figure 3.7 Land area expansion in acres: historic and proposed.

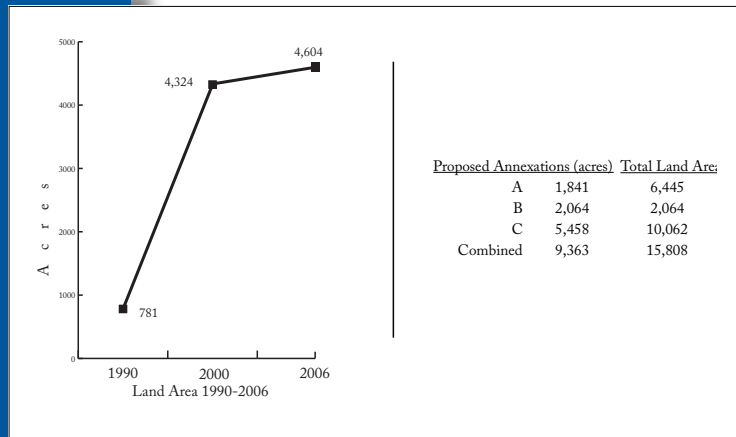
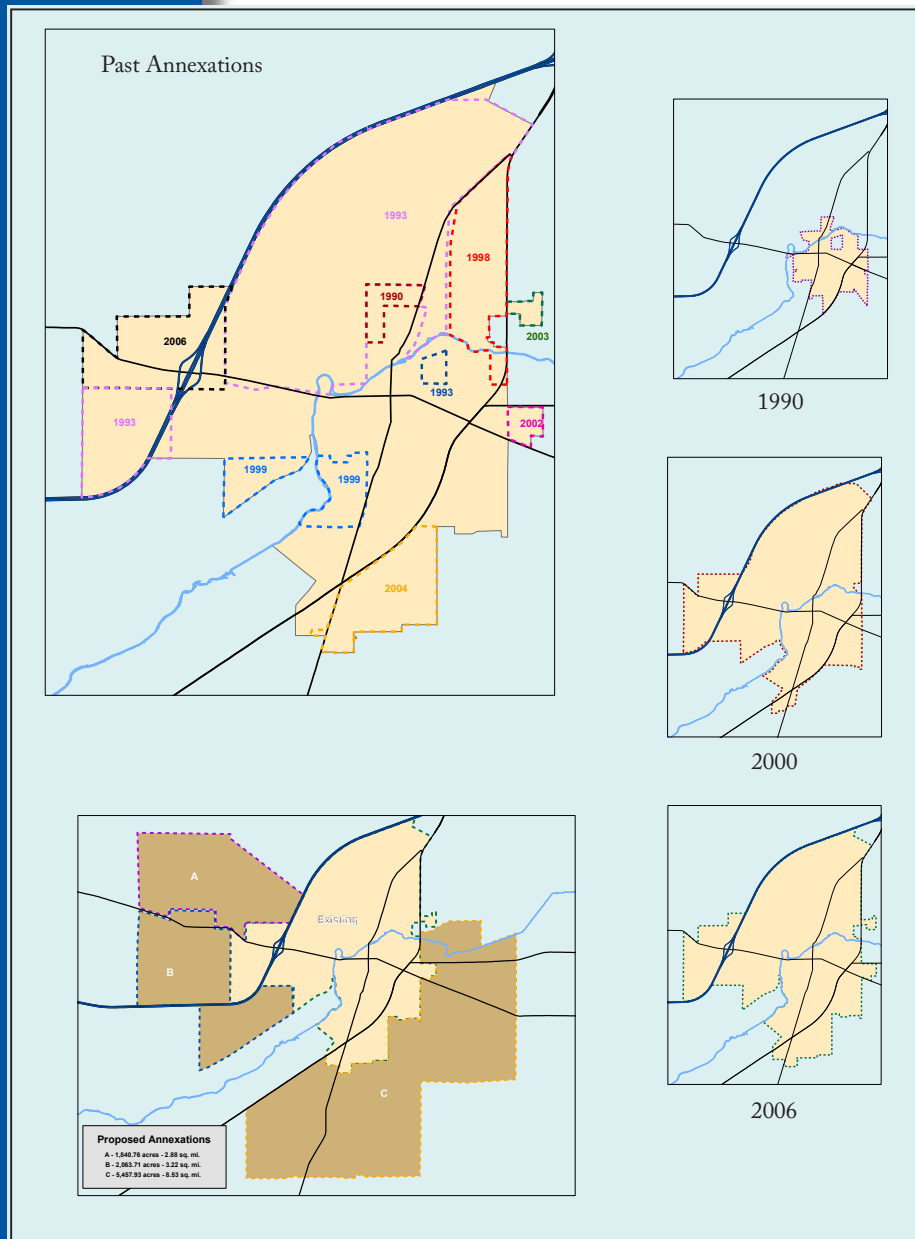


Figure 3.8 Corporate limits over time and proposed annexations.



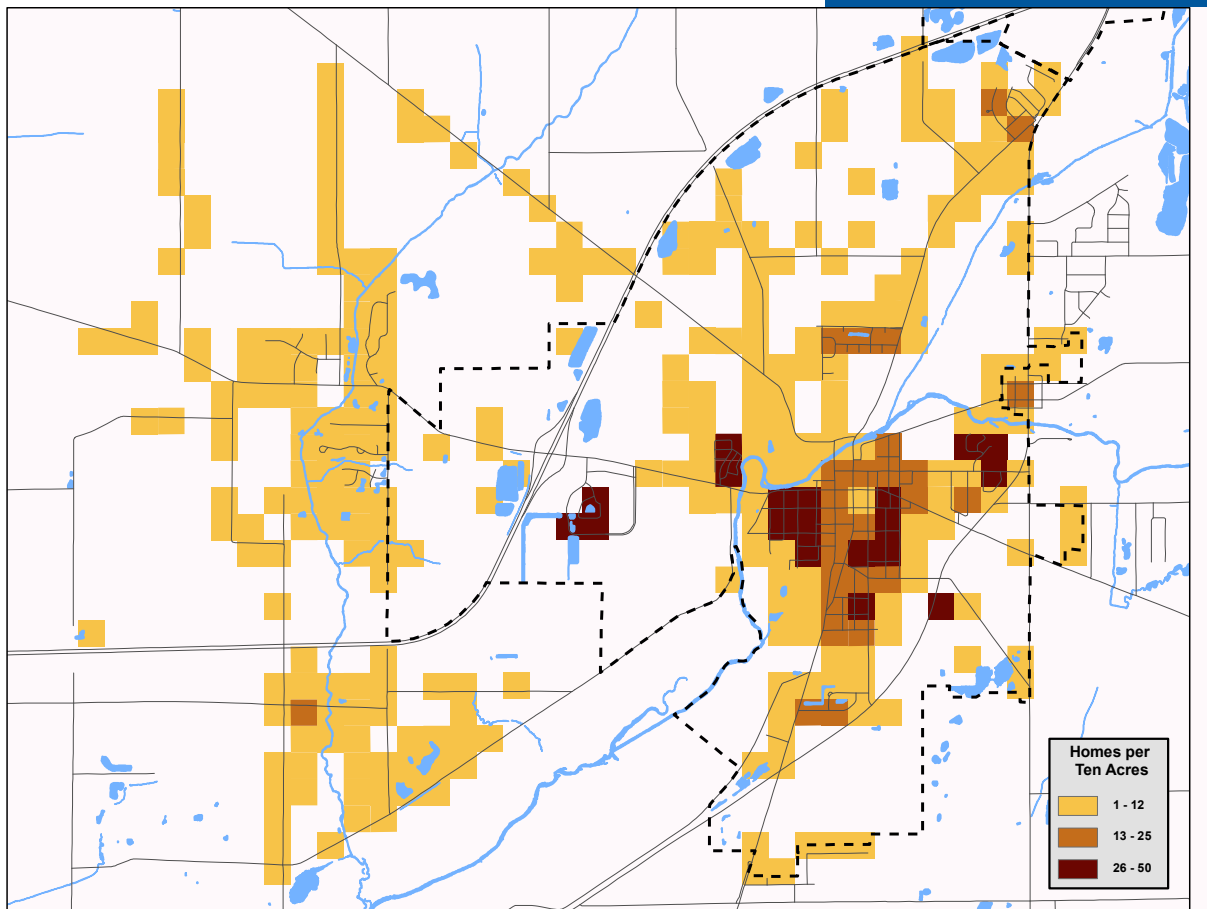


Figure 3.9 Household density.

number increases to 775.

Since the census would not take into account populated and unpopulated areas, Pendleton's density will be considered to be 538 persons per square mile, which puts it very close to average for the state. According to the 2000 U.S. Census, the median density for the state's 600 cities, towns and places is 531 .45 p./sq. mi. The highest population density in Indiana is West Lafayette, with a density of 5,220 p./sq. mi., and the lowest population density is in New Amsterdam, which has 13.2 p./sq. mi. Pendleton's population density is, therefore, well within the normal range for Indiana.