
Planning an Exciting Future

Right: Preservation of community character is the prime directive. Community character detail, 2011.
Strategies

To better clarify the plan goals and provide additional information about their potential implementation, this plan includes a discussion of potential strategies to be used, organized by goal.
Prime Directive: Character

Preferred development zone

A preferred development zone can simply be a zoning overlay district in which additional incentives are given. Pendleton, as a highly capable, relatively small municipality with two (three with fiber optic) public utilities has a wide range of incentive tools that could be utilized. It is especially important that development within the preferred development zone be encouraged to achieve at least moderate density and a mix of uses.

A “habitat” land-use paradigm

As long as zoning ordinances continue to be defined in terms of mandatory setbacks, screens, and single uses, development will continue to fail to promote the kind of community character that Pendleton obviously values and wishes to promote. Pendleton will need to step up to completely re-write its ordinances in a revolutionary way. Traditional single-use zoning ordinances are based on defining land use classifications and applying those land use classifications to specific locations. Instead, zoning ordinances should define areas of similar character (districts), analyze existing conditions within those districts, and write development ordinances for each district that define how new development can match the character of existing development in that district (or move towards the character of development that the town would like to promote in that district). Land uses allowed should be approached with the idea that multiple land uses should be encouraged to co-exist in close proximity as long as they are compatible (as opposed to the idea that mixed land uses are the exception), and the ordinances could even be written to promote or require a mix of land uses within a given district.

An anticipated objection to this strategy is the concern that landowners will object to zoning changes. These objections would likely occur in two forms: objections due to land use or form requirements, and objections due to a desire to be included in one district as opposed to a different nearby district.

The first objection is unlikely, or easily handled, on account of the methodology of this strategy. The allowed land use and form requirements would be based on existing conditions in a district, and so would be very unlikely to disallow existing conditions in a district. When it did occur, the conditions would likely be very similar to what occurs under the present zoning paradigm: either due to an unkempt property or due to an increase in standards, both of which can be dealt with. Especially given the attitude that multiple land uses should be encouraged, a "downzoning" or "taking" situation would be extremely unlikely.

The second objection, the desire of a landowner to be included in one as opposed to another district, would very likely occur, but wouldn’t likely pose a significant problem. Each district would be defined by its distinct characteristics, which would provide an objective test of whether a property ought to be included in that district. Districts should be sized at a small-enough scale (often following historical plat addition boundaries, which would provide an alternative objective district definition) that each district’s characteristics could be clearly defined. In cases where the district borders "feather," like in downtown, there could be a provision for feathered district definitions (with some restrictions; e.g. a property can only be in a district that the property is not actually contiguous to if the property is within a maximum of 250 feet of a property that is in and contiguous to that district).

Ultimately, this zoning paradigm would imply and create a development paradigm in which developers are literally encouraged to do what planners have always wanted them to do: build in harmony with existing conditions. In contrast, existing zoning paradigms de-humanize the development process and encourage developers to construct sterile buildings and environments. Although the

The Town of Pendleton, Indiana
existing zoning paradigm seems more objective, this is an illusion because development history, form, and character definitions can all be objectively described and defended. The only other foreseen objection—aside the fact that the idea is new—is that the district analysis and definitions would be expensive to prepare. Again, this is an illusion. Towns spend many thousands of dollars to prepare and maintain traditional zoning definitions and standards, and through grants, volunteers, or direct payment spend thousands of additional dollars on architectural surveys, housing stock surveys, historical studies, comprehensive plans, downtown revitalization plans, and the like. This new zoning paradigm would automatically utilize much of the content of, and serve much of the purpose of, all of these types of plans and studies. As such, even if the district definitions had to be prepared over time by multi-purposing other types of planning, the preparation of the district definitions could easily be funded under the same funding framework that planning has traditionally been funded under. This also brings up a final point, that this type of zoning would bridge the gap between municipal legal environments and plans and the implementation of other types of plans that strive, sometimes without teeth, to make positive impacts on community character.

Plan for predicted housing needs
One of the chief drivers of sprawl is the demand for, or development of, new residential construction. By anticipating and planning for this demand and/or development, a municipality stands a much better chance of achieving positive growth. Instead of dealing with bad growth that is ill-located and ill-developed, or compromising over growth that is well developed, but badly located, the town can achieve growth that reinforces and improves town character. Based on community input and the 2006 Comprehensive Plan, such growth would be walkable and encourage an involved community, and thus be located close to the town core and developed in a style that encourages resident pride. If Pendleton wants to achieve this type of growth, it can do so by creating a development environment that also encourages this type of growth.

First, good development ordinances and preferred development districts can be utilized so that desired growth is incentivized. Remembering that town prosperity is ultimately defined by tax dollars and the general desirability, and thus quality, of the town, reasonable incentives, such as fee waivers and expedited planning approvals, should be amply provided. In addition, some good ordinance characteristics like dense development and mixed uses, are also beneficial to developers operating according to market forces. Secondly, the town can create community non-profit resources that also encourage desired growth. Pendleton could work with local non-profits to create a revolving fund that will finance high-quality developments within the preferred development area. By bringing access to low- or even reasonable-interest financing to the table, Pendleton (through the non-profits, which also do not have the restrictions that local governments do) would have an extremely strong hand and could create irresistible draws to develop in a style that meets the standards required by the financing. Upon considering the influence that banks and investors have on developers, it is clear that the town would have considerable latitude. In turn, positive development will also meet the stated goals of many community non-profits, and the use of a revolving fund will allow funds to be utilized repeatedly.

Finally, the town can simply use its unique local knowledge, expertise, and influence to work with developers to encourage them to develop where the town would like them to develop. To accomplish this effectively, planning officials need to do two things. First, planning officials would consider the types of residential development projects that could potentially be brought to the table, and then determine where those...
projects could practically achieve town goals while delivering a high profit to a potential developer. Second, the town must promote the idea that it is advantageous for developers to bring the town into the development process early. At this point, the town is in a perfect position to show potential developers that the town has made it in the developers’ best interests to develop in the way that the town would like to promote. Planners can ensure that developers are aware of incentives, planners can bring non-profit resources to the table, and planners and suggest specific alternative project locations that would meet the goals of all parties.

Increase utilization of downtown

Although many towns can and have spent ample time and money attempting to bring dead downtowns back to life through physical enhancements, the key to a vital and attractive downtown is active land use. Physical enhancements have their place in encouraging or catalyzing renewed interest in a downtown. Ultimately, however, vital downtowns have people in them—people living in them, people eating and shopping in them, and people working in them. Fortunately, Pendleton’s downtown does moderately well. The downtown enjoys three municipal offices (the town hall, the police department, and the fire department) that all serve as reliable anchors, and the downtown is closely linked with the surrounding medium-density residential development. Vacant commercial spaces are almost always filled within several months. Unfortunately, downtown businesses have a high turnover rate, especially among the types of businesses that attract people to a downtown for fun, like antique shops, bars, and restaurants. Ultimately the goal should be to see these businesses succeed and increase in number. The best way to do this is to improve the immediate local customer base (i.e. get more people living and working downtown).

Increasing the number of residents living downtown should be easy. The town allows multi-family and “second floor” residential downtown as conditional land uses (Pendleton Zoning 1997). The town should work with the Pendleton Business Association to actively encourage building owners to convert second and third floors to residential apartments. The Pendleton rental market has been extremely healthy even in the recession; so building owners who convert upper floors to rental units would have an almost guaranteed income. The anticipated problem is that building owners may not have the capital to make needed improvements or may face compliance issues. It would be in the interest of the town to try to work with building owners on code compliance where safe and appropriate. In terms of capital, another revolving fund would serve the interests of all involved—the town, building owners, and non-profits interested in promoting the welfare of Pendleton.

Increasing the number of workers downtown is slightly more challenging because the office space market in Pendleton is less defined than the residential rental market. Again, offices are often appropriate uses of upper floors of downtown buildings. The issue here may again be somewhat related to simple lack of offerings—few downtown buildings offer their upper floors for rent. In conjunction with the provision of a municipal fiber optic utility, however, the Pendleton downtown office market has the potential to really take off. In this case, market forces would heavily favor the location of business offices downtown. In order to ensure this outcome, Pendleton should absolutely step in to grease whatever wheels are required to get “new economy” office tenants into historical downtown buildings, or appropriately developed infill buildings. Once these steps are taken, downtown restaurants, bars, and shops become much more viable.

The Town of Pendleton, Indiana
Goal A: Conservation

Conserve habitat lands
Pendleton's best course of action to ensure the preservation of habitat lands is to secure conservation easements by negotiating their purchase or donation. Frequently, a land trust will be utilized to receive this easement. Conservation easements essentially involve the permanent relinquishment of the right to develop on a piece of land. This restriction is recorded on the deed of the property and transfers intact to any new owner. In turn, the value of the land is reduced for property tax purposes by the value of the development right, to the benefit of the owner. In addition, property owners who donate a conservation easement or sell it at a reduced price can deduct the value of the development easement from their taxes, which equates to a monetary value equal to the donor's highest tax bracket. Obviously, Pendleton's top priority should be to secure donations, but in some instances the easement may be worth purchasing. Protecting wooded riparian corridors and wetlands are high priorities. Secondary priorities would include large wooded areas and other riparian corridors that are not wooded. Unwooded riparian corridors should be restored, and there are myriad grants available for this purpose from governments at all levels and from non-profit organizations.

Property owners are frequently willing to discuss conservation easements because existing habitat areas often reflect land that is difficult to use anyway. In addition, many people see the protection of habitat lands as the "right thing to do," which assists in negotiations.

Conserve agricultural lands
Agricultural conservation is a trickier issue than habitat conservation due to scale and more intensive economics. Conservation ordinances can also be used as a tool with agricultural conservation, and Pendleton should definitely set up a system so that agricultural conservation easements can be accepted. Due to the amount of extant agricultural lands, however, Pendleton will most likely be limited to gaining these easements through donations. This does not, however, mean that Pendleton is powerless to encourage these easements, however. Farmers who donate these easements can still farm the land, and they also receive substantial tax benefits. As a result, the town may be capable of persuading many landowners to donate an easement, especially in conjunction with education about the benefits of the easement to the landowner and the larger problem of agricultural land encroachment.

Some additional help for this issue can come from Pendleton's efforts to shift new residential development to preferred development areas that are located close to the town. This will relieve pressure from large developers, but may not stop individual homebuilders. Additional help can come from careful zoning ordinance requirements that recognize the agricultural character of agricultural lands and, in sharp contrast to the zoning strategy within town, utilize appropriate use restrictions.

Goal B: History

General Strategy
Rather than being generally "historic," Pendleton, like any other place, is historically significant within certain historical contexts and not others. For instance, although there is a Revolutionary War veteran buried in the town cemetery, Pendleton is not significant in the historical context of the Revolutionary War. Pendleton simply did not play a major role (or indeed exist) during the Revolutionary War. Pendleton is, however, significant within the historical context of the industrialization of Indiana. A historical context is an era or a trend in history, like a war or an economic or social period. Pendleton's relevant historical contexts are listed in the underlined headings below, and while these may not be comprehensive, they appear to be the strongest claims Pendleton has on history.

A historical context is valid when a reasonable concentration of
evidence of that historical context remains. For instance, many major components of the industrialization of Indiana occurred within Pendleton, and a large amount of evidence of this fact still exists, including architecture, stone railroad bridge abutments, raised earth along former railroad rights of ways, and a still-functioning historical railroad. It is important to differentiate between tenuous connections that can be drawn between Pendleton and a given historical event and the fact that Pendleton actually played an important role in a given historical event.

A significant part of Pendleton's economy rests on the service sector (as noted in the Economics inventory), and an important part of this is tourism. An Indianapolis resident who is looking to take a day trip to a historical location, however, has little incentive currently to come to Pendleton. A resident of Indianapolis can, almost literally, choose any state route out of Indianapolis, drive about an hour, and end up in a “historical” town. Right now, how are these potential customers, future residents, or even future Pendleton business owners supposed to know that Pendleton is any different? The average historical town cannot claim the level of legitimate historical significance that Pendleton has, but true historical significance and attractiveness rests on specificity and legitimacy. The question is, how to go about making this change in Pendleton's image? First, Pendleton must begin to think of its historical identity in terms of its specific historical contexts. This requires town officials, or whoever will spearhead this project, to form in their minds a coherent narrative of what make Pendleton historically significant (this plan makes the suggestions found underlined below). Then, the town should begin to educate business-owners and the public so that they also understand what, specifically, makes Pendleton historically significant. This begins the process of re-shaping Pendleton's reputation from just another “historical” small town to being known as the place to go to learn about the settlement of Indiana, or the industrialization of Indiana, or the best place in Indiana to learn about Frederick Douglass, or the best place in the entire country to learn about the Fall Creek Massacre . . . and so on.

Secondly, although historical resources abound all over the town, people need appropriate signage to find them. This can be achieved relatively easily. First, Pendleton simply needs create a list of its historically significant resources. Then, Pendleton can create a wayfinding system that begins downtown. A visitor could simply go the central kiosk downtown and see where all of Pendleton’s historical resources were. Helped by some additional signs at key points, any visitor could easily enjoy a day of semi-guided sightseeing, and this capability would undoubtedly attract tourists, who would also shop, eat out, and potentially want to live, work in, or bring their business to, Pendleton.

Finally, Pendleton can create interpretive signage, or in some cases destinations or exhibits, at those resources. This action begins to transform the historical Pendleton sightseeing tour into a museum-level experience, especially when fully built-out. Consider that Conner Prairie, just down the interstate, attracts thousands of tourists. Why not bring some of these tourists to Pendleton? If they can come to Pendleton for free, experience Falls Park, shop and eat downtown AND find and learn about all the historical resources across Pendleton, what is to stop people from re-routing their day trips or even field trips to Pendleton? With wayfinding that tells visitors where to go and signage that explains what they are looking at and how it fits into history, Pendleton has enough significance to begin to attract public crowds.

While these are all relatively easy to implement, it would be ridiculous to expect the entire system to be rolled out at once. Pendleton would be best served by breaking the signage rollouts into phases.
that correspond with Pendleton's historical contexts. In other words, first create all the wayfinding and interpretive signage for one historical context, then move onto a second context once the first is finished. As mentioned earlier, Pendleton should focus on advertising specific contexts that the town is significant within, and if Pendleton advertises one of its historical contexts then it would be nice if visitors could be guided to appreciate that context when they get into town (with wayfinding and interpretive signage).

A less expensive, and by no means mutually exclusive, alternative is to utilize technology to perform the wayfinding and interpretive functions that signs normally would. Geocaching, a sort of modern-day treasure hunt with the use of hand-help GPS devices, would make these signs as inexpensive as electrons and low-wage web-page-construction interns. The town would simply need to publish the longitude and latitude of its historical resources, grouped by their historical contexts, and could publish descriptions of those resources alongside the coordinates. Geocaching enthusiasts can then download this data or print it out to make use of it. This sounds like an obscure hobby, but in fact it is attracting a growing number of participants who are often willing to drive some distance for a good experience. As modern phones incorporate GPS as well, Pendleton could reach out to the general public through the use of a town-created map on Google Maps. Such geocaching tours and maps could be hosted on the town's website, and would be effective in drawing tourists and in spreading awareness of Pendleton's unique historical significance.

A list of Pendleton's historical contexts and historical resources follows. It is believed that these are the most evident historical contexts that Pendleton fits into, but it is hoped and expected that others can add to or amend this list.

- Pioneer era/
  - Pre-Civil War social unrest
  - Components:
    - John Rogers, first Madison County settler
    - Original Madison County seat
    - Early pioneer highways
    - "The Falls" original settlement
    - Watermill industry
    - Fall Creek Massacre executions
    - Thomas M. Pendleton's original plat
    - Frederick Douglass lecture, mobbing, and rescue
  - Evidence:
    - Fall Creek
    - The Falls
    - State Road 38
    - Pendleton Avenue
    - Log Cabin
    - Old cemetery
    - Fall Creek Massacre executions

Pendleton's street grid following original plat
Frederick Douglass memorial stone
Friends Meeting House
Indiana's industrialization

Components:
- Indianapolis and Bellefontaine Railroad
- Big Four Railroad
- Union Traction Company Railroad (Interurban)
- Indiana Railroad (Interurban)
- East Central Indiana gas boom

Memorial stone

Geocaching as Marketing Tool

CLAYTON COUNTY, GA Joining a recently growing number of communities and regions, this county has established a geocaching challenge that attracts tourists while promoting additional area attractions. In geocaching, participants use GPS devices to discover hidden caches that often contain a small prize and a log book for recording each finder's name. This county has hidden a total of nine geocaches near county attractions, and at each one the prize is a trading card featuring information about its nearby attraction. This not only brings enthusiasts to the county to geocache, but potentially brings them back to experience the attractions that they discover. Clayton County began receiving positive feedback about its challenge almost immediately. Additionally, geocachers glowed about the friendly communities and interesting, previously-unknown cache locations. (2011 Clayton Co.)
Evidence:
CSX Railroad
Stone railroad bridge piers in Fall Creek
Stone railroad bridge abutment near Historical Museum
Raised spine of earth along eastern edge of Falls Park
Depressed spine of earth along eastern edge of town cemetery
Notable gaps in town development along former right of way of Indiana Railroad
Select architecture in downtown and north of Fall Creek (former industrial uses and locations)
Town architecture around c.1890 and c.1900 (especially downtown)
Falls Park pond (old quarry)
Idlewold Golf Course and Country Club

Roaring Twenties resort spot

Components and Evidence:
Falls Park
The Falls
Falls Park pool walls and remnants in Fall Creek
Bridge over the falls
Metal plates and bolts near falls (from water slide)
Filled-in children’s pool near Falls Pendleton Historical Museum in old bathhouse
Cast swan fountain
Park small building architecture
Downtown
Early twentieth century small town

Historic residential architecture throughout town
State Street
Post Office
Carnegie Library
Broadway Street
Falls Park

Goal C: Recreation

Continue to invest in Falls Park
The degree to which outsiders and residents praise Falls Park clearly indicates that the park represents a significant component of Pendleton’s appeal. Therefore, continued investment in Falls Park seems wise and warranted. Falls Park has a recently published Parks and Recreation Master Plan (MCCOG 2010) that it should utilize to guide future actions and investment.

Expand amateur sports facilities
With the 2003 construction of the Sports Complex (baseball and softball), Falls Park gained yet another regional significance. The complex has won wide praise and has even attracted a state little league baseball championship, as well as, somewhat randomly, a semi-pro football team, the Pendleton Pirates. This adds generally to Pendleton’s regional significance as a recreational destination, but also begins to forms a sub-category of Pendleton regional significance: amateur sports facilities. Such facilities, especially when created in coordination with local stakeholder groups (i.e. amateur leagues), have the potential to engage the local community and draw outsiders into the community. If user-groups, such as leagues, maintain the facilities (as is often the case), then the town can derive great benefit from these types of facilities at a low cost.

The first thing that Pendleton can do under this heading is to put polishing touches on the existing Sports Complex as called for in the 2010 Parks and Recreation Masterplan (MCCOG), most notably paving the parking lot and paving the shelter near the parking lot. In taking this action, the park needs to be painstakingly conscious of the negative effects that large paving projects can have, and take appropriate actions to avoid causing water quality issues. As such, permeable paving options should be considered, and/or site designs that direct water into tree canopies, vegetated swales, staged holding areas, and dry ponds (as in a Low Impact Development treatment chain). Additionally, design elements of creating large paved areas should be considered as well. The idea of paving the parking lot at the Sports Complex would be to improve its appeal and utility, so creating an eyesore that does not reflect the character of Pendleton would be an expensive waste. Instead, the parking lot should be appropriately broken up by vegetation and trees so that it can be what it
is intended to be: an amenity.

Secondly, Pendleton can expand its facility offerings. If the success of the Sports Complex can be matched, Pendleton’s recreational attractiveness would be compounded. The 1999 Parks and Recreation Masterplan (MCCOG) recommended the creation of a Soccer Complex, for which well-organized local stakeholder groups exist (football would also be an option). There is a large, adjacent parcel of land to Falls Park that could support at least four soccer fields. In addition, the adjacent section of Falls Park is underutilized and could potentially support one to three additional fields (number of fields that can be supported depends on the intended age distribution of users and field sizing). The acquisition of this land and its development as a Soccer Complex would contribute to Falls Park’s integration into the dense urban core of Pendleton. Most importantly, this would compound Pendleton’s identity as a regional recreational destination and a community with ample recreational amenities.

Create more nature trails

Recreational surveys, including the one carried out by the Statewide Comprehensive Outdoor Recreation Plan (IDNR 2006), have repeatedly shown that walking is the most popular form of recreation in Indiana. Planner observation and interviews with the Falls Park Superintendent carried out during the 2010 Pendleton Parks and Recreation Masterplan process indicate that the nature trails in the northern portion of Falls Park are extraordinarily well used. The trails were called out as a park asset in the LAND analysis (liabilities, assets, needs, dreams) portion of the 2010 Parks and Recreation Masterplan (MCCOG). As such, Pendleton and Falls Park would be well served by expanding these offerings. There is a potential opportunity to expand parks lands northward and eastward to SR-67 along Prairie Creek, and this would also serve important benefits in terms of habitat- and water quality-protection (by preserving and restoring a buffer along that waterway). This would also serve the next goal (regional trail system connection) by bringing Pendleton’s trail system closer to a connection with Anderson to the north by connecting Falls Park trails with SR-67. Finally, this connection would also position Falls Park and its circulation network in a position to connect to the vast acreages of habitat lands near IMI (and in a position to acquire IMI land when local gravel deposits are depleted). By working with other local project administrators (LPAs) to extend north and south trails further, Pendleton can make regional trail connections. Extending a trail southwest along Fall Creek, SR-67, or the former right of way of the Indiana Railroad (the Interurban) would directly link Pendleton to culturally intermixed southern neighbor Ingalls, and then on to Fortville and the Geist-area’s extensive trail network. Not only would this build on Pendleton’s identity as a regional recreation destination, but it would attract trail tourism from Indianapolis.

Connect to the regional trail system

As discussed in the above heading, walking is Indiana’s most popular recreational activity (IDNR 2006). As covered in the Regional Connections inventory section, Pendleton is being completely bypassed by Indiana’s quickly growing regional trail network. Given the role that local recreational amenities play in Pendleton’s appeal, and given the importance of recreation to Pendleton’s regional significance, Pendleton should not allow this to happen.

By working with other local project administrators (LPAs) to extend north and south trails further, Pendleton can make regional trail connections. Extending a trail southwest along Fall Creek, SR-67, or the former right of way of the Indiana Railroad (the Interurban) would directly link Pendleton to culturally intermixed southern neighbor Ingalls, and then on to Fortville and the Geist-area’s extensive trail network. Not only would this build on Pendleton’s identity as a regional recreation destination, but it would attract trail tourism from Indianapolis. Simply connecting Pendleton to the major employers located north on SR-67 would already connect Pendleton directly with local municipal center Anderson, and by working with that city, Pendleton’s trail could potentially be linked to Anderson’s downtown and its beautiful and growing trail system. Each of these trail connections is a part of the local Metropolitan Planning Organization’s plans for alternative transportation expansion.

Planning an Exciting Future 61
Many options exist for the creation of this regional trail, but one of the most compelling options ties into local history: developing a trail along the former right of way of the Indiana Railroad, also known as the Interurban. Although the right of way for much of this trail has ceded to neighboring landowners, buildings have yet to encroach on the land. Also, Pendleton owns much of the right of way due to the location of several public lands, including Falls Park, Idlewild Golf Course and Country Club, and the Municipal Cemetery. A trail connection to Idlewild Golf Course is called for in the 2010 Pendleton Parks and Recreation Masterplan (2010). Most importantly, the historical value of this trail-route selection would greatly enhance the historical offerings of the town.

Goal D: Economic Development

Attract manufacturing jobs
As discussed in detail in the Regional Connections inventory section, Pendleton has a desirable location on the regional highway network, and as discussed in the Utilities inventory section, Pendleton’s utility organization and the utility offerings at Falls Pointe Business Park are both attractive. Pendleton should utilize these strengths to attract un-obtrusive light industrial jobs to Pendleton.

Attract white-collar jobs
If Pendleton implements a municipal fiber-optic utility in Pendleton’s core, then this state-of-the-art connection in combination with the high quality of life in Pendleton will make Pendleton a very attractive location for businesses whose primary input requirement is excellent Internet access.

Implement a fiber-optic utility
Pendleton is unusually well positioned to operate a municipal fiber optic utility. Indiana’s main fiber optic lines run just 1 mile west of Pendleton’s dense population core of several thousand users. This mile is traversable by raised utility wire, as is the dense grid within the town. In other words, initial infrastructure costs to provide fiber optic service to Pendleton would be unusually low. Furthermore, Pendleton has the infrastructure and local expertise to run municipal utilities. With the addition of a telecommunications expert, the Town of Pendleton would have the resources needed to operate a municipal fiber optic utility. Fiber optic wire is the state-of-the-art in telecommunications technology, and on a cost-independent basis would be preferred over every other type of telecommunications service currently offered. Based on the experiences of other communities that have implemented municipal fiber optic utilities, Pendleton could make a rapid return on investment while offering superior service at a lower cost than is offered by the telecommunications utilities that currently operate in Pendleton. Perhaps most importantly, however, is the fact that offering

Municipal Fiber Optic Utility

REEDSBURG, WI: This town began the pioneering process of becoming a municipal fiber optic utility when it decided to connect town utility stations. From this initial infrastructure, support for a larger project grew rapidly, and the town decided to expand connections to local schools and each of 4,000 homes and 400 businesses. The total cost of the venture was $13.8 million, which was made substantially higher because the community buried its fiber lines. Yet, only five years into the project, the town’s investment has become cash-positive. At the same time, the town’s residents and businesses benefit from state-of-the-art connections speeds and save several hundred dollars each year versus existing broadband companies. In addition, this project has created several new jobs within the community administering the new utility.

(2008 Chaffee and Shapiro)
a fiber optic municipal utility would be easily publicized, would be a highly-desired amenity, and would provide an extraordinarily convincing reason for white collar businesses to locate in downtown Pendleton. This would not only provide Pendleton residents with additional good jobs, but would help to revitalize downtown.

Goal E: Alternative Transportation

Extend infrastructure
Simply put, Pendleton should extend sidewalks to developed areas adjacent to the urban core. This will promote walkability, decrease residents' reliance on cars, and improve local quality of life and land values. In some areas that were not developed at a human scale, Pendleton should extend pedestrian infrastructure as the first step in a larger program to begin to bring human scale and community character to these areas.

Create system spines
Every transportation network has a hierarchy. In Pendleton, the two essential alternative transportation connections are from the southern edge of the town, where the correctional facilities are located (which are major employers) to the northern edge of town, where the Flagship Enterprise Business Park is located (also the location of major employers); and from the western edge of town where Remy International is located (again, a major employer) to the eastern edge of town where the high school, the grocery store, and many services are located. As the population center is located at the cross of these routes, building even only these routes will allow a large number of Pendleton residents to utilize alternative transportation as a means of going to work. In addition, the North-South system spine could and should double-task as the in-town leg of the regional trail connection called for in other components of this plan, which doubles the importance of that piece of alternative transportation infrastructure. Furthermore, if the trail is built on the former right of way of the interurban trail, the same piece of alternative transportation infrastructure will serve a historical interpretive purpose, connect with the Falls Park nature trails, connect Falls Park to the Idlewold Golf Course as called for in the 2010 Parks and Recreation Plan, and route regional trail traffic through downtown.

Alternative Transportation

INDIANAPOLIS, IN The Monon Trail is a 10.5 mile urban greenway that functions as one of the nation's busiest pieces of alternative transportation infrastructure. Stretching from 10th Street just northeast of Indianapolis' core, through a number of growing residential areas, to 96th Street, the trail links a wide variety of land uses. As a result, the trail is heavily used by recreational walkers and bikers, but is also a major commuting corridor. Also assisting in the trail's success are its connections to Indianapolis' broader trail system. Over 3 million people used the trail in 2009, the same year the trail was inducted into the national Rails-to-Trails Conservancy Hall of Fame. (2009 Greenways Foundation)
Goal 1 Overall
- Preferred growth area
- New residential
- Increased utilization

Goal A Conservation
- Habitat conservation
- Agricultural conservation

Goal B Historic
- Historic resources
- Interurban trail
- Interpretive trailhead
- Facade restoration area

Goal C Recreational
- Regional trail (N-S only)
- Wetland learning center
- Trailheads
- Soccer complex
- Park land acquisitions
- Existing parks

Goal D Economic
- Light industry location
- Fiber optic service area
- Office space location
- Ext. employment cntrs.

Goal E Alt. Transport.
- Existing walkable area
- Extend walkable area
- Alt. trans. system spines

Other Symbols
- Road
- Railroad
- Waterway
- Pendleton border
- Institutional land use

(P5) Spatial graphic representation of strategies.
Comprehensive Masterplan, 2011.

The Town of Pendleton, Indiana
Comprehensive Masterplan

Planning an Exciting Future

Right: Neighborhood candy store. Local consumer establishment. 2011.
Interurban Trail
Streetscape Enhancement
Water Street Connection
Broadway St. (Facades)
Important Roads
Fall Creek
Residential Mixed Use
Office Mixed Use
Commercial Mixed Use
Res./Office Mixed Use
Green Space
Falls Park
Downtown (Facades)
Conservation Area
Soccer Complex

Interpretive Features
1. Fall Creek Massacre
2. Fall Creek Falls & Falls Park Pool
3. Frederick Douglass
4. Historic Falls Park
5. Interurban (stonework)
6. Interurban (train car)

The Town of Pendleton, Indiana
Framework Plan

Planning an Exciting Future
Building Grade
1:1 Historic
1:1 New - Good/Okay
1:1 New - Below Standard

Building Use Type
• Retail
• Food
• Service
• Institutional
• Residential (Single)
• Residential (Multiple)

Former Interurban ROW
Falls Park
Event Space
Parking

Pedestrian Circulation
Anti-Pedestrian Zone

Planning an Exciting Future
(D.7) Spaces, connection, bringing out green.
Masterplan Analysis & Concept. 2011.
The Town of Pendleton, Indiana
Analysis & Concept

Planning an Exciting Future
The Town of Pendleton, Indiana
Masterplan

Planning an Exciting Future
Existing Historic Structure

Infill: first floor commercial with upper floor residential or bed and breakfast

Infill: first floor commercial with upper floor large office tenant and residential

(D.9) Interurban trail for multiple events and public square. Site plan, 2011.

The Town of Pendleton, Indiana
"Tucked in" parking
Courtyard / Green "Injection"
Architecture inspired by c. 1900 downtown and railroad depots
"Electric" train wire physically and conceptually connects site
Push and pull of street grid and railroad right of way geometries

Rest Area /
Green "Injection"

Upstairs Apartments

Outdoor seating for restaurants and public use

Larger Space for Festivals and Events

Train car as triangulation/"pull"

Larger building for use by large white collar employer with first floor commercial

Axonometric View

Planning an Exciting Future
(D.11) Interurban wire ending State Street, Pendleton. Flickr, Hoosier Recollections 2011.


The Town of Pendleton, Indiana
Design Inspirations

Planning an Exciting Future

83
2 1/2' O.D. STEEL TUBE, PAINT BLACK, APPLY SACRIFICIAL ANTI-GRAFFITI COATING, TYP.
- EDGE OF TUBE NOT TO OVERHANG EDGE OF RAIL, TYP.
- RAIL PROFILE TO BE CLEANLY CUT FROM TUBE, AND TUBE WELDED WITH TIGHT FIT ON RAIL AS SHOWN, TYP.
- RAIL, 60 LB. ACSE FLAT-BOTTOM, NOT TO BE PAINTED OR COATED, TYP.
- GRADE, TYP.

FILE ALL EXPOSED CUT EDGES OF RAIL TO MIN. 1/4" RAD., TYP.
- SS HEX BOLTS WITH WASHERS AND SELF-LOCKING NUTS, EXCESS SHANK TO BE CUT AND FILED, TYP.
- RAIL "HEAD"
- RAIL, 60 LB. ACSE, TYP.
- CUT 30 DEGREE WEDGE CENTERED AT 36" FROM TOP OF RAIL, EACH CUT TO BEGIN AT RAIL "HEAD" AND TERMINATE AT RAIL "FOOT", FOOT TO REMAIN INTACT, RAIL TO BE BENT SO THAT GAP IS CLOSED NEATLY FORMING 150 DEGREE ANGLE AND THEN WELDED, TYP.
- GRADE, TYP.
- 12" SONOTUBE WITH CONCRETE, TYP.
- HOLD RAIL 2" CLR OF BOTTOM OF CONCRETE, TYP.

3/4" THICK, 24"x36" LAMINATE SIGN, CENTERED HORIZONTALLY ON RAIL, TOP TO BE ALIGNED WITH TOP OF RAIL "FOOT"; GRAPHIC TO BE PROVIDED BY CLIENT, TYP.
- FASTENERS TO BE LOCATED 2" FROM EDGE VERTICALLY, 1 1/8" FROM CENTER HORIZONTALLY, TYP.
- CONCRETE TO BE FINISHED WITH 2% SLOPE AWAY FROM RAIL, TYP.


(D.17) Signage with an evocative connection to place. Rail signage detail, 2011.

The Town of Pendleton, Indiana
NOTE: TREES MUST BE WATERED THOROUGHLY AFTER PLANTING.

LIMIT PRUNING; ONLY PRUNE BROKEN OR DEAD BRANCHES.

TREE TO BE PLANTED SO THAT TRUNK POINTS DIRECTLY "UP."

SPREAD 3" FOREST FINES MULCH OVER FILLED-IN HOLE; KEEP 4" CLR OF TRUNK, TYP.

BACKFILL WITH SAME SOIL REMOVED FROM HOLE, TYP.

SCORE SIDES OF HOLE, TYP.

GRADE, TYP. HOLE WIDTH TO BE 3X WIDTH OF ROOT BALL.

REMOVE ALL STRINGS, TAGS, WRAPPING, AND TAPE FROM ENTIRE TREE.

ALL TREES TO BE PLANTED WITH ROOT FLARE AT GRADE.

EXPOSE TOP HALF OF ROOT BALL, REMOVE ALL BURLAP, WIRES, STRING, AND TAGS.

FOOT TAMP BERM AROUND ROOT BALL TO PREVENT MOVEMENT, TYP.

AVOID DISTURBING SOIL BENEATH ROOT BALL; TAMP WITH FOOT IF NECESSARY.

(D.19) Installing the most important site amenity.

Tree planting detail, 2011.
Journey From Downtown to the Park - State Street facing South
Grad Crossing
Planning an Exciting Future
Journey From Downtown to the Park - State Street facing North
Planning an Exciting Future

Depot
Courtyard

Planning an Exciting Future
Journey From Downtown to the Park - Middle of block facing North

The Town of Pendleton, Indiana
Promenade

Planning an Exciting Future
Journey From Downtown to the Park - Falls Park facing North

The Town of Pendleton, Indiana
Planning an Exciting Future
(A.1) Left: Falls after a storm. The Falls on Fall Creek. 2011.

(A.2) Right: Pendleton's railroad history is impressive. CSX railroad at Pendleton Avenue. 2011.

This project was presented at the College of Architecture and Planning on April 25, 2011. The presentation took place from approximately 1:30 pm to approximately 2:00 pm in room 425. The following individuals were in attendance:

Malcolm Cairns
Rai Corbus Duffy
Britney Harvey
Chris Marlow
John Motlock
Jody Naderi
Burcu Yigit Turan
References


Indiana Biological Survey (2005.) “Eastern Corn Belt Plain Ecoregion.” Indiana University. Aquatic Research Center. Division of Fishes Projects.

Indiana Department of Natural Resources (1984.) Natural Regions of Indiana. Map.

Indiana Department of Natural Resources (2006.) 2006-2010 Statewide Comprehensive Outdoor Recreation Plan. Division of Outdoor Recreation.

Indiana Department of Natural Resources (2006.) Indiana Comprehensive Wildlife Strategy. Division of Fish and Wildlife.


Potager and Friesner (1942.) “An Ecological Survey of Berkey Woods: A Remnany of Forest Primeval in Kosciusko County, Indiana.” Butler University Botanical Studies. 6 (1): 2

Roberson et. al. (1984.) Madison County Interim Report. Indianapolis: Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology.


STATS Indiana (2002.) Historic Census Counts for Indiana Incorporated and Designated


Appendix B: References

Planning an Exciting Future