



# MADISON ON TRACK

## 2045

*A comprehensive plan for Madison's Future.*

ADOPTED BY THE MADISON PLANNING COMMISSION  
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The City of Madison would like to acknowledge and thank the following individuals and organizations that made the **Madison on Track 2045** project possible:

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*Italics = former member*



# MADISON ON TRACK



Comprehensive plans have been used for decades to aid decision-makers in the process of building and maintaining cities. **Madison on Track 2045** will help the City plan strategically for both short and long-term growth scenarios so that decisions can be based on sound information, core values, and agreed-upon goals, strategies, and priorities.





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# CHAPTER 1: AN INTRODUCTION TO THIS PLAN

Comprehensive plans have been used for decades to aid decision-makers in the process of building and maintaining cities. *Madison on Track 2045* is intended to help shape the future of Madison's economy, development patterns, character, and amenities over the next twenty years. The plan lays a foundation intended to help the City prepare strategically for short and long-term growth scenarios so that policy decisions can be based on sound data and information, established community values, and agreed-upon goals and priorities. *Madison on Track 2045* reflects the input and engagement of hundreds of residents and stakeholders interested in the future of Madison, alongside many hours of in-depth study and discussion by the consultant team, City staff, and Advisory Committee members. The result is a community-driven vision for the future and a comprehensive, action-oriented agenda designed to achieve it.

The *Madison on Track 2045* planning process began in early 2022 and was initiated to create a fresh vision and an updated planning strategy for this rapidly growing and changing community. As a bedroom community to the most populated city in Alabama, managing growth's impacts on residents' quality of life and the provision of services has become one of the foremost topics of concern for the community. In addition to managing growth, creating a functional and better-connected transportation network, ensuring the continuance of efficient and effective service delivery, and protecting community character and amenities such as the schools and parks the Madison community deeply values became the focus of this plan's creation. *Madison on Track 2045* seeks to better understand the impact of growth and explore Madison's potential in the face of aligning meaningful change with core values.



Figure 1.1 Historic Madison Station

*The planning process for*  
**MADISON ON TRACK**  
*2045*  
*began in early 2022.*



## ALABAMA STATUTES AND PROCESS OF ADOPTION



*Madison on Track 2045* has been created under authority granted to the City by state statute. Title 11, Chapter 52, Article 1, Section 11-52-8 of the Code of Alabama gives planning commissions the duty to adopt a master plan for the physical development of the city. This duty extends to “any areas outside of [municipal] boundaries which, in the commission’s judgment, bear relation to the planning of [the city].” The law is written broadly, and planning commissions can consider a wide variety of topics, but the law specifically mentions recreation, transportation, public utilities, and a “zoning plan for the control of the height, area, bulk, location, and use of buildings and premises.” In addition to considerations of health and safety, Section 11-52-9 specifically mentions the intent for a plan to guide “coordinated, adjusted, and harmonious development” of the city that would include additional considerations such as lessening danger, improving convenience, and promoting “good civic design.”

The City of Madison Code of Ordinances refers to its master plan as “the comprehensive plan of the city.” The City code requires conformity with the adopted comprehensive plan for other City plans as well as other actions related to land development such as grading. Section 11-52-11 of the Alabama Code also requires certain public and private improvements like parks, streets, utilities, and buildings to be approved by the commission, presumably in conformity with the adopted plan. Any denial of the commission can be overruled by the city council with a two-thirds vote.

This plan has been drafted in conformance with statutory requirements and considers transportation, recreation, public service delivery, and future land use in the chapters that follow. It serves as a guidance document for future land use decisions, planning, capital investment, and growth. The implementation strategy derived from research and analysis, best practice, public input, and ongoing discussion similarly focuses on alignment with statute and how this plan lays the foundation for future updates to code and policy.



**Figure 1.2** Public engagement through the process.



## PLAN DEVELOPMENT

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This plan contains data and background information assembled through various sources including the U.S. Census Bureau, Alabama Economic Development Institute, ESRI Business Analyst, and private firms (Colliers International, CBRE, JLL, and Tischler Bise), as well as independent research and data collection, proprietary computer modeling, and first-hand accounts provided by key stakeholders in February of 2022. Wherever possible, sources are cited for clarity; however, the narrative intentionally synthesizes inputs to produce a snapshot of Madison as it presently exists as well as project future conditions, informed by both qualitative and quantitative research and historic trends. Considering facts, figures, and trend lines alongside personal accounts and public perception is imperative in telling Madison's full story and preparing for future growth and change.

Madison's history of proactive planning has also been heavily considered and reflected in this plan whenever relevant. Past plans and policies studied as part of this process include:

- ❶ 2001 Comprehensive Plan (with updates through 2006)
- ❷ 2008 Future Land Use Map
- ❸ 2010 Madison Station Historic District Design Review Guidelines
- ❹ 2011 Madison Growth Plan (completed in lieu of a comprehensive plan update; includes a twelve-year implementation horizon)
- ❺ 2014 Parks and Recreation Master Plan
- ❻ 2016 West Side Master Plan
- ❼ 2018 Growth Policy
- ❽ 2018 Industrial Area Plan
- ❾ 2040 Transportation Master Plan (adopted in 2018)
- ❿ 2021 Storm Water Management Program Plan

While some of these plans are older than others, many - like the Storm Water Management Program Plan, West Side Master Plan, and the Transportation Master Plan - continue to guide growth and development decisions in Madison. In addition, other regional plans have also influenced the City of Madison and have been taken into consideration as a result of this effort. These include:

- 2013 Huntsville Limestone County Master Plan
- 2019 Singing River Trail Master Plan
- 2020 Huntsville Area MPO Bikeway Plan
- 2045 Transportation Regionally Innovative Projects, created by the MPO in 2020
- 2019 City of Huntsville's *Big Picture Comprehensive Master Plan* and updates
- 2016 Cummings Research Park Master Plan

## NAVIGATING THIS PLAN

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Madison's future begins with a healthy understanding of the city in the present day and how existing conditions, recent trends, and past decisions influence the current landscape as well as what is to come. This plan has been organized in a manner that takes the reader from historic context to existing conditions, setting the stage for public conversation on potential growth scenarios for planning 20 years into the future. The outcomes of this public discourse and engagement to date are summarized as a set of core planning principles and community values, culminating in the plan's vision statement - which serves as the foundation upon which future land use and implementation strategies have been based. Special attention was paid to Madison's mobility network (Chapter 8) as well as park and recreation amenities (Chapter 9); these chapters serve as focused updates to the existing, standalone plans in place, to better align with the overall *Madison on Track 2045* direction.



The plan consists of **ten chapters** as described in the Table of Contents that guide the reader through the following topics in detail:

- Madison's roots and historic context, including past planning efforts and the city's relationship to Madison and Limestone Counties, the city of Huntsville, the city of Athens, and the region as a whole.
- Past, current, and future demographic trends in Madison and the surrounding cities, counties, and region.
- Madison's current market position with respect to its economic base, future targets, and land use and development needs to accommodate these.
- An evaluation of the natural environment, public utility infrastructure, service delivery, parks, and open space in Madison.
- An accounting of the existing transportation network serving Madison, including current road counts, multi-modal infrastructure present, and greenway connectivity, as well as future travel demand and improvements necessary to serve the city.
- An evaluation of historic development patterns, existing community character, and the evolution of future land use and regulation to account for the growth anticipated and residents' desire to maintain quality of life in Madison.
- An assessment of existing land use and future development implications based on current zoning and development practices.
- Identification and discussion of key growth opportunities for consideration as part of the evolution of future land use in Madison, including key development areas and their role as regional catalysts in the city and region.
- Opportunities for and constraints to growth that must be considered when looking at future land uses, development practices, implementing regulation, and growth scenarios.
- Implementation strategies that will support, enhance, and move forward the goals of this plan.

Chapter 1 is the introduction, and Chapter 2 provides a brief summary of Madison's establishment and development. Chapters 3 and 4 provide important background information on current conditions and describe the planning process and role of public engagement that were discussed as part of the visioning component of this plan's development. Chapter 5 provides information on trends and the preferred growth scenario for Madison moving forward. Chapters 6, 7, 8, and 9 provide more detailed discussion on Madison's future land use conditions, transportation network, parks and amenities, and the economic implications of the preferred growth scenario. And finally, Chapter 10 explains how the community's established vision and preferred growth scenario will be implemented.

This detailed strategy is intended to help the City, its residents, service providers, community leaders, and the development community understand how to move this plan from vision to reality. *Madison on Track 2045* should serve as a framework for future growth and decision making and should be integrated into all forthcoming capital plans and staff recommendations regarding land use, infrastructure, and parks and open space, among other relevant topics. Considering the plan's guidance as part of everyday City actions and activities will be key to its successful implementation and will ensure that growth continues to benefit Madison over the 20-year plus plan horizon.



## CHAPTER 2: MADISON'S PAST



Founded in 1856 as a railroad-based textile town, the city of Madison today is a rapidly growing municipality located in the center of one of the nation's largest high-tech research economies. John Cartwright received a federal land grant for property in the Mississippi Territory that would later be called Madison Station. The Memphis and Charleston Railroad Company laid tracks through the area in 1856, and a depot was constructed in what is now Downtown Madison<sup>1</sup>. By this time, Madison County had become a center of cotton production, consistently harvesting one thousand pounds of cotton per acre. In 2017, cotton was still produced on more than thirty thousand acres in Madison County<sup>2</sup>.

Despite boom times in the early 1800s, the economy of the city and the South stalled during the Civil War. The railroad track, which helped create a community core and provided opportunities for new residents, also offered a direct route for Confederate supplies to be shipped to Georgia. As a result, the railway was seized by the Union Army in 1864 in an action that came to be known as "The Affair at Madison Station."<sup>3</sup>

Madison remained a small town until changes in the county began during World War II. In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal. Later that year, land adjacent to the Arsenal was purchased to house the Redstone Ordnance Plant. By 1943, the site had grown and was redesignated Redstone Arsenal<sup>4</sup>. Today, the Arsenal contains 38,000 acres and is the home of the Army's Materiel Command, the Army's Aviation and Missile Command, the Defense Department's Missile Defense Agency, NASA's Marshall Space Flight Center<sup>5</sup> with over 60 federal organizations and contractor operations that employ over 40,000 people. The main gate of the Arsenal is less than a mile from Madison's corporate limits.

In 1962 another significant growth and employment factor for Madison was the creation of Cummings Research Park<sup>6</sup>. Wholly located in Huntsville today, the park abuts Madison to the east. It contains 300 companies engaged in various activities, including aerospace-related research and technology, biotechnology, and a community college and state

1. <https://www.madisonal.gov/247/History-of-Madison>

2. <https://www.madisoncountyal.gov/government/about-your-county/history#ad-image-0>

3. <https://www.madisonal.gov/247/History-of-Madison>

4. The United States Army | Redstone Arsenal Historical Information

5. Redstone Arsenal | Military Base Guide

6. <https://cummingsresearchpark.com/about/#:~:text=After%20the%20death%20of%20Milton,known%20today%20as%20CRP%20West>

Founded in 1856 as a railroad-based textile town.

The Memphis and Charleston Railroad Company laid tracks through the area in 1856, and a depot was constructed in what is now Downtown Madison.

Railway was seized by the Union Army in 1864 in an action that came to be known as "The Affair at Madison Station".

In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal.



university. More than 26,000 people work in the park, many of whom have chosen Madison as their home. Of course, Madison also has industry and jobs that attract residents. Still, the growth of Redstone Arsenal and Cummings Research Park has been a primary factor in its rapidly growing residential sector.

The other significant factor fueling growth is the high quality of life enjoyed by city residents and, most notably, the performance and reputation of Madison City Schools. The City established its school system in 1998 by separating from Madison County Schools. The system serves the city of Madison as well as nearby Triana. Madison's highly educated high-tech environment led city residents to overwhelmingly support a city system that could take childhood education to a higher level. As a result, today and for many years since 1998, Madison City Schools frequently rank as some of the best schools in Alabama and compete successfully on the national level<sup>7</sup>.

7. <https://www.madisoncity.k12.al.us/domain/125#:~:text=The%20Madison%20City%20Schools%20system,education%20to%20a%20higher%20level>

## Major Growth Factors for Madison

- ① The Memphis and Charleston Railroad Company laid tracks through the area in 1856.
- ① In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal that later became Redstone Arsenal and which now employs over 40,000 people.
- ① In 1962, Cummings Research Park was created just to the east of Madison and employs nearly 26,000 people today, many of whom moved to Madison.
- ① In 1998 Madison City Schools were created. The performance and reputation of Madison City Schools coupled with the high quality of life enjoyed by city residents has fueled Madison's growth.
- ① Other growth factors affecting Madison include industrial and commercial development in the city of Huntsville adjacent or close to Madison.

Other growth factors affecting Madison include industrial and commercial development in the city of Huntsville adjacent or close to Madison. These areas include the rapidly growing Southwest Subarea identified in Huntsville's Big Picture plan. This subarea wraps around Madison from Cummings Research Park to the east to the airport area to the south to industrial growth and planned residential and commercial locations to the west. A small sliver of this subarea also runs down U.S. 72, encompassing commercial development and lands targeted for new commercial and medium and high-density residential development.

By 1943, the site had grown and was redesignated Redstone Arsenal.

1962,  
Cummings  
Research Park  
was created.

The city  
established its  
school system  
in 1998.



## Aerial View Of Madison - 1970

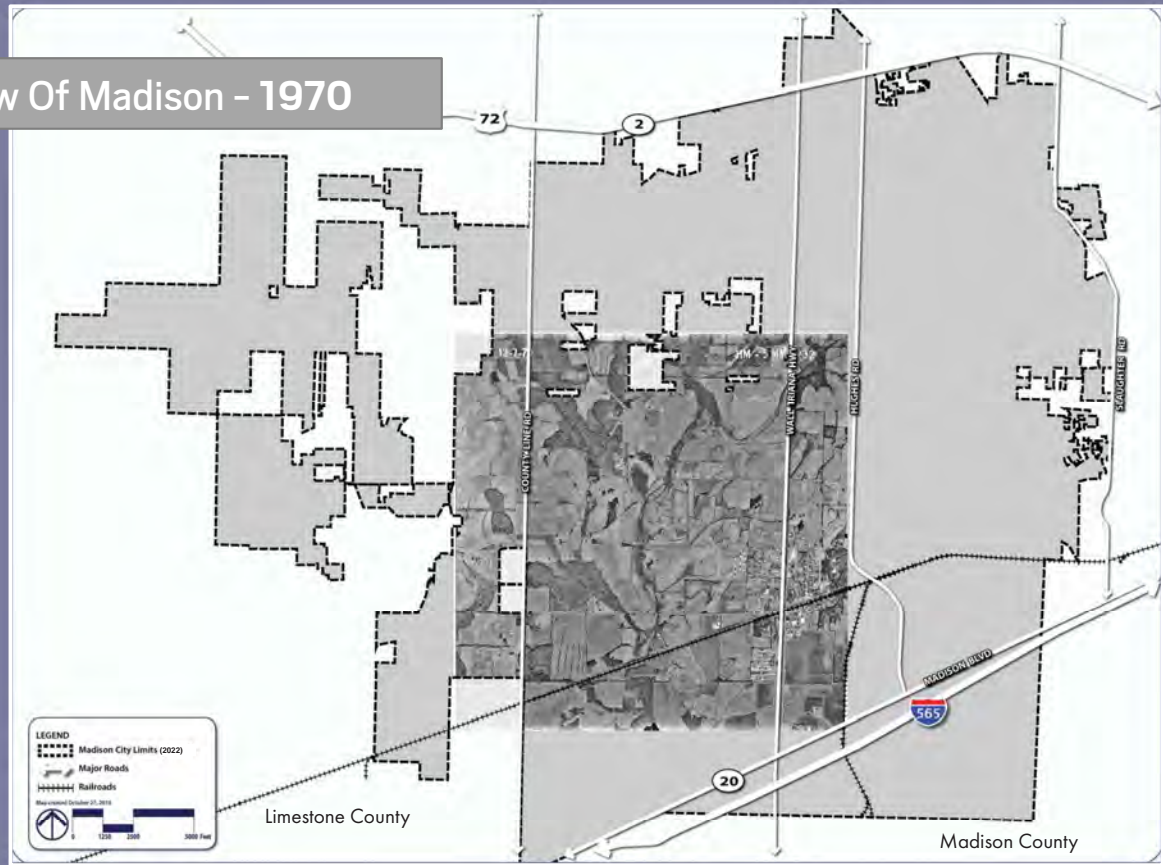


Figure 2.1 Madison in 1970

### Maps from Madison's Growth Plan

*In addition to population, Madison has grown substantially in size and complexity.*

In addition to population, Madison has grown substantially in size and complexity. A surge in Huntsville's growth to the west along I-565 and Hwy 72 in the 1990s and 2000s resulted in many annexations into Madison. A result of this fast-paced expansion today is a complex city that spans two counties and is served by many different public service providers (reference Figure 2.1 through 2.3). Another result and important planning consideration is that Huntsville completely encircles Madison, providing Madison with limited opportunities for future boundary growth. Although the two cities spent much of the first decade of the 21st century at odds with one another due mainly to the annexations, today, the cities work cooperatively on many issues, including regional planning initiatives.



## Aerial View Of Madison - 1999

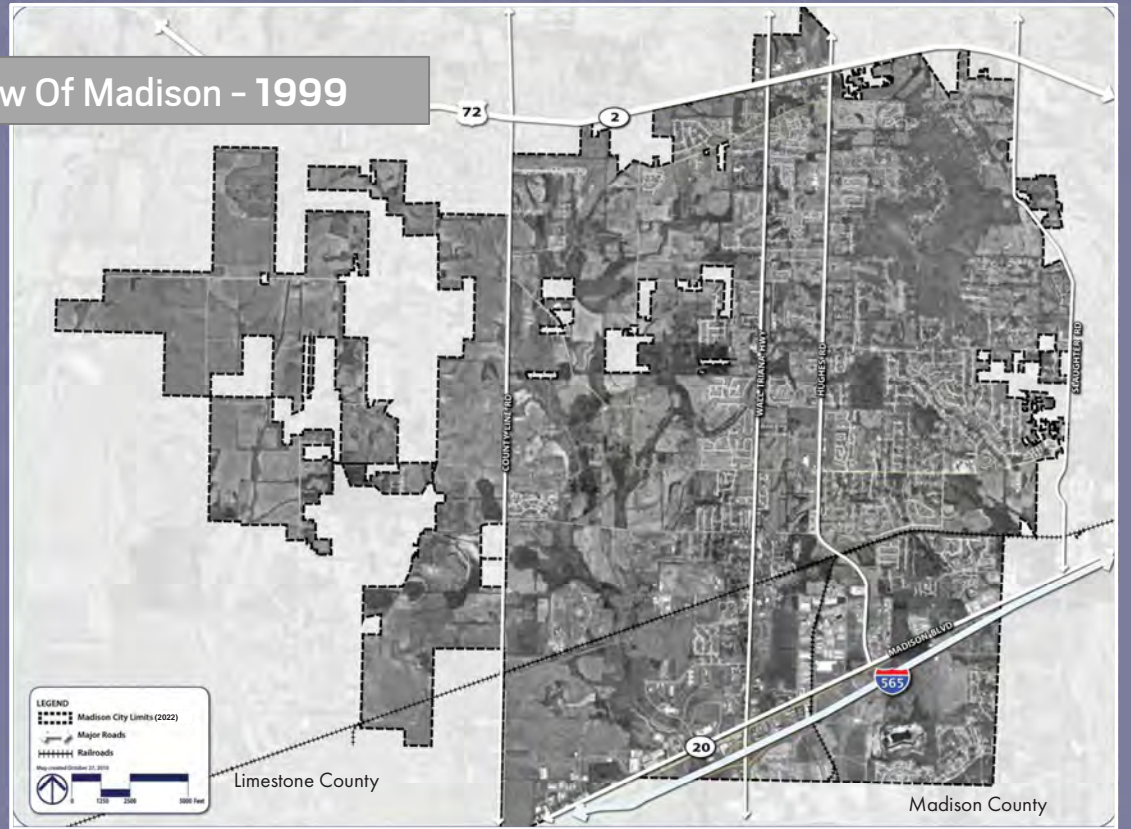
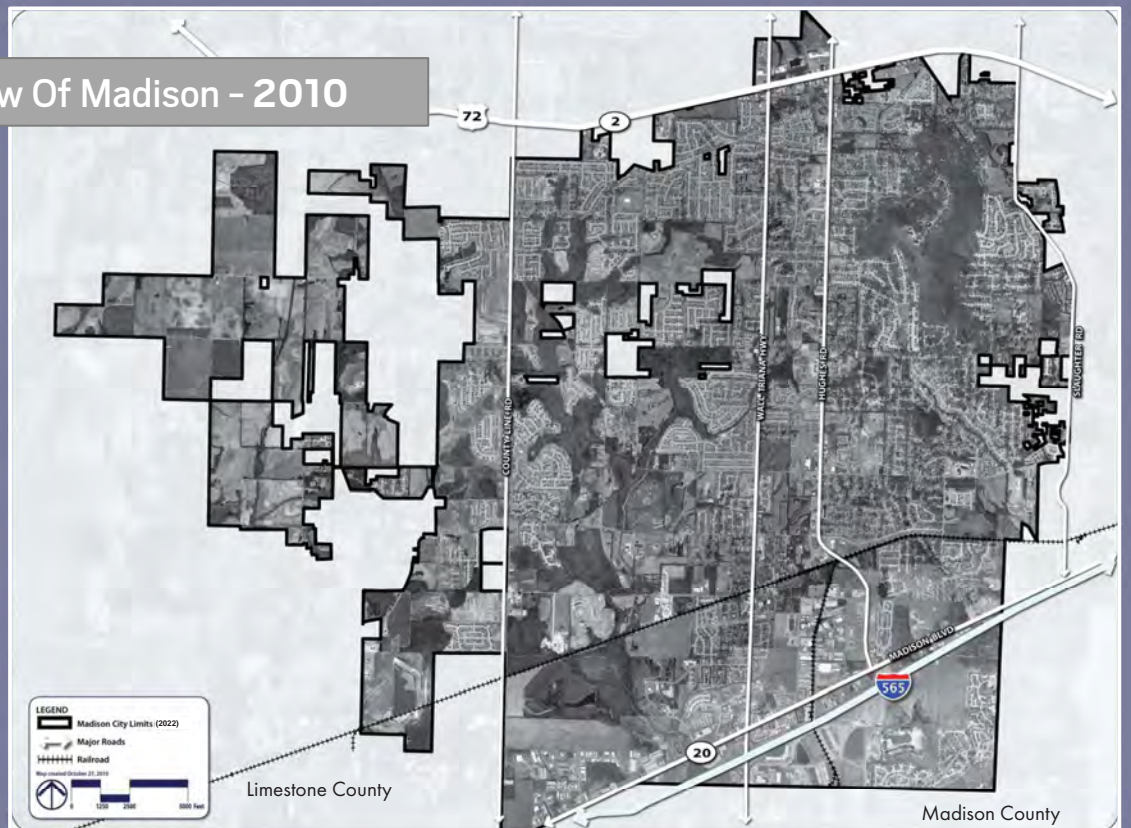


Figure 2.2 Madison in 1999

Figure 2.3 Madison in 2010

## Aerial View Of Madison - 2010





Madison's Growth Policy, adopted in 2018, establishes parameters by which the City considers future annexation, enabling a more strategic approach to future growth. Many unincorporated pockets of land entirely or mostly surrounded by the city of Madison meet these criteria. In addition, other unincorporated lands intended for commercial or industrial use, regardless of size, are also potentially annexable into the city based on the public process outlined in state law and City policy.

## ANNEXATION POLICY

***As adopted within the Growth Policy, the City currently supports and will consider new residential land for annexation when:***

- ❶ The property is approximately three acres or less in size,
- ❷ The property is part of a strategic annexation, which is defined as an annexation that results in a meaningful increase in commercial land inventory, preserves the City's ability to annex other potential commercial land, or includes property that will be offered and suitable for public facilities such as schools, critical infrastructure, fire stations, etc.

***Figure 2.4 Surrounded pockets of unincorporated lands prime for annexation.***





Madison is consistently ranked among the nation's best places to live<sup>1</sup>. The Niche ranking cited is a testament to the City's commitment to a high quality of life for its residents, and the importance of maintaining quality while also encouraging smart growth in the future. Madison's history and the evolution of City plans and policy over the years serve as the foundation for this plan and vision for Madison moving forward.

8. <https://www.madisonal.gov/325/Economic-Development>



*Figure 2.5 A traditional residential development in progress in Madison*

*In 2021, 2022, and 2023 Niche ranked the city the #1 zip code in the state, and in 2021 Money Magazine ranked it twelfth in the nation.*



*Figure 2.6 Mixed-use development currently underway in Town Madison.*



# CHAPTER 3: MADISON'S PRESENT

## THE ENVIRONMENT



### NATURAL RESOURCES

#### Physiography and Soils

Alabama is one of the most geologically diverse states in the United States. This diversity results in many physiographic sections, districts, and subdistricts. The city of Madison is located in north Alabama in the Highland Rim physiographic section and specifically the Tennessee Valley physiographic district<sup>1</sup>. The Highland Rim section is the smallest physiographic region in the state and is characterized by rolling topography<sup>2</sup>. The landforms of this section result from the differences in the way rocks and sediment erode. The Tennessee Valley district makes up the largest portion of the Highland Rim. Elevation generally increases as one moves from the Tennessee River north to the Tennessee state line<sup>3</sup>. Within the city of Madison, elevations also generally increase from west to east<sup>4</sup>.

Madison has two large hills referred to locally as mountains. These are Rainbow Mountain and Betts Mountain. Rainbow Mountain is approximately 465 ft. above Madison's Norfolk-Southern Railroad Benchmark "A" elevation of 675 ft. (located near the historic downtown area). Betts Mountain is elevated only 135 ft. above that same benchmark. The remainder of the city consists of gently rolling hills.<sup>5</sup>

1. <https://www.gsa.state.al.us/gsa/geologic/algeology>
2. [https://www.nrcs.usda.gov/Internet/FSE\\_DOCUMENTS/16/nrcs143\\_016411.pdf](https://www.nrcs.usda.gov/Internet/FSE_DOCUMENTS/16/nrcs143_016411.pdf)
3. <http://encyclopediaofalabama.org/article/h-1311>
4. From 2006 Comprehensive Plan
5. From 2006 Comprehensive Plan

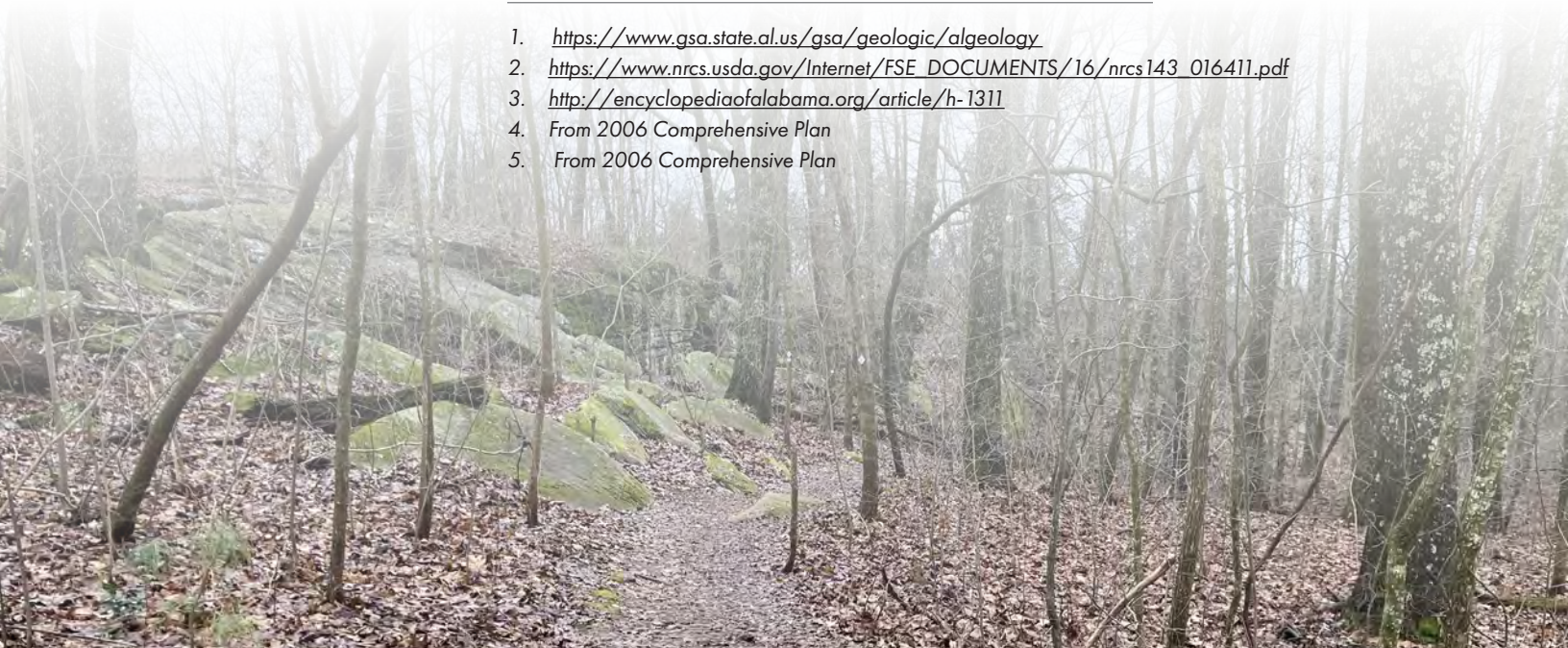
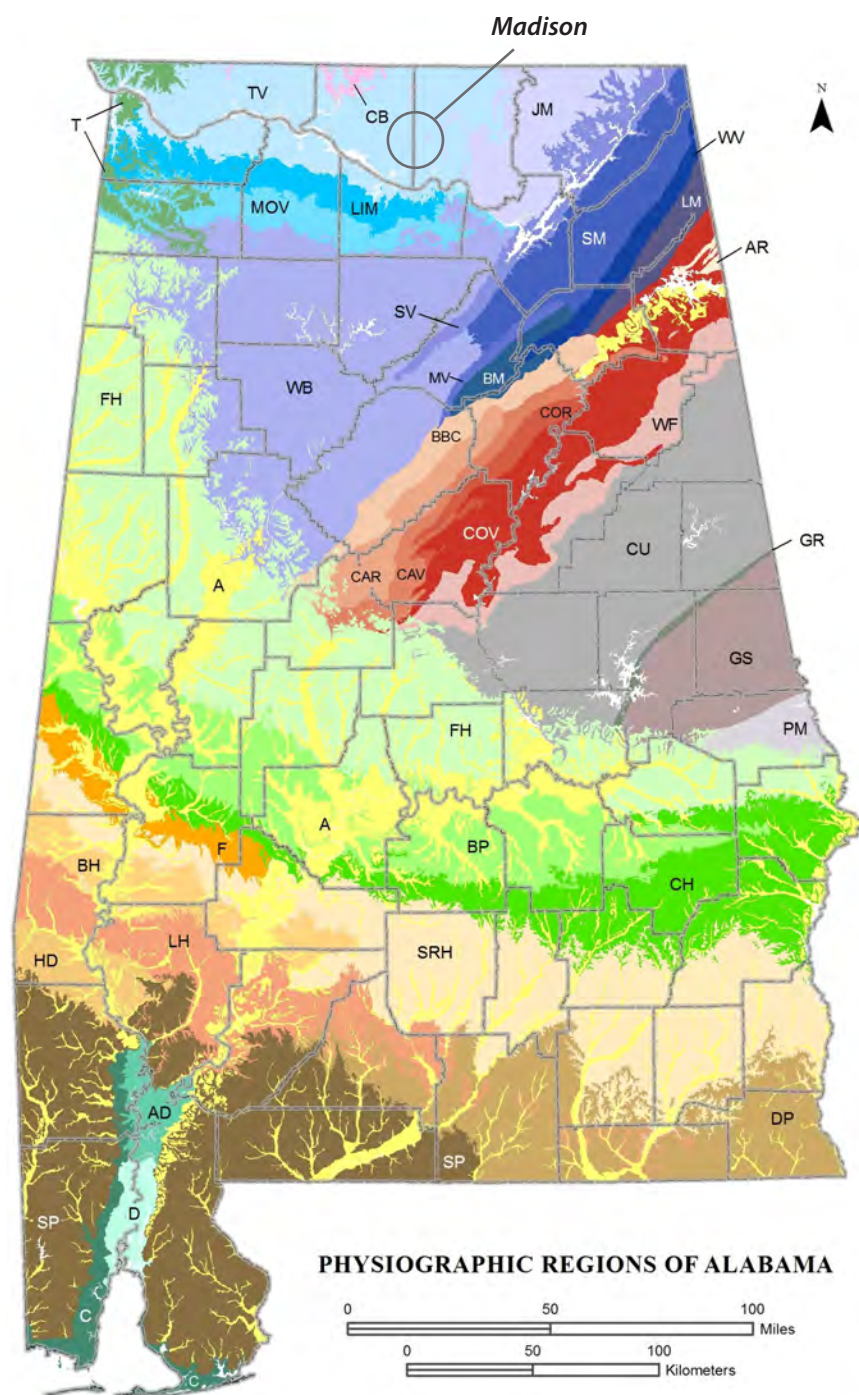


Figure 3.1 Hiking trails on Rainbow Mountain





#### KEY TO PHYSIOGRAPHIC SYMBOLS

Section	Districts and Subdistricts
Central Basin	<div>CB</div> Central Basin
Highland Rim	<div>TV</div> Tennessee Valley <div>LIM</div> Little Mountain <div>MOV</div> Moulton Valley
Cumberland Plateau	<div>JM</div> Jackson County Mountains <div>WB</div> Warrior Basin <div>SV</div> Sequatchie Valley <div>MV</div> Murphrees Valley <div>SM</div> Sand Mountain <div>BM</div> Blount Mountain <div>WV</div> Wills Valley <div>LM</div> Lookout Mountain
Alabama Valley and Ridge	<div>AR</div> Armuchee Ridges <div>BBC</div> Birmingham-Big Canoe Valley <div>CAR</div> Cahaba Ridges <div>CAV</div> Cahaba Valley <div>COR</div> Coosa Ridges <div>COV</div> Coosa Valley <div>WF</div> Weisner Frontal Ridges
Piedmont Upland	Northern Piedmont <div>CU</div> Central Uplands <div>GR</div> Gainesville Ridges Southern Piedmont <div>GS</div> Greenville Slope <div>PM</div> Pine Mountain
East Gulf Coastal Plain	<div>FH</div> Fall Line Hills <div>T</div> Transition Hills <div>BP</div> Black Prairie <div>CH</div> Chunnenugee Hills <div>SRH</div> Southern Red Hills <div>BH</div> Buhrstone Hills <div>F</div> Flatwoods Lowland <div>LH</div> Lime Hills <div>HD</div> Hatchetigbee Dome <div>DP</div> Dougherty Plain <div>SP</div> Southern Pine Hills <div>AD</div> Alluvial-Deltaic Plain <div>D</div> Deltaic Plain <div>C</div> Coastal Lowlands
	<div>A</div> Alluvial Plain

Figure 3.2 Physiographic Regions of Alabama

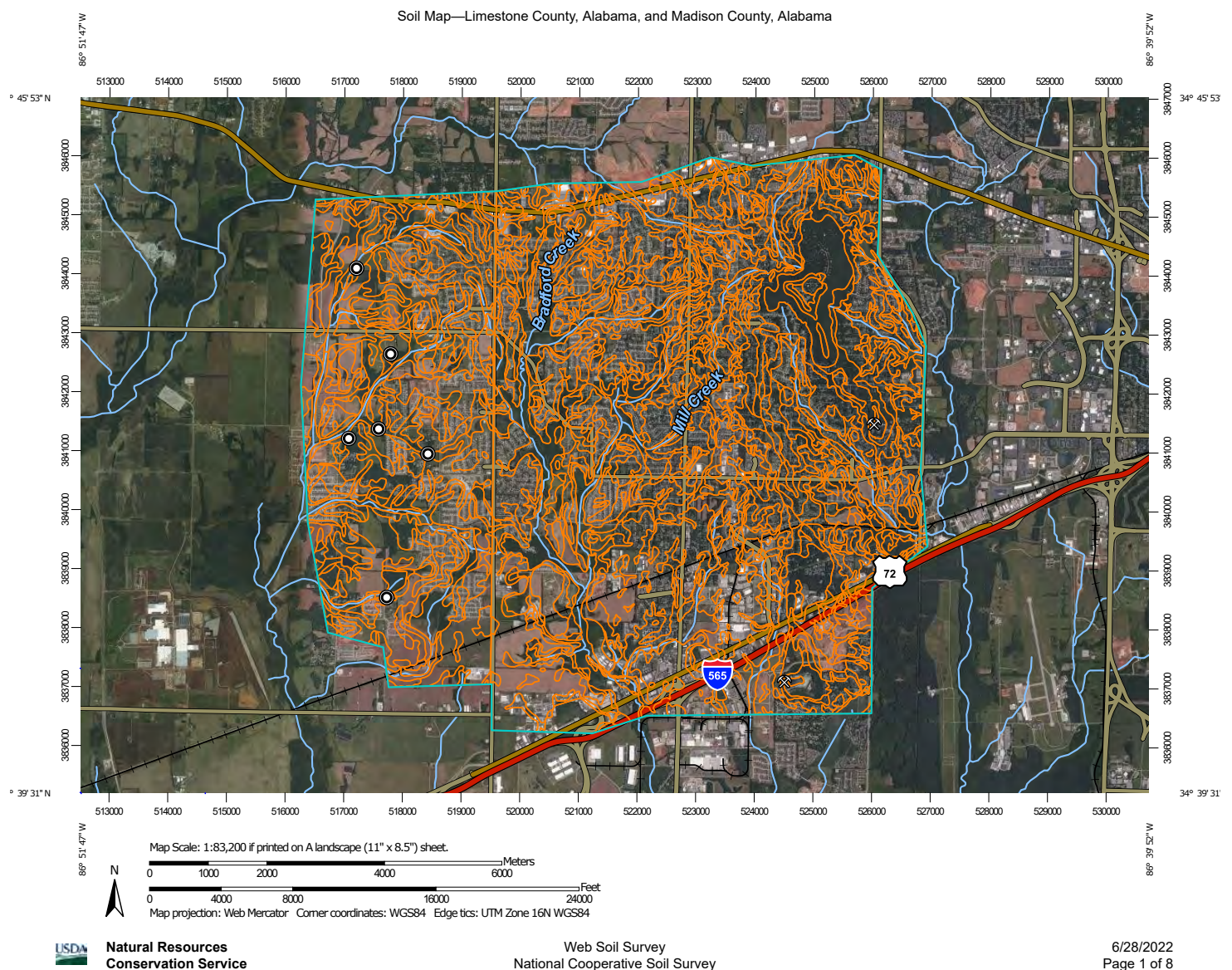


Madison has a wide variety of soils due to the wetlands, swamps, and topography that exists in and around the city. Decatur soils make up 22% of the city, with the next highest soil type being Abernathy Emory at 9.6%. Additional soil types present include Cookeville (6.8%), Baxter (5.4%), Dewey (5.1%), Guthrie (5%), and Cumberland (3.9%).<sup>6</sup> Cumberland soils are well-drained and formed from old material deposited by rivers and streams and comprised of reddish-brown silty clay loams. Decatur soils are primarily the result of the breakdown of limestone and present as red lands that extend southward from the state line to the Tennessee River. Decatur soils are generally very deep and moderately permeable<sup>7</sup>. These soils are suitable for agriculture and don't present a significant problem for construction, however, there is a possibility of sinkholes.

6. <https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx>

7. [https://soilseries.sc.egov.usda.gov/OSD\\_Docs/D/DECATUR.html#:~:text=The%20Decatur%20series%20consists%20of,range%20up%20to%2025%20percent.](https://soilseries.sc.egov.usda.gov/OSD_Docs/D/DECATUR.html#:~:text=The%20Decatur%20series%20consists%20of,range%20up%20to%2025%20percent.)

**Figure 3.3 Soil map of Limestone and Madison Counties**





## Creeks and Streams

The city of Madison is transected by many creeks and streams that drain ultimately to the Tennessee River. Five creeks are among these, including Bradford Creek, Mill Creek, and Indian Creek in the Madison County portion of the city and Limestone Creek and Beaverdam Creek in the Limestone County portion of the city. These creeks, and their accompanying floodplains, provide habitat, fisheries, and flood storage, and filter pollutants from runoff, helping to protect the Tennessee watershed, its shipping lanes, and its public water intakes. They also serve to recharge the groundwater that supplies a portion of Madison's drinking water.<sup>8</sup>

As part of its development review and approval process, the City of Madison requires developers to submit a site assessment. This assessment must delineate all creeks, floodplains, wetlands, buffers, and other natural features, and plans for new development must, to a certain degree, protect these features<sup>9</sup>.

---

8. Most of Madison's drinking water comes from an intake in the Tennessee River, established in 2019

9. West Side Master Plan

Figure 3.4 Bradford Creek in Madison



Figure 3.5 Indian Creek in Madison County





## Stormwater

Stormwater is an issue in any urban area, and Madison is no exception. Madison is fortunate, though, because most drainage basins that impact the city originate within the corporate boundaries. This means that Madison does not have to deal with too much stormwater from other jurisdictions, just a few small areas in the southeast and north in Huntsville that may drain toward Madison adding negligible amounts to the overall system.

Stormwater runoff that does not result in widespread flooding can still significantly impact nearby properties, public facilities, and natural systems. The first flush of stormwater can carry many pollutants picked up from the land and surfaces such as rooftops, streets, parking lots, and agricultural fields. Stormwater from developed areas can also race towards streams, rivers, and lakes at speeds that cause erosion and channelization and can be so warm when it gets there that it changes the biology of the receiving waters. For these reasons, the Alabama Department of Environmental Management has developed stormwater guidelines to comply with the U.S. Environmental Protection Agency and the Clean Water Act for Alabama, including the city of Madison.



In 1990, the City of Madison was included under Huntsville as an EPA (US Environmental Protection Agency) Phase 1 stormwater community, which meant that Madison was held responsible for meeting and enforcing every requirement of the Huntsville permit. In 2015, Madison became an Individual Phase II community, which also came with requirements. As an Individual Phase II community, **Madison must meet six minimum measures aimed at reducing stormwater runoff and stormwater pollution:**

- ① Stormwater collection systems operations
- ① Public education and public involvement
- ① Illicit discharge detection and elimination
- ① Construction site stormwater runoff control
- ① Post-construction stormwater management
- ① Pollution prevention and good housekeeping measures for municipal operations

As part of the City's National Pollution Elimination Discharge System (NPDES) Permit requirements, since 2005 Madison has mapped and monitored all new municipal separate storm sewer system infrastructure (abbreviated as MS4s). MS4 is defined in the City's MS4 permit as either a large, medium, or small municipal separate storm sewer system. A system may be operated by a single entity or it may be a group of systems within an area that are operated by multiple entities. It includes publicly owned concrete and metal storm drain, pipe, and ditch commonly found along right-of-way but occasionally running in easements between lots within a subdivision. Historically, these systems have been designed to capture and remove stormwater as quickly as possible with the endpoint emptying into a stream branch or creek. While the system usually works well for that purpose, it increases the amount of pollution entering waterways. It also causes streambank erosion and changes in water temperature that threaten habitat and wildlife. Streambank erosion also causes siltation in wetlands and larger waterways, impacting navigation, wildlife, and fisheries. Madison requires control and pollution prevention measures to address and minimize these issues. The City also requires developers to submit electronic as-built drawings that can be uploaded directly into the City's mapping database, helping it stay abreast of new systems. The City maintains and updates its Stormwater Pollution Management Program Plan at least every five years to reflect system-wide changes and meet the requirements of the Alabama Department of Environmental Management (ADEM) NPDES Permit.



One method of stormwater control, **Low Impact Design**, often abbreviated **LID** and also referred to as Low Impact Development, offers an alternative to conventional pipes and ditches. Instead of moving stormwater offsite as quickly as possible, it is a system designed to retain stormwater as close as possible to where it falls for as long as possible to allow the water to filter through soil and bedrock and replenish groundwater aquifers. LID also serves to remove many of the pollutants captured by the stormwater and to contain trash and debris where they can easily be removed. Two methods are bioretention areas and rain gardens, which are low areas planted with water-loving plants in areas downstream from runoff locations. While some piping, direction, and channeling may be necessary to “feed” LID features, sheet flow—the method of allowing stormwater to run unchanneled across the land—is also a core feature of LID. However, a system of swales may be used in some cases to help direct the flow. In addition to improving water quality and habitat, LID reduces the number of publicly owned storm sewer systems, reducing costs associated with stormwater management.

In addition to improving water quality and habitat, **Low Impact Development** reduces the number of publicly owned storm sewer systems, reducing costs associated with stormwater management

**Figure 3.6** *Low Impact Development Utilizing Flumes*

*Breaks in the curb (flumes) direct stormwater from streets into rain gardens. Rain gardens integrated into parking lots reduce site runoff.*  
Source: US EPA



There are more than 140 stormwater detention ponds in the city today. On average, each new subdivision adds one, and in some cases two, new detention ponds to the inventory. Stormwater detention is one method of controlling the rate of runoff and reducing pollutants by allowing particulates to settle out and trash and debris to be filtered at the intake and outflow. It is not the only method, though. Some projects are using underground storage to more efficiently use land. Another example is wetlands. Wetlands are nature's detention ponds, and, like artificial ponds, they serve a valuable role in treating runoff.

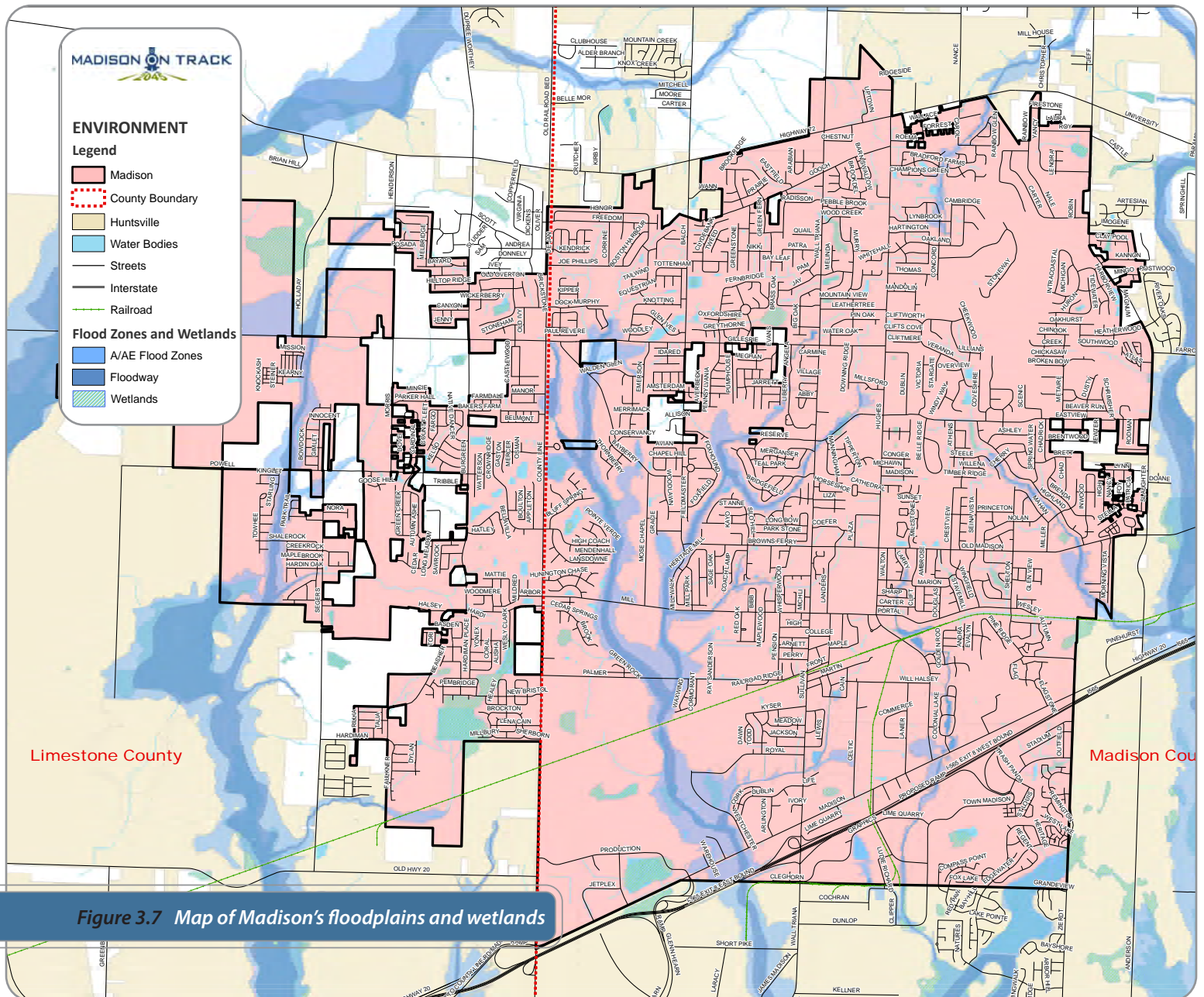




Figure 3.8 Flood Risk Today

## Floodplains

Many permanent creeks and streams that traverse the city have a floodway as well as a floodplain associated with the main channel and some of the branches. Regulated floodways are the channel of a river or other watercourse and the adjacent land areas that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. Floodplains are any land area susceptible to being inundated by water from any source. The Federal Emergency Management Agency (FEMA) classifies floodplains into different categories based on flood potential: Special Flood Hazard Areas, Moderate Flood Hazard Areas, and Minimal Flood Hazard Areas. Areas lying within certain Special Flood Hazard Area zones are federally regulated and require flood insurance<sup>10</sup> if property is purchased through a lending institution. The map of floodplains within the city indicates that most floodplain is associated with one of the three major creek systems: Beaverdam Creek, Bradford Creek, and Indian Creek, and one of three main tributaries: Mill Creek, Oakland Spring Branch, and Moore Branch.

The City of Madison is working toward acceptance into the National Flood Insurance Program's Community Rating System (CRS). This program recognizes communities with floodplain management programs that exceed minimum program requirements. Currently, 250 residents pay as much as \$250,000 per year combined for flood insurance. If Madison is accepted into the CRS Program, flood insurance rates within the city should decline.

Flood Factor reports that 1,624 properties have a greater than 26 percent chance of being severely impacted by flooding over the next 30 years. This is a relatively minor risk for the city, considering there are over 22,500 properties within the city. Still, the risk of flooding is increasing throughout the Southeast. Projections indicate that flood risk throughout the region will be significantly higher in 30 years than today.

10. City of Madison GIS

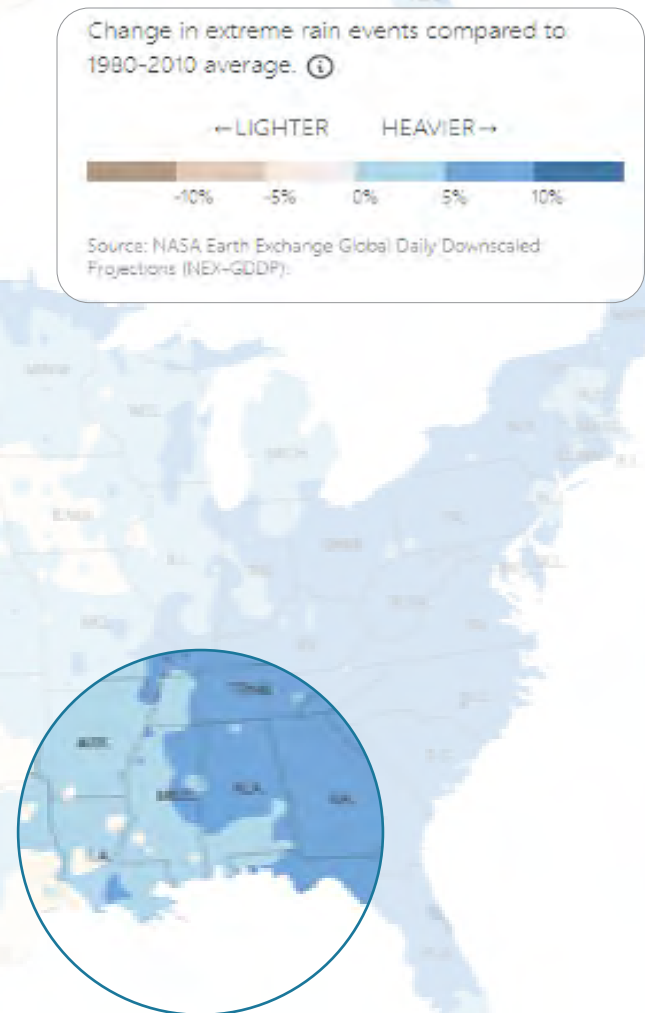


Figure 3.9 Flood Risk Increase 30 Years from Now



## Streambanks<sup>11</sup>

The banks of rivers and creeks serve as natural channels and provide critical habitat for water and shoreline wildlife. When development practices destabilize streambanks either through direct impact often caused by the removal of vegetation and ground cover as well as road crossings, or through increased stormwater flow, erosion becomes a severe problem, habitat is lost, and wildlife is diminished.

Streams serve many functions, from removing stormwater, recharging groundwater, and moving sediment and nutrients downstream to supporting instream and near-stream wildlife and plants, eliminating pollutants, moderating surface water temperatures, and serving as the source of drinking water for most of the world's population.

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11. West Side Master Plan

*Figure 3.10 Streambed Stabilization*



*Allowing vegetation to grow at least 15 feet from the water's edge helps stabilize streambanks.*



Riprap is frequently used to armor destabilized banks, and while often effective, it does little to protect or enhance function and habitat. As a result, many communities, including highly urbanized cities, are embracing a return to a more natural streambank by using live staking and joint planting. This stabilization method involves planting live, vegetative cuttings, often with the assistance of some rip rap, willow wattles, straw rolls, or similar features. Live streambanks anchor the soil, filter, and slow stormwater, shade the water, and provide water and shoreline wildlife habitat. They are also considered much more attractive than rip rap alone.

Another way to protect streambanks is to require buffers. In 2024, the City of Madison updated its floodplain ordinance to require minimum 25 foot wide buffers along floodway, and requires minimum buffers established on a case-by-case basis outside the floodway. Consistent buffer application offers increased protections not only for streambanks but the entire hydrologic system, and can go a long way towards protecting habitat, water quality, and personal property.

*Figure 3.11 Natural Streambank*



**Bradford Creek**

Source: Land Trust of North Alabama



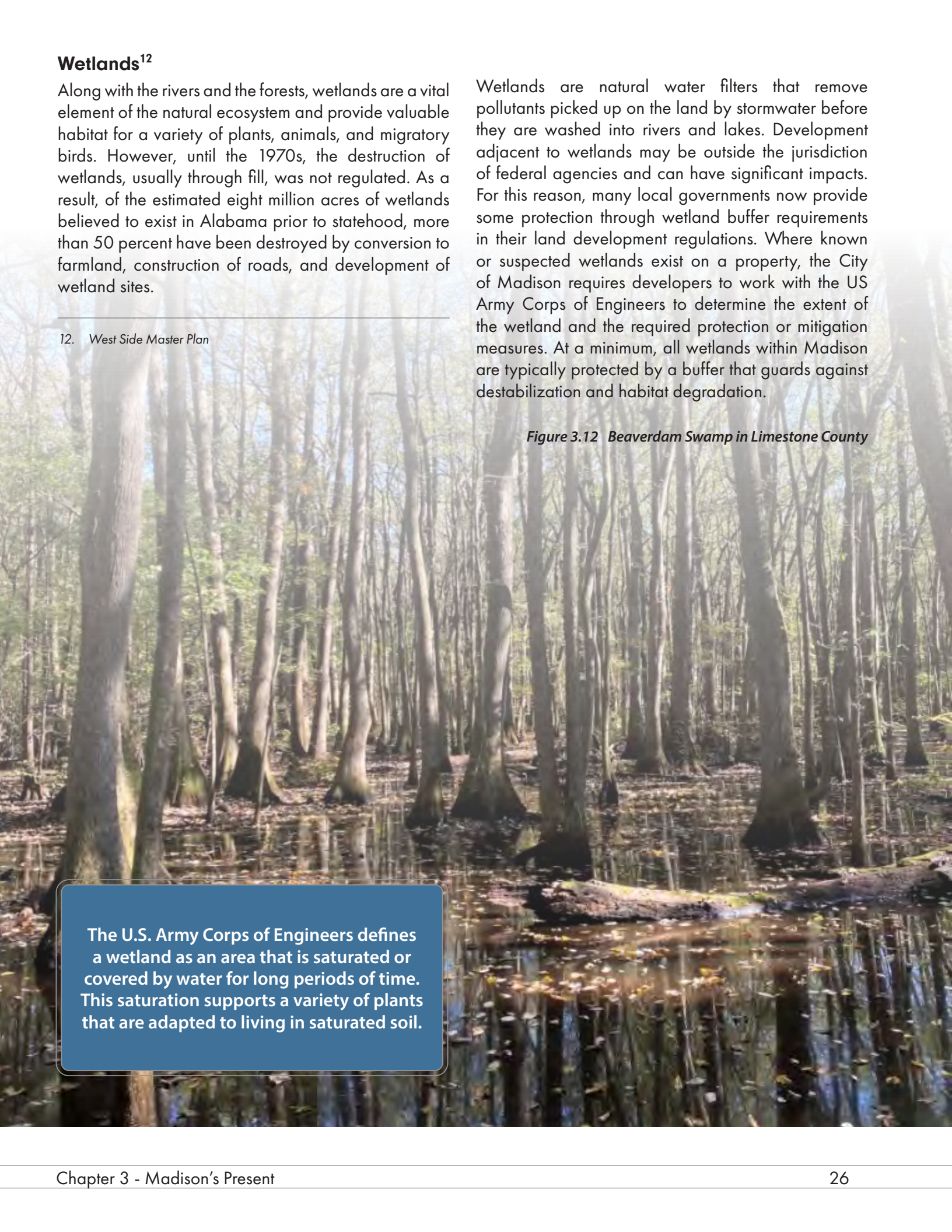
## Wetlands<sup>12</sup>

Along with the rivers and the forests, wetlands are a vital element of the natural ecosystem and provide valuable habitat for a variety of plants, animals, and migratory birds. However, until the 1970s, the destruction of wetlands, usually through fill, was not regulated. As a result, of the estimated eight million acres of wetlands believed to exist in Alabama prior to statehood, more than 50 percent have been destroyed by conversion to farmland, construction of roads, and development of wetland sites.

12. *West Side Master Plan*

Wetlands are natural water filters that remove pollutants picked up on the land by stormwater before they are washed into rivers and lakes. Development adjacent to wetlands may be outside the jurisdiction of federal agencies and can have significant impacts. For this reason, many local governments now provide some protection through wetland buffer requirements in their land development regulations. Where known or suspected wetlands exist on a property, the City of Madison requires developers to work with the US Army Corps of Engineers to determine the extent of the wetland and the required protection or mitigation measures. At a minimum, all wetlands within Madison are typically protected by a buffer that guards against destabilization and habitat degradation.

*Figure 3.12 Beaverdam Swamp in Limestone County*



The U.S. Army Corps of Engineers defines a wetland as an area that is saturated or covered by water for long periods of time. This saturation supports a variety of plants that are adapted to living in saturated soil.



## Tree Cover<sup>13</sup>

Many cities are now cataloging trees and establishing tree cover as a natural resource worth protecting. The Cooperative Extension reports that tree cover can reduce ambient temperatures by as much as ten degrees Fahrenheit and the difference between shaded and unshaded ground can be as much as 36 degrees. Trees also clean the air, trapping particulates and turning carbon monoxide into carbon dioxide. Trees mitigate the impact of stormwater by slowing rainfall through their canopies, absorbing water through their roots, and filtering stormwater through leaf litter and other organic material that collects around them. And trees in floodplains help slow and remove floodwater and trap floating debris that otherwise may collect at bridges and bends in the stream exacerbating flood damage. In short, tree cover can reduce costs associated with cooling, air pollution, stormwater, and flooding, making cities more livable.

As cities grow, trees tend to disappear. But this doesn't always have to be the case. Through a combination of City requirements and private efforts, Madison has maintained, and in some cases grown, a decent amount of tree canopy city-wide. Since 2019, the City has required cataloging healthy, mature trees as part of project agreements for subdivisions with substantial tree cover and 2:1 replacement of those trees approved for removal on the west side of the city, per guidelines established in the West Side Master Plan. However, there are few mature tree stands left untouched. Where they do exist, these tend to be located within floodplains and select upland areas that have been protected from development through conservation, open space, or parkland dedication.

Whereas tree cover and understory may be associated with wildfires, Madison County and the city are at no significant risk of wildfire, either now or 30 years in the future according to a climate study conducted by the [First Street Foundation](#), as reported in [The Washington Post](#). According to this study, nearly one in six American's live in areas where risk to public health and safety due to wildfire is high, and this statistic will have a direct impact on development patterns and potential into the future.

13. West Side Master Plan

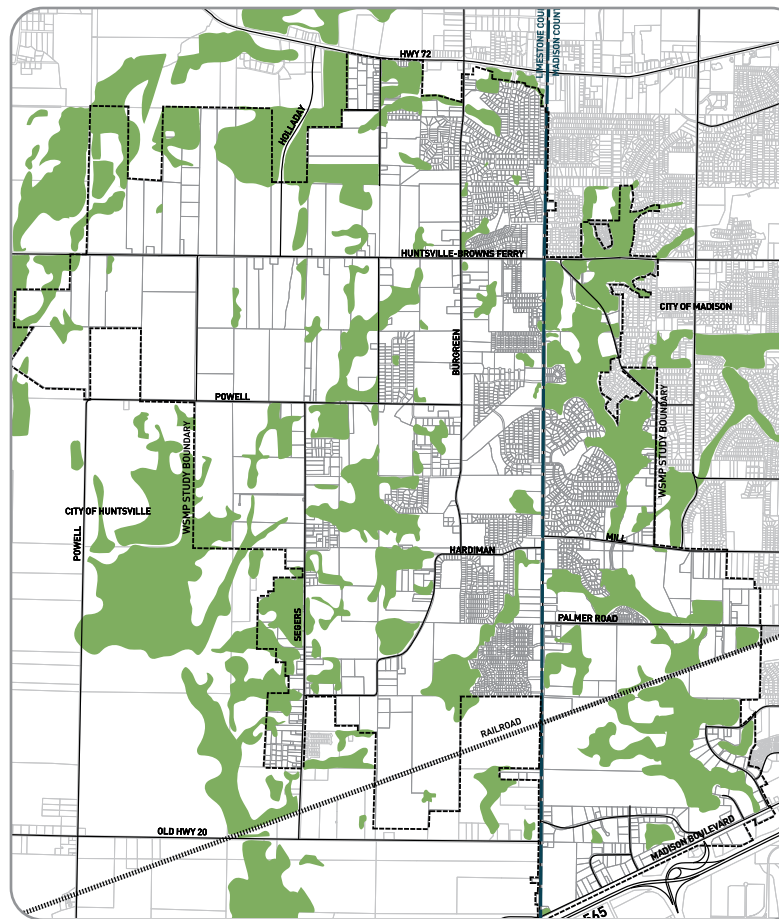


Figure 3.13 Madison's Tree Cover circa 2016

Figure 3.14 Mature Stands of Trees in Madison







## Population

The city of Madison has experienced rapid growth over the past decade, as evidenced by recent Census data collected and supported anecdotally by market conditions. In 2020 population of the city of Madison per the recent Decennial Census was 56,933, a 32.6% increase from the 2010 count. The city population growth during that time period was greater than that of Limestone County at 25.1% and much greater than Madison County (15.9%), the Huntsville Metropolitan Statistical Area (MSA) (17.8%) and the state of Alabama at only 5.1%.

An estimate of the 2022 population and projection of future growth was developed using the 2020 Census data as the base and applying that annual growth rate forward, which is generally consistent with state estimates for 2021. The population of Madison is estimated to be 60,238 in 2022 and projected to reach 69,365 by 2027 – a projected increase of 15.2%. In keeping with population growth in the previous decade, city population growth could outpace growth in both Limestone and Madison counties, the MSA, and the state of Alabama in the coming years. Though Madison is expected to continue to grow for the foreseeable future, it will do so at a declining rate over time due to a finite amount of land available for development. While some cities experience densification due to a scarcity of land, City policies and the existing single family nature of Madison are factors that will likely minimize that from being a significant component of Madison’s future growth.

**Table 3.1. Population Growth and Projections**

<i>Area</i>	<i>2010 Census</i>	<i>2020 Census</i>	<i>% Growth 2000-2020</i>	<i>2022 Estimate</i>	<i>2027 Projection</i>	<i>% Growth 2022-2027</i>
City of Madison	42,938	56,933	32.6%	60,238	69,365	15.2%
Limestone County	82,782	103,570	25.1%	108,316	121,156	11.9%
Madison County	334,811	388,153	15.9%	399,801	430,473	7.7%
Huntsville MSA	417,593	491,723	17.8%	508,059	551,313	8.5%
Alabama	4,779,736	5,024,279	5.1%	5,074,669	5,202,866	2.5%

Sources: U.S. Census, 2010 and 2020 Census

The City issued certificate of occupancies for 386 single family units and 274 multi-family units in 2020 and 365 single family units and 190 multi-family units in 2021. Applying person per household averages of 2.6 (single family) and 1.66 (multi-family) results in a 2022 population estimate of 59,656, which is statistically consistent with applying the above Census growth pattern.



## Household Size

Household and family status are key indicators of social and economic conditions within the community. Households include all related and unrelated persons who occupy a housing unit. There are an estimated 20,111 households in the city of Madison in 2022, with an average household size of 2.51 persons. More than one-third of households (36%) include the family's own children under 18 years of age, and 32.2% include an older adult aged 60 and over. More than one-quarter of households in Madison (26.8%) consist of a person living alone, and of these, 8.4% are aged 65 and older.

More than two-thirds (67.7%) of Madison households consist of a family – defined as two or more persons living in the same household who are related by birth, marriage, or adoption. In 2022 there are an estimated 13,609 families in the city, with an average family size of 3.12 persons.

## Income and Poverty

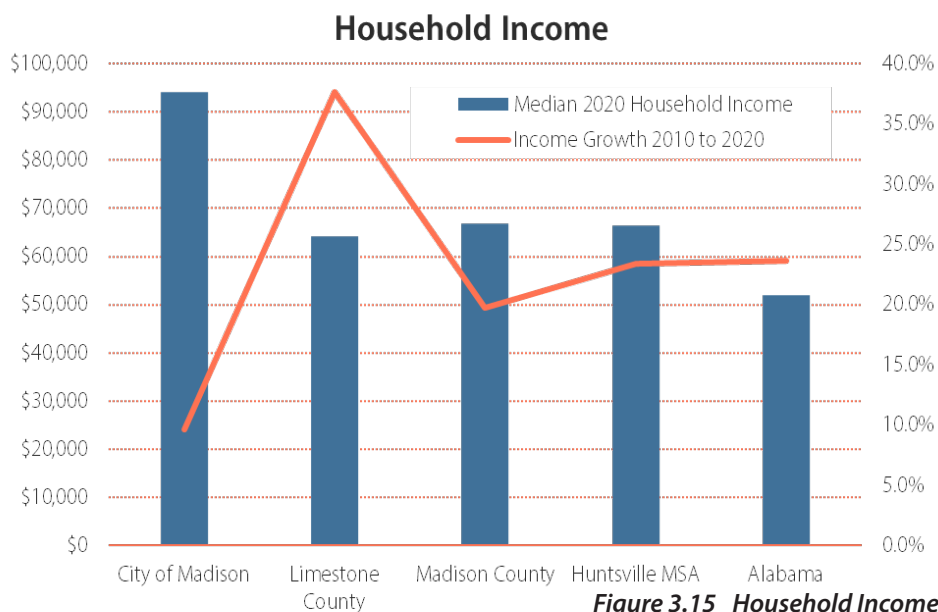
At \$94,214 annually, the median household income in the city of Madison is well above that of Limestone (\$64,270) and Madison (\$66,887) counties, the MSA (\$66,450), and the state of Alabama at only \$52,035. However, household income growth in the city from 2010 to 2020 was only 9.6%, or \$8,269. This growth was less than half of income growth in Madison County, the Huntsville MSA, and the state of Alabama and nearly one-fourth of the growth in Limestone County during the decade. This could be an indicator of both leveling wages in the city coupled with regional wages catching up to where Madison has been all along.

**Table 3.2. Median Household Income, 2010 and 2020**

Area	Median Household Income		Income Growth 2010 to 2020	
	2010 ACS	2020 ACS	\$ Change	% Change
City of Madison	\$85,945	\$94,214	\$8,269	9.6%
Limestone County	\$46,682	\$64,270	\$17,588	37.7%
Madison County	\$55,851	\$66,887	\$11,036	19.8%
Huntsville MSA	\$53,870	\$66,450	\$12,580	23.4%
Alabama	\$42,081	\$52,035	\$9,954	23.7%

Sources: U.S. Census, 2006-2010 and 2016-2020 American Community Survey (ACS)





Poverty is generally defined as having insufficient resources to meet basic living expenses, including the costs of food, shelter, clothing, transportation, and medical care. The Census specifically defines poverty using a set of income thresholds that vary by family size and composition that considers income before taxes, exclusive of non-cash benefits such as Medicaid and food stamps. Nearly four percent of families in Madison (389 families) are living in poverty, a figure that is low when compared to the percentages in Limestone and Madison counties at 7.4% and 5.1%, respectively, and less than half of the percentage statewide at 7.9%. Nearly 79% of families in poverty (307 families) include children and 13.6% of families in poverty are headed by a householder aged 65 or older.

**Table 3.3. Families Below Poverty Level**

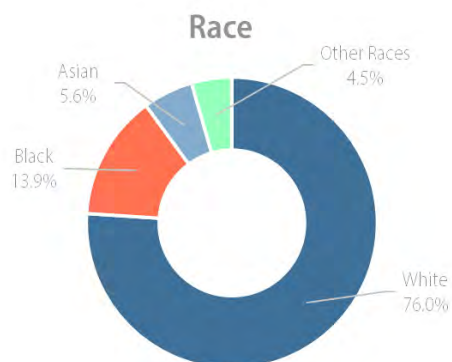
Families	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
	#	%	#	%	#	%	#	%	#	%
All Families	10,179	100.0%	19,161	100.0%	67,313	100.0%	86,474	100.0%	881,766	100.0%
Below Poverty	389	3.8%	1,417	7.4%	3,409	5.1%	4,826	5.6%	69,285	7.9%
With Children	307	78.9%	1,097	77.4%	2,192	64.3%	3,289	68.2%	45,256	65.3%
Householder 65+	53	13.6%	338	23.9%	785	23.0%	1123	23.3%	18,000	26.0%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)



## Race

More than three-fourths of Madison residents are white, slightly lower than the percentage in Limestone County at 78.9% but higher than the percentages in Madison County (67.3%), the MSA (69.7%), and the state (67.5%). While the city's percentage of black residents at only 13.9% is low except when compared to Limestone County at 13.5%, the Asian percentage at 5.6% is more than twice that of both counties, the MSA, and the state. The portion of the population that includes persons of other races, including those of two or more races, mirrors the state percentage at 4.5% but is lower than Limestone and Madison counties and the Huntsville MSA. The Hispanic population in the city and Limestone County comprises a higher percentage of the population at 5.7% and 6%, respectively, than Madison County (5%), the MSA (5.2%), and the state (4.4%).



**Figure 3.16 Race**

Source: U.S. Census, 2016-2020 ACS

**Table 3.4. Race and Ethnicity**

	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
Families	#	%	#	%	#	%	#	%	#	%
White	38,560	76.0%	76,469	78.9%	247,390	67.3%	323,859	69.7%	3,302,834	67.5%
Black	7,049	13.9%	13,128	13.5%	90,449	24.6%	103,577	22.3%	1,301,319	26.6%
Asian	2,837	5.6%	1,412	1.5%	9,676	2.6%	11,088	2.4%	67,909	1.4%
Other Races	2,271	4.5%	5,912	6.1%	20,171	5.5%	26,083	5.6%	221,124	4.5%
<b>Total All Races</b> <sup>14</sup>	<b>50,717</b>	<b>100.0%</b>	<b>96,921</b>	<b>100.0%</b>	<b>367,686</b>	<b>100.0%</b>	<b>464,607</b>	<b>100.0%</b>	<b>4,893,186</b>	<b>100.0%</b>
Hispanic*	2,876	5.7%	5,840	6.0%	18,412	5.0%	24,252	5.2%	212,951	4.4%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

## Age and Gender

The median age of the city of Madison's population is 39.6 years, slightly older than the median statewide at 39.2 years and Madison County at 38.5 years, but slightly younger than the median age in Limestone County of 40 years. Analysis of age by group reveals that there is a comparatively higher percentage of children in the city at more than a quarter of the population and a lower percentage of seniors over age 65 at only 12.7%. While the city has a lower percentage of younger adults aged 18 to 34 at 17.8% than the counties, the MSA and the state, it has a higher percentage of adults aged 35 to 64 at 43.2%. This breakdown by age is indicative of the school system drawing young families in the workforce with school-aged children.

The large number of baby-boomers, combined with increased life expectancy over time, has contributed to an aging population nationwide. It is expected that the city's population will reflect that trend, with persons aged 65 and older representing an increasing percentage of the population. Conversely, with the recent new apartments being built in the city, there is an expectation that the number of younger adults, as well as older empty nesters, would increase.

Females slightly outnumber males in the city, with 50.9% of the population female and 49.1% male. This gap widens among the city's older residents aged 65 and older, where 58.2% are female and only 41.8% are male. This trend in male-to-female ratio by age mirrors that of the population nationally, as women tend to live longer than men (on average).

14. Differences in population totals are due to different sources of data; Table 1 uses the 2020 Census while Table 4 is sourced from projections provided by the 2016-2020 American Community Survey.



**Table 3.5. Population by Age**

Age(Years)	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
	#	%	#	%	#	%	#	%	#	%
<b>Total<sup>15</sup></b>	<b>50,717</b>	<b>100.0%</b>	<b>96,921</b>	<b>100.0%</b>	<b>367,686</b>	<b>100.0%</b>	<b>464,607</b>	<b>100.0%</b>	<b>4,893,186</b>	<b>100.0%</b>
Under 18	13,308	26.2%	21,811	22.5%	80,316	21.8%	102,127	22.0%	1,092,912	22.3%
18 to 34	9,050	17.8%	20,311	21.0%	86,549	23.5%	106,860	23.0%	1,098,135	22.4%
35 to 64	21,907	43.2%	39,966	41.2%	145,664	39.6%	185,630	40.0%	1,874,705	38.3%
65+	6,452	12.7%	14,833	15.3%	55,157	15.0%	69,990	15.1%	827,434	16.9%
<b>Median Age</b>	<b>39.6 years</b>		<b>40 years</b>		<b>38.5 years</b>		<b>38.8 years</b>		<b>39.2 years</b>	

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

## Educational Attainment

Educational attainment can have a significant impact on current and future earnings potential. Higher educational attainment can also have a positive financial impact on the community in the form of lower criminal justice and public safety costs, decreased social support payments, lower health care costs, increased tax revenues, and stronger civic engagement.

Madison has a very well-educated population. More than one-in-four city of Madison residents aged 25 and older hold a graduate or professional degree – more than double the state percentage at 10.3%, triple the percentage in Limestone County at 8.1%, and much higher than in Madison County at 14.6%. Similarly, more than one-third of all city residents are college graduates – a much higher percentage than Madison County at 27.1%, Limestone County at 16.5% and statewide at 16.6%. Only 2.6% of city residents aged 25 and older do not have a high school degree, a much lower percentage than either county or the state.

**Table 3.6. Educational Attainment**

Educational Attainment	City of Madison		Limestone County		Madison County		Alabama	
	#	%	#	%	#	%	#	%
<b>Population 25+</b>	<b>34,354</b>	<b>100.0%</b>	<b>34,119</b>	<b>100.0%</b>	<b>131,405</b>	<b>100.0%</b>	<b>1,765,031</b>	<b>100.0%</b>
No High School Diploma	905	2.6%	4,882	14.3%	10,009	7.6%	211,006	12.0%
High School Graduate	3,978	11.6%	9,616	28.2%	26,851	20.4%	515,204	29.2%
Some College, No Degree	6,119	17.8%	7,567	22.2%	28,276	21.5%	387,655	22.0%
Associate Degree	1,983	5.8%	3,646	10.7%	11,426	8.7%	175,453	9.9%
Bachelor's Degree	12,194	35.5%	5,646	16.5%	35,639	27.1%	293,371	16.6%
Graduate/Professional Degree	9,175	26.7%	2,762	8.1%	19,204	14.6%	182,342	10.3%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

15. Differences in population totals are due to different sources of data; Table 1 uses the 2020 Census while Table 4 is sourced from projections provided by the 2016-2020 American Community Survey.









Detailed analysis of Madison’s housing and economic market conditions was conducted to provide a quantitative baseline in 2022 upon which future growth scenarios may be explored. While the plan looks forward to the year 2045, estimates beyond a ten year time frame are not based on anything that can be accurately projected, as many assumptions related to growth patterns, economic conditions, means of transportation, desired residential and commercial development, working conditions, technology, and numerous other factors could change substantially. As a result, estimates provided in the following pages look forward to 2030 in order to provide the most accurate picture of near-term growth anticipated in Madison. On face value Madison has an unemployment rate below the national average, an educated workforce, and expanding economic activity. These conditions lend themselves to increased growth in both the housing and market economy, which will be heavily impacted by local land use regulation and development policy. Understanding the type and scale of economic growth anticipated provides a logical starting point from which to begin discussions on future land use and development scenarios as part of the *Madison on Track 2045* planning process.



## MADISON’S HOUSING MARKET

Recent trends on the number and style of new housing units were evaluated to estimate future housing demand, opportunities for different housing types, non-residential development prospects, and labor force opportunities in Madison. Since the Great Recession’s technical conclusion in 2011, Madison County permitted between 1,924 units and 5,587 units annually (through 2021). The number of new housing units in the county expanded almost every year during this time, with an average of 2,978 housing units permitted annually from 2011 through 2021 and an average annual growth rate of nine percent. Taking a closer look at recent years and especially during the pandemic, an average of 6,122 units were permitted annually between 2019 through 2021. This represents a significant increase over the decade average and a yearly average growth rate of 33%. While single-family detached homes represented the bulk of permitted units from 2011 to 2021, more than 5,350 attached units were permitted during the same time frame.

**Table 3.7. New Housing Units Permitted for Madison County from 2011 through 2021**

Units by Type	2011-2021	2019-2021	Annual Average Units	
			2011-2021	2019-2021
<b>Total Units</b>	<b>32,759</b>	<b>18,367</b>	<b>2,978</b>	<b>6,122</b>
Units in Single-Family Structures	27,397	15,870	2,491	5,290
Units in All Multi-Family Structures	5,362	2,497	487	832
Units in 2-unit Multi-Family Structures	50	30	5	10
Units in 3- and 4-unit Multi-Family Structures	206	116	19	39
Units in 5+ Unit Multi-Family Structures	5,106	2,351	464	784

*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.*



It may be reasonable to assume that over the next decade, rooftop growth in Madison County will mirror the 33% annual average as a high and the 9% annual average since 2011 as a low. If growth continues to mirror the last three years, the potential demand for over 55,000 additional housing units in Madison County is a real possibility. Much of this growth is expected to occur outside the city of Madison, given that Madison makes up only about four percent of the land mass in Madison County. Given this potential scenario, a few key dynamics should be considered:

- ① Madison's base economic activity is likely to grow, creating jobs, income, and the need for additional rooftops.
- ① Home prices have been escalating rapidly during 2021 and 2022 and may continue for the next few years. Incremental increases result in lower homeownership in new units, and the continued rise in prices is more likely to increase the number of units built as rental units for detached single-family and multi-family units. Rising interest rates will have a similar impact on the shift from ownership to rentership.
- ① Regional and national surveys indicate that growing proportions of the population seek "walkable" situations, often involving a mixture of uses or mixed-use when households relocate. The Village of Oakland Springs is an example of this type of development.
- ① An increasing proportion of housing units must be built to accommodate "working from home" situations.

**Table 3.8. Estimated New Housing Permits Issued through 2030 for Madison County based on the Application of Previous Periods' Permits**

	2022-2030 (Assuming 2011-2021 applied annual average)	2022 - 2030 (Assuming 2019-2021 applied annual average)
<b>Total Units</b>	<b>26,803</b>	<b>55,101</b>
Units in Single-Family Structures	22,416	47,610
Units in All Multi-Family Structures	4,387	7,491
Units in 5+ Unit Multi-Family Structures	4,178	7,053

*Developed by TischlerBise and The Chesapeake Group.*



Limestone County, of which the western portion of the city of Madison is located, saw substantial growth in housing units during this same timeframe. However, the actual total permitted units continue to be between 63% and 81% of those permitted in Madison County.

**Table 3.9. Estimated New Housing Units Permitted in Limestone County through 2030 Based on the Application of Previous Periods' Permits**

	2022-2030 (Assuming 2011-2021 applied annual average)	2022 - 2030 (Assuming 2019-2021 applied annual average)
<b>Total Units</b>	<b>1,880</b>	<b>4,974</b>
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

Developed by TischlerBise and The Chesapeake Group.

Growth in both Madison and Limestone Counties has a definitive impact on development trends within the city of Madison. Looking specifically within the city, new housing permits between 2011 and 2021 ranged between a low of 327 units to 801 units annually. The average number of units permitted annually was 445 units during this timeframe, compared to an annual average of 858 units from 2019 through 2021 – nearly double the average growth rate set between 2011 and 2018. While single-family detached homes represented the bulk of permitted units from 2011 to 2021, 456 attached units were permitted during the same time frame.

**Table 3.10. New Housing Units Permitted for the City of Madison from 2011 through 2021**

<b>Units by Type</b>	<b>2011-2021</b>	<b>2019-2021</b>	<b>Annual Average Units</b>	
			<b>2011-2021</b>	<b>2019-2021</b>
<b>Total Units</b>	<b>4,895</b>	<b>2,574</b>	<b>445</b>	<b>858</b>
Units in Single-Family Structures	4,439	2,118	404	706
Units in All Multi-Family Structures	456	456	41	152
Units in 2-unit Multi-Family Structures	0	0	0	0
Units in 3- and 4-unit Multi-Family Structures	0	0	0	0
Units in 5+ Unit Multi-Family Structures	456	456	41	152

Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.

Like Madison and Limestone Counties, it is reasonable to assume that the growth in rooftops in the city of Madison in the coming years will mirror the change in the past two or three years as a high with some drop off and the increase since 2011 as a low. However, the finite amount of land coupled with the current Growth Policy places limitations on future growth. For example, less than 210 detached single family units were completed in both 2022 and 2023. Conversely, the number of multi-family units built in 2022 and 2023 has far exceeded historical patterns due to the Town Madison development with 957 units being completed.

**Table 11. Estimated New Housing Units Permitted in Madison to 2030 Based on the Application of Previous Periods' Permits**

	2022-2030 (Assuming 2011-2021 applied annual average)	2022 - 2030 (Assuming 2019-2021 applied annual average)
<b>Total Units</b>	<b>1,880</b>	<b>4,974</b>
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

Developed by TischlerBise and The Chesapeake Group.



The development of new housing units in the city of Madison adds substantial value to the City. Recent figures provided by Realtor.com indicate that in April of 2022 the median listing price for a home in Madison was \$373,900, with prices continuing to trend upward. Based on the assumptions that new units will be priced at the current average housing unit prices and “soft” costs<sup>16</sup> for construction are equal to thirty percent of hard costs, estimates of the value of the new residential property can be made.

Development costs for new units will range from a low of about \$1.3 billion to a high of \$2.4 billion, excluding land costs. What will accrue is likely to be at or near the higher estimate. It is noted that even that estimate is likely to understate the total as inflation is excluded, and the price per unit assumed is the average home value in Madison at present. New units will likely be built, sold, and leased at figures above the current average home price.

**Table 3.12. Estimates of the Development Costs for New Residential for Madison from 2022 to 2030<sup>17</sup>**

<b>Development Cost</b>	<b>Low-end Estimate</b>	<b>High-end Estimate</b>
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600

*Developed by TischlerBise and The Chesapeake Group.*

16. Soft costs are defined as expense item not considered a direct construction cost. These may include architectural, engineering, financing, and legal fees, and other pre- and post-construction expenses. Hard costs are those directly associated with a brick-and-mortar project such as structure, site, and landscaping expenses.

17. Based solely on cost of housing and not reflective of external costs (schools, infrastructure, regulatory costs, etc.) that factor into the overall cost of residential development. These considerations will be investigated as the plan moves forward.

**Figure 3.17 New Commercial Development in Town Madison**





## Retail Goods and Related Services Growth

Households spend the bulk of their income on three essential commodities: housing, food, and transportation. Like housing, there are counter-balancing factors impacting retail and future development trends nationally that will have implications in Madison and the City's decisions on future land use to accommodate retail market needs.

Shopping demand has been high recently since many residents felt constrained by the COVID-19 pandemic. Internet retail and improved inventory control is also shrinking the footprint of many retail operations, changing the face of brick-and-mortar operations. Online purchasing was growing rapidly before the onset of the pandemic, continued to increase through the pandemic, and is projected to grow even as COVID-19 became endemic to our society. It is also expected made-to-order goods and services will continue to replace the need for extensive inventories on-premises in stores. This trend is similar to manufacturing processes that gained a foothold over the previous decades.

In Madison, food services associated with restaurants and other related operations are among the ten major retail goods and services categories. In recent years there has been a consumer preference shift toward "independent" operations over "chain" operations, which was similarly reflected in stakeholder and public feedback collected in February of 2022. More significant proportions of consumers are looking for experiences combined with shopping, redefining what an average storefront needs to attract and retain user groups. And large national chains like Kohl's are reportedly pursuing new stores at scales well below their traditional current locations. These factors have already changed related land use needs in Madison since the 2006 comprehensive plan.

The primary market for retail goods and related services is defined as the current and future residents of the city of Madison. In 2022 it is anticipated that residents will spend about \$1.4 billion on retail goods and related services based on the existing market conditions, anticipated growth in rooftops, and modest increase in household income.

**Table 3.13. Estimated Retail Goods and Related Services Sales Generated by Residents of Madison for 2022 and 2030 and the Change in Sale between 2022 and 2030**

Category	2022	2030 High	Change 2022-30 High	2030 Low	Change 2022-30 Low
Food	\$163,999,000	\$215,050,000	\$51,051,000	\$189,984,000	\$25,985,000
Eat/Drink	150,439,000	197,270,000	46,830,000	174,276,000	23,837,000
General Merchandise	226,515,000	297,027,000	70,512,000	262,406,000	35,891,000
Furniture	39,109,000	51,283,000	12,174,000	45,305,000	6,197,000
Transportation	157,148,000	206,066,000	48,919,000	182,048,000	24,900,000
Drugstore	132,741,000	174,061,000	41,321,000	153,773,000	21,033,000
Apparel	82,499,000	108,180,000	25,681,000	95,571,000	13,072,000
Hardware	124,605,000	163,393,000	38,788,000	144,348,000	19,744,000
Vehicle Service	131,741,000	172,751,000	41,010,000	152,616,000	20,874,000
Miscellaneous	218,522,000	286,546,000	68,024,000	253,147,000	34,625,000
<b>TOTAL</b>	<b>\$1,427,318,000</b>	<b>\$1,871,628,000</b>	<b>\$444,310,000</b>	<b>\$1,653,475,000</b>	<b>226,157,000</b>

*Developed by TischlerBise and The Chesapeake Group.*

The estimates of demand for retail goods and related services through 2030 are based only on the growth in rooftops and an assumed modest income growth after 2023, reinforced by the Census data reflecting median annual household income trends over the past ten years (see previous section for detail). Focusing only on future growth has no negative theoretical impact on any existing operation in Madison or elsewhere, as this looks at new sales and supportable space that did not exist in 2021. Furthermore, the estimates are based on constant dollars and exclude inflation. Both primary and secondary markets influence retail goods and service demand, and are evaluated below for their influence on future growth and spending in Madison.



These expenditures translate into the expectation that Madison residents can support between 735,000 and 1.44 million additional square feet of retail goods and related services space over the course of the next eight years. No matter the market's location, characteristics, or health, retail located in the primary market area cannot anticipate capturing all dollars generated by residents. People shop online, spend money when traveling, and make other trips outside of the community in which they live. In Madison, sales are primarily exported to Huntsville and more recently the Clift Farm development in Madison County. These factors all influence the total square footage reasonable to expect the city will need to accommodate when it comes to retail goods and services.

The secondary market for retail is defined as the population within a five-mile radius of the city, including portions of Limestone County, sections of Huntsville, and other areas in Madison County. Just as dollars are exported from the market, other dollars are imported to the market from outside, predominantly through this secondary market. Combined with primary market leakage, it is reasonable to expect the city of Madison will capture between 340,000 and 693,000 additional square feet of retail goods and related services space by 2030.

### The ten major categories of retail follow:

- ① Food
- ① Eating & Drinking
- ① General Merchandise
- ① Furniture
- ① Transportation
- ① Drugstores
- ① Apparel
- ① Hardware
- ① Vehicle Service
- ① Miscellaneous

**Table 3.14. Estimated Capturable New Retail Goods and Related Services Space for the City of Madison (in Square Feet)**

Category	2022	Changes Sq Ft		Differential Between High and Low	Proportional Capture	
		Low 2022-30	High 2022-30		High Estimate	Low Estimate
Food	260,878	41,335	81,208	39,873	58,470	28,709
Eat/Drink	358,188	56,755	111,500	54,745	79,165	38,869
General Merch.	1,348,314	213,638	419,718	206,080	226,648	111,283
Furniture	90,014	14,264	28,019	13,755	4,203	2,063
Transportation	515,031	81,607	160,325	78,718	80,163	39,359
Drugstore	130,138	20,621	40,511	19,890	30,383	14,918
Apparel	228,898	36,268	71,252	34,984	21,376	10,495
Hardware	507,762	80,455	158,061	77,606	71,127	34,923
Vehicle Service	320,721	50,818	99,838	49,020	53,913	26,471
Miscellaneous	872,677	138,278	271,656	133,378	67,914	33,345
<b>TOTAL</b>	<b>4,632,621</b>	<b>734,039</b>	<b>1,442,088</b>	<b>708,049</b>	<b>693,361</b>	<b>340,434</b>

Developed by TischlerBise and The Chesapeake Group.



Development costs for new commercial units will range from a low of about \$83 million to a high of \$169 million, excluding land costs. Based on current market trends, development costs are anticipated to approach the higher end of this estimate, broken out by hard and soft costs in the figure below.

Table 3.15. Estimates of the Development Costs for New Retail for Madison from 2022 to 2030

Development Costs	High Estimate for Retail	Low Estimate for Retail
Hard Costs	\$129,658,507	\$63,661,158
Soft Costs	\$38,897,552	\$19,098,347
Total Costs Excluding Land	\$168,556,059	\$82,759,505

Developed by TischlerBise and The Chesapeake Group. Hard Costs @ \$187/sq ft, and soft costs @30% of hard costs.

Multi-Tenant Office and “Flex” Space Opportunities

New and expanding market opportunities will directly influence land use decisions and outcomes stemming from this plan. New residential rooftops create the need for expansions of services and employment. The office market continues to change as many employers have embraced wholesale or occasional work from home scenarios, flexible work arrangements, contractual jobs, and live-work arrangements. While these workplace shifts were well underway before the pandemic thanks in part to technology and a changing workforce, the COVID-19 pandemic ramped up the speed and reach in which the shift occurred. COVID-19 also temporarily diminished the growth in co-working space, although this is anticipated to be only a short-term decline.

Table 3.16. Current Madison Employment Categories Generating Most Office Space

Office Employment	% of Labor
Information	4.1
Professional, Scientific, Technical Services	20.1
Health Care	9.1
Other Services	4.8
Public Administration	12.0
Primary Office Space Generators	50.1

Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.



Office employment is linked to specific industries, and about one-half of Madison’s employed residents work in sectors that typically generate office space demand. The most significant proportion is in the “Professional, Scientific and Technical Services” employment category, which is not surprising given the Arsenal and related research parks.

New space associated with new employees from household growth coupled with growth in needed service areas generated by the new households will result in demand for both traditional and flexible office space in the range of 2.6 million to 16.1 million square feet in Madison by 2030. The estimates assume a 150 square foot per employee figure and include reconfiguring at least some existing office space that is currently underutilized. Furthermore, it is anticipated that there will be growth in home offices that will impact residential configurations over time. The net increase in non-home office could range from 1 million to 6.5 million square feet. Accommodating flexible spaces

will be a requirement of at least some new development and redeveloped office space, to allow companies to expand and contract as needed. Flex space traditionally straddles the line between “office” and “industrial” land uses, to be discussed further below.

*Table 3.17. Expansion of Multi-tenant Office Space in Madison by 2030*

<i>Employment &amp; Additional Space Needs</i>	<i>Low Estimate</i>	<i>High Estimate</i>
Employment Growth	34,844	71,631
Office Employment Growth	17,457	107,518
Multi-tenant Office Space Generation	2,618,527	16,127,720
New Non-home Office Space Generation	1,047,411	6,451,088

*Developed by TischlerBise and The Chesapeake Group.*



**Figure 3.18** *Light Industrial Development South of Madison, near Town Madison and the Airport*



Multi-Tenant Industrial Space Opportunities

The bulk of industrial space that does not include “flex” office space is related to four types of activities in which many current residents of Madison are employed: manufacturing, wholesaling, transportation, and warehousing. About eighteen percent of Madison residents are employed in these (and several other categories). Unlike office activity, there is no direct correlation between employment generation and square footage of space consistent among all industrial space users. For example, warehousing square footage per employee is extensive and growing as robotic use increases, whereas a more traditional maker-space requires, on average, less square feet per employee.

Table 3.18. Current Madison Employment Categories Generating Most Industrial Space

Industrial Employment	% of Labor
Manufacturing	11.3
Wholesale	0.8
Transportation & Warehousing	2.5
Primary Industrial Space Generators	18.3

Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.

...“the anticipated demand for new industrial space in Madison is expected to range from 2.5 million square feet to over 5 million square feet by 2030.”

Opportunities for growth in and demand for industrial space stem from several factors.

- Exponential growth in warehouse space demand from large and small retail operations, among others. Some opportunities are short-term, impacted by supply-chain issues, while others are longer-term with an anticipated timeline stretching beyond 2030.
- The continued viability of neighboring military activity and potential linkages to activity “outside of the fence.”
- Continued growth in the Madison labor force as rooftops grow.
- The movement from larger homes to smaller homes on smaller lots having less internal storage space, driving up demand for mini-warehousing and storage.

Based on these prevailing factors, the anticipated demand for new industrial space in Madison is expected to range from 2.5 million square feet to over 5 million square feet by 2030.

Table 3.19. Expansion of Multi-tenant Non-flex Industrial Space in Madison by 2030

Employment & Additional Space Needs	Low Estimate	High Estimate
Employment Growth	34,844	71,631
Industrial Activity Employment Growth	4,905	10083
Industrial Space Generation	2,452,500	5,041,500

Developed by TischlerBise and The Chesapeake Group.

Prospects for large-scale single-tenant users with a building or buildings built for the user, are not included. It is not practical to predict the growth of additional logistic-based operations, but it could well happen in Madison given its proximity to the airport, Arsenal, and primary transportation corridors.



## SYNOPSIS OF OPPORTUNITIES

The following are identified residential development opportunities based on forecasted demand that could provide a return-on-investment for Madison and private sector interests while generating additional revenue for the City:

- ❶ **From 4,000 to 7,700 new detached homes.**
- ❷ **A range of 375 to 1,375 “attached” homes. This figure is independent of the existing units that have already received approval by the city and will require further evaluation.**
- ❸ **Senior housing to include distinct development for active adults or compendium of care resources for seniors requiring additional assistance.**



**Table 3.20. Estimated New Rooftops for Madison through 2030**

<b>Units</b>	<b>Applied AVG 2011 thru 2021</b>	<b>Applied AVG 2019 thru 2021</b>
Total Units	4,005	7,722
Units in Single-Family Structures	3,632	6,354
Units in All Multi-Family Structures	373	1,368

Developed by TischlerBise and The Chesapeake Group.

- ❶ **Between 340,000 to 690,000 square feet of additional retail goods and related services space, focused on food, food services operations, and additional miscellaneous operations.**

**Table 3.21. Estimated New Retail Goods and Related Services Space for Madison through 2030**

<b>Space in Sq. Ft.</b>	<b>Proportional Capture</b>	
	<b>Low Estimate</b>	<b>High Estimate</b>
<b>TOTAL</b>	340,434	693,361

Developed by TischlerBise and The Chesapeake Group.

- ❶ **Between 1 million and 6.5 million square feet of multi-tenant offices, small-scale office buildings, and “flex” space, and between 2.5 million and 5 million square feet of industrial space.**

**Table 3.22. Estimated New Office and Industrial Space for Madison through 2030**

<b>Additional Space Needs</b>	<b>Low Estimate</b>	<b>High Estimate</b>
Industrial Space Generation	2,452,500	5,041,500
New Non-Home Office Space Generation	1,047,411	6,451,088

Developed by TischlerBise and The Chesapeake Group.



The total development costs associated with the marketable activity are estimated to be from \$2.3 billion to \$6 billion, excluding land costs.

**Table 3.23. Estimates of the Development Costs for Madison by 2030, Excluding Land**

<b>Development Cost</b>	<b>Low End Estimate</b>	<b>High End Estimate</b>
Total Retail Costs Excluding Land	\$168,556,059	\$82,759,505
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600
Total Costs Non-Home Multi-Tenant Office Space Excluding Land	\$454,567,218	\$2,799,722,131
Total Costs Industrial Space Excluding Land	\$331,087,500	\$680,602,500
<b>Total New Development Cost Excluding Land</b>	<b>\$2,258,916,377</b>	<b>\$5,979,533,736</b>

Developed by TischlerBise and The Chesapeake Group.

## KEY TAKEAWAYS ON MADISON'S MARKET ECONOMY

### Residential Sector

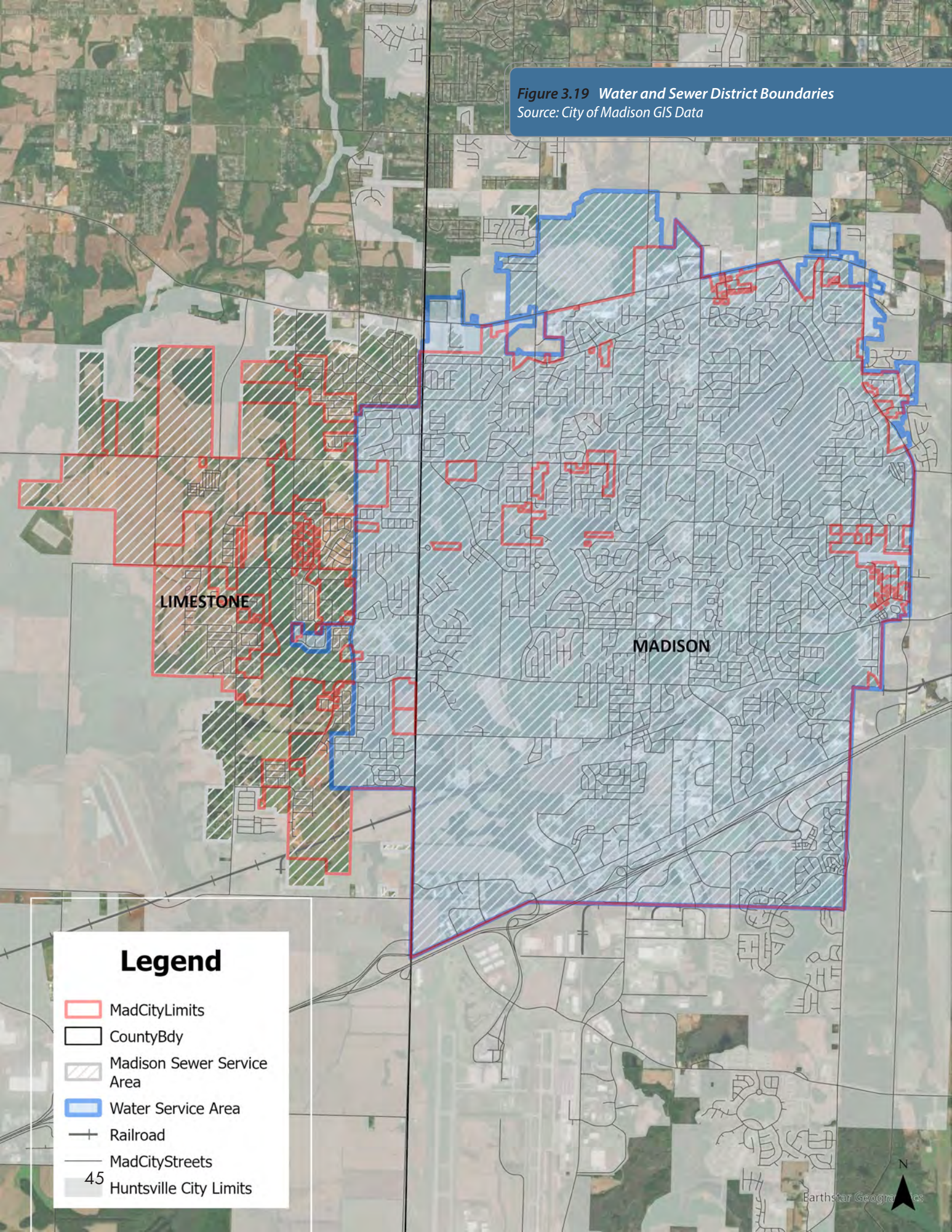
- ① **High Single-Family Detached Home Demand:** Analysis indicates single family detached housing demand will continue to be strong in the coming decade. Based on an analysis of the previous ten and three years of single family detached housing unit growth Madison could support adding between 4,000 and 7,000 single family detached homes.
- ① **Significant Multi-Family and Single Family Attached Housing Unit Demand:** While not as high as projected single-family detached housing demand, Madison can still support growth in multi-family and single-family attached housing units. Analysis indicates that the Madison housing market could support future multi-family development ranging from 375 to 1,375 new units of these types over the next decade. Given current approvals and units under construction in Madison exceeding this number, the question becomes whether additional multi-family development will be successful; whether the existing development types approved will address the development types desired by future renters/buyers; and whether the multi-family market in Madison will absorb demand from elsewhere in the region.

### Nonresidential Sector








- ① **High Demand for Retail Goods and Services Space:** Based on an analysis of retail capture rates, Madison is expected to have a high rate of growth in demand for retail goods and services space. This demand will occur mostly in the food, food services operations, and additional miscellaneous operations sectors. Growth is projected to be between approximately 340,000 square feet and 690,000 square feet.
- ① **Large Range of Future Demand for New Office and Industrial Space:** In the next decade there is expected to be an increase in demand for new office and industrial space. However, the analysis indicates that there is a wide range of outcomes for how much new space will be demanded, with a combined low-end estimate of 1 million additional square feet and a high end estimate of approximately 11 million square feet for these spaces.



**Figure 3.19 Water and Sewer District Boundaries**  
Source: City of Madison GIS Data



## Legend

-  MadCityLimits
-  CountyBdy
-  Madison Sewer Service Area
-  Water Service Area
-  Railroad
-  MadCityStreets
-  Huntsville City Limits



# THE INFRASTRUCTURE OF GOOD COMMUNITY

## UTILITIES SERVING THE MADISON COMMUNITY

### Electric

- ① Huntsville Utilities
- ① Athens Utilities

### Gas

- ① North Alabama Gas District

### Water

- ① Madison Utilities
- ① Limestone County Water and Sewer Authority

### Wastewater

- ① Madison Utilities
- ① City of Huntsville Water Pollution Control (selective West Side service)

## UTILITIES

Utilities provide essential services necessary for safe and efficient communities. The lack of safe drinking water prevented urbanization for much of humanity's existence. Although the Ephesians in ancient Turkey had access to public water and stormwater systems, the accumulation of silt and sewage piped from the city to the harbor on the Meander River eventually led to its demise. Electrification made cities, particularly in the South, more suitable for business and industry. Communications have become essential tools for economic growth, education, and life in the Information Age. Access to the full spectrum of utilities has enhanced the quality of life in Madison and drives its growth and prosperity.

Many cities have only a few utility providers. Madison has many. At least six public utilities are responsible for four services: electricity, natural gas, water, and sewer. Athens Utilities and Limestone County Water and Sewer Authority serve properties only in the west side. This is one example of how straddling two counties has made Madison a complex community. There is ample capacity in nearly all utility service areas. Still, there are some concerns about electrical capacity within the Limestone County portion of Madison, especially as it relates to significant growth.

Communications and access to information became an essential service before the COVID-19 pandemic that began in 2020. Since the first cities went into lockdown, these services took on a new level of importance and urgency. Although many businesses had access to broadband services such as high-speed internet, most homes across the nation did not. Working and learning from home made expansion of access a primary concern for all communities. Madison was no exception, except that its tech-savvy citizenry and proximity to high-tech industry and campuses made it a much easier reach. Still, areas within the city need better access. Most providers are private or publicly traded utilities such as AT&T, WOW, Comcast, Spectrum, and Verizon.



## SERVICE DELIVERY

A critical component to maintaining the high quality of life Madison residents enjoy is maintaining the level of service delivery residents have come to know and expect. Madison historically has been a very safe place to live, with violent and property crime rates lower than state and national averages. Safety was identified by key stakeholders and members of the public as one of the primary reasons they choose to live in Madison and an attribute of the community they value most. However, continued growth places increasing demand on public services such as law enforcement, fire, and emergency response – services intended to keep the public safe and healthy. Additionally, important community support services offered by publicly run institutions like the Madison Library are also impacted by a growing population and may be unable to offer the same level of service and resources they had at one time. Access to quality healthcare is also a key consideration when addressing the needs of future community members. While residents rely on health care services provided by Madison Hospital and countless outpatient offices and clinics throughout the city, continued availability to serve growing demand is an important consideration to continued quality of life and public health and safety. Coupled with changes in technology, the pandemic's influence, and evolving socio-economic conditions, public and private service delivery will be a key factor in balancing the growth expected with continued prosperity in Madison.

### Fire and Emergency Response

Madison's Fire and Rescue (MFR) Department provides fire suppression and emergency medical services 24 hours a day, 365 days a year. The Department operates with a minimum of 18 personnel on duty responding from four fire stations. In calendar year 2020, MFR managed 4,574 incidents. In 2021 MFR managed 5,213 incidents. Of these, 3,844 (74%) were EMS responses. MFR provides a quick response Paramedic unit to all EMS calls partnering well with Huntsville EMS Inc. (HEMSI) that provides emergency transport as needed. In 2021, MFR responded to 1,369 (26%) fires and other incidents. Of the 118 fires in 2021, 33 resulted in fire damage. During these incidents MFR was able to save 86% of the value of the structure and contents.

The Department has been recognized with a Class 1 Public Protection rating by the Insurance Services Office (ISO), the highest possible score that can be given to any fire department based on how well a department can protect lives and properties. This rating indicates an exemplary level of service based on current population and growth conditions but is not guaranteed in perpetuity. To maintain this rating, Fire Service, Emergency Dispatch, and Water Supply resources will have to keep up with the growing demand for service.

The City is divided into four districts based on the location and response times respective to each fire station. Station #1 (District #1) is located next to City Hall (101 Mill Road), Station #2 (District #2) is at 1115 Hughes Road, Station #3 (District #3) is located at 12266 County Line Road, and the current temporary



Figure 3.21 2021 Madison Fire Districts

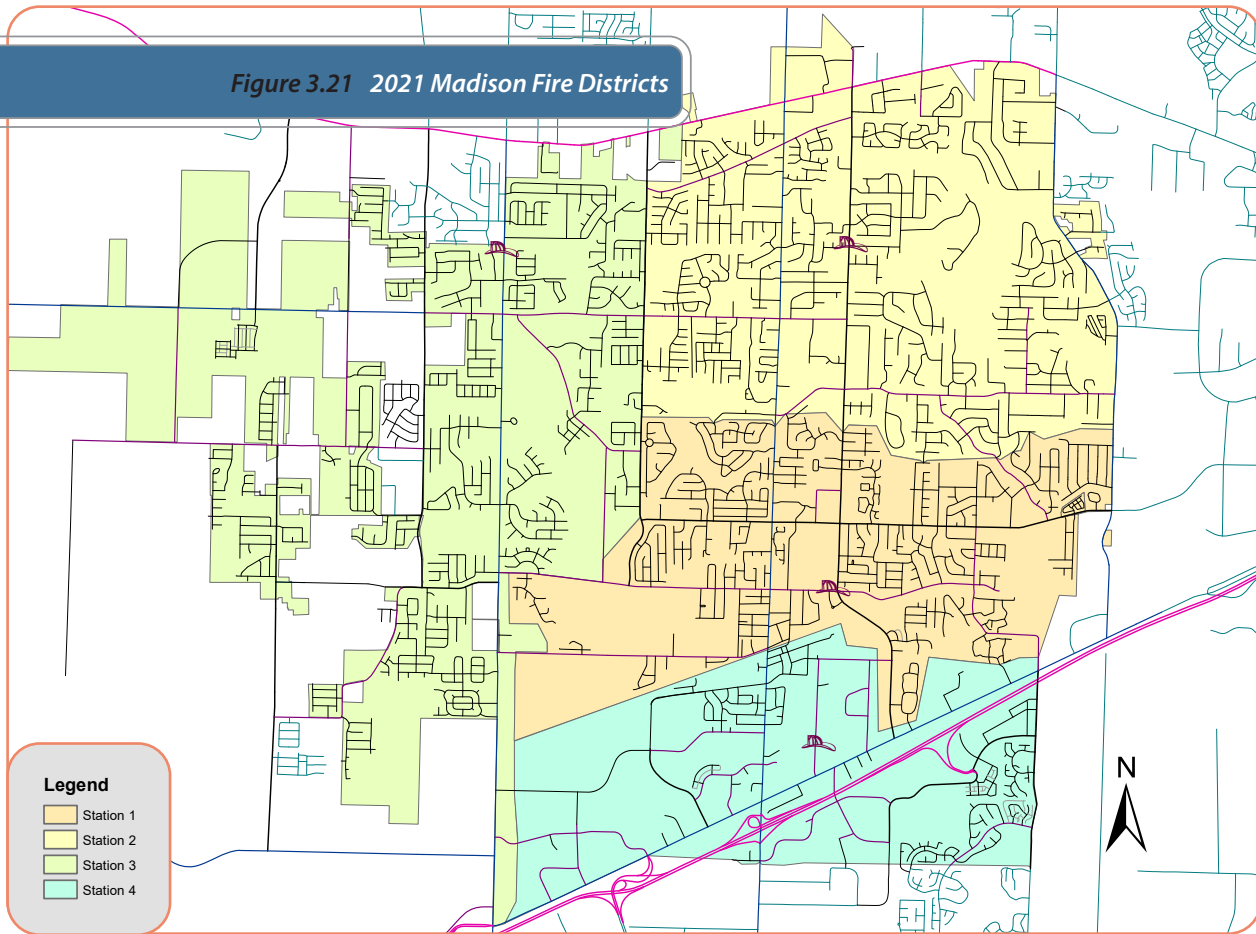
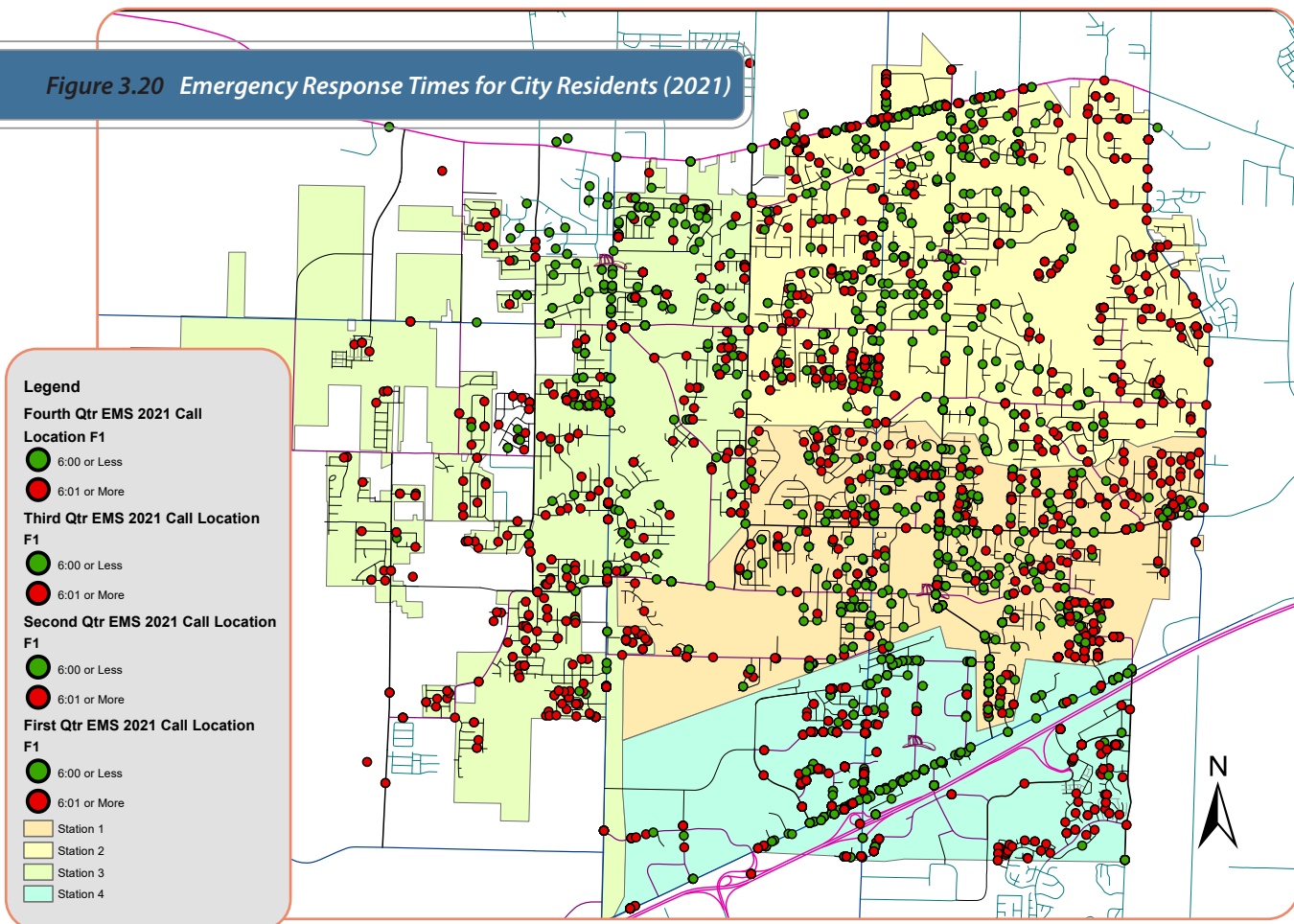


Figure 3.20 Emergency Response Times for City Residents (2021)



Data from City of Madison Fire Department



Station #4 is at 400 Celtic Drive. The City plans to build a permanent Station #4 in Town Madison on the south side of the city. The City also intends to repurpose the Celtic Road site as a Public Safety Training Center for use by the Police and Fire Departments. Based on current and anticipated service demands, an additional station is needed in the southwest corner of Madison. As evidenced by the response time map on the previous page, MFR struggles to meet the desired goal of six minutes to this area of Madison. This National Fire Protection Association's (NFPA) response time goal is recognized as a best practice to save lives and property.

Other areas of the City that consistently fail to meet this response time threshold include the southeastern area and the residential areas to the northeast of Rainbow Mountain. This is in large part due to a constrained transportation network and traffic congestion issues. Relocation of station #4 to Town Madison will address response time in the southeastern area.

## **Law Enforcement**

Similar to the Fire and Rescue Department, the Madison Police Department holds a tier one accreditation. For the Police Department this is with the Commission on Accreditation for Law Enforcement Agencies (CALEA), the gold standard for public safety agencies and a reflection of the work they do to keep Madison residents safe. Comprised of four primary divisions – Patrol, Investigation, Special Operations, and Professional Standards – the Department provides services city-wide, often in conjunction with Fire and Rescue. In 2020 the Department received 54,298 calls for service, and 1,060 crash reports (with only one resulting in a fatality). In 2021, 52,427 calls for service were received and the Department responded to 1,322 crash reports (with two resulting in a fatality). In addition to patrolling officers, the Department provides dedicated school resource officers to cover all Madison City schools, further contributing to the demands of the Department.

While law enforcement response times tend to be less constrained than those of Fire and Rescue, the Police Department has experienced a noticeable shift in demand based on the growing population. The greatest area of concern with respect to service delivery is the western expansion of the City and within

the new Town Madison development. However, the new planned public safety annex, which includes a police substation and Fire Station #4, in Town Madison will greatly improve the Department's ability to serve this area. Limited transient and drug activity along the Madison Boulevard corridor is also a concern, but this hotspot is limited in both geography and impact for the time being. Both the portion of Madison in Limestone County and Town Madison are anticipated to grow in the coming years, stretching thin an already taxed network of law enforcement officers. Additionally, lack of connectivity and increased traffic lengthen officer response times in the event of a call. Highway 72 is especially challenging on weekends, and both east/west and north/south connectivity was identified as a key concern by law enforcement officials in continuing to meet the growing demands of the job.



## Public Library Services

Public service delivery is often focused on the public health and safety providers; while important, they are not the only factor in determining high quality of life. The Madison Public Library is part of a 10-branch non-profit system serving all of Madison County. The Huntsville-Madison County Public Library (HMCPL) system is the oldest in the state of Alabama at over 200 years, as well as the most heavily used. Within HMCPL, the Madison Public Library has the highest circulation at approximately 2,000 items per day and welcomes an average of 1,000 visitors each weekday. Much more than “just books,” the library connects residents to social services, STEM (Science, Technology, Math, Engineering) and arts programming, Makerspace studios, workforce development training, media literacy, civic engagement and more

The library moved into a beautiful new facility in 2018. The thoughtfully designed building boasts an inviting layout, a spacious children’s area, a dedicated teen space, a makerspace, and comfortable indoor and

outdoor seating areas. It is recognized throughout the area as a destination for entertainment, remote work, and gatherings of all sizes. However, it struggles to handle an ever increasing demand for meeting space. The library has two small study rooms and two larger auditorium spaces. The auditoriums are used for library programming as well as meeting space for community organizations, businesses, the school district and private events. These four rooms were reserved almost 5,000 times in the 2023 fiscal year, and many more reservation requests were denied due to lack of availability. Library staff and residents alike express frustration at the difficulty of securing meeting space. As Madison’s population continues to grow, so will the need for meeting space for all types and sizes of gatherings, which the City’s new community center, expected to open in October 2024, will help to address. Rather than another library branch, adding meeting space and a library holds locker for convenient pickup of library materials, depending on the proximity to the existing library branch, may be sufficient to address the needs of future growth.

*Figure 3.22 Madison Library*





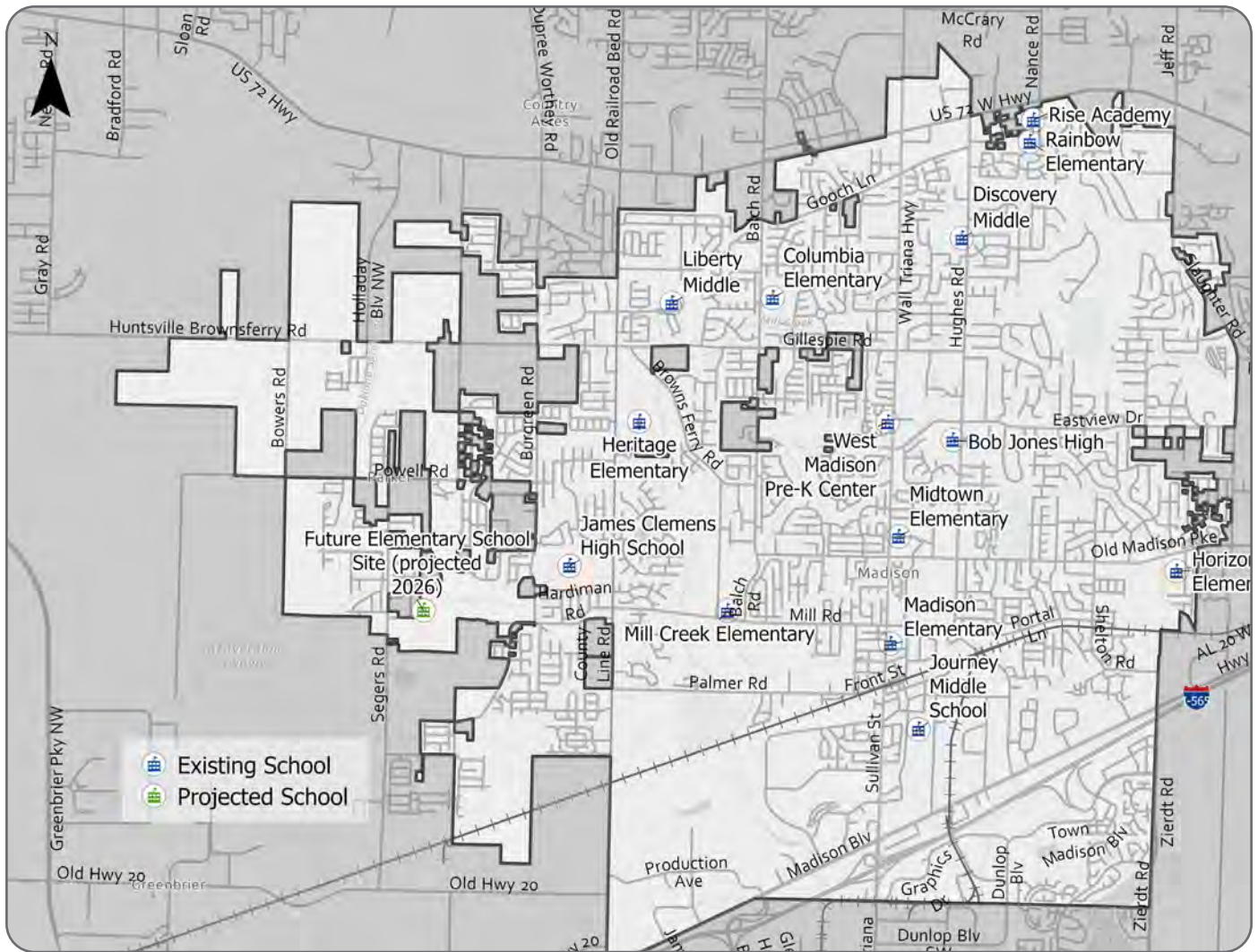


Figure 3.23 Madison School District Facilities

## SCHOOLS

Each community defines quality of life differently based on their perception of what makes a community a great place to live. Few do not include school quality in that definition. While Madison's proximity to jobs, resources, and culture available in Huntsville and the surrounding region are a significant factor in its success and high growth rate, the quality of its public schools is often listed first as the reason many chose to live in the city.

When Madison created its school district in 1998, it had a vision: Take Childhood Education to a New Level. They achieved that goal in less than a decade. In just 23 years as a school system, Madison City Schools has emerged as a top-performing school district in Alabama and the nation.



**GROWTH DRIVES  
SCHOOL LOCATION AND  
CONSTRUCTION, BUT NEW  
SCHOOLS AND SIGNIFICANT  
INVESTMENT IN EXISTING  
SCHOOLS ALSO DRIVE  
GROWTH.**

Unlike many other school districts, each member of the Madison City Schools Board of Education is appointed by the City Council. Special funding initiatives often require voters' approval. When it was established, voters agreed to tax themselves to build the framework for success. Triana pays the same Ad Valorem property tax to support Madison City Schools and also approved the 2019 tax increase to provide more funding for the School District. That framework has been stretched and reimaged to accommodate explosive growth in the student population. When it began in 1998, the system welcomed 5,652 students from Madison and Triana and in 2022 was the 12th largest district in the state with more than 12,500 students.

Public investment in schools is both proactive and reactive. In 2021 the district operated on a \$108 million budget with 1,332 full time employees, 15 facilities, and a virtual learning program. A new elementary school is also set to begin construction in summer 2024. Growth drives school location and construction, but new schools and significant investment in existing schools also drive growth. Nowhere is this more evident than in Madison. Whatever future the City chooses, its schools will be impacted by that choice. Iteratively, its choices will be expanded, limited, or directed by the impact of its schools on the community.



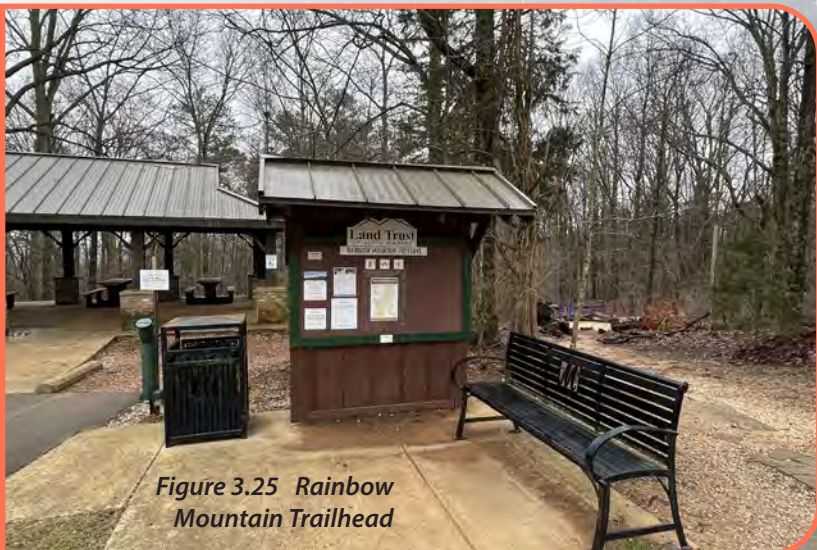
## PARKS, RECREATION, AND OPEN SPACE

Much of the identity of Madison is represented in its abundance of parks, open spaces, and greenways. As the stewards of local urban greenspaces, forests and natural areas, local parks offer unique opportunities to discover, connect with nature, and recreate in locations that are close to home and do not require a large amount of time or money to enjoy. The COVID-19 pandemic magnified the important role of outdoor spaces, including neighborhood parks, on a community's quality of life.

The City of Madison has made a strong commitment to parks and recreation as demonstrated by the number of community and neighborhood parks available to residents, the wide array of recreational amenities available in these parks and other facilities, and especially through its growing network of greenways.

These important community assets are well utilized by residents and a priority for continued enhancement to address the growing needs of the community. A Parks and Recreation Plan was adopted in 2014 which outlined an ambitious future vision and included a comprehensive needs assessment for parks and recreation facilities within the city of Madison. While staff estimates approximately 20% of that plan has been implemented since its adoption, the needs of the community have evolved since then as Madison's population has continued to experience significant growth.

*Figure 3.24 Palmer Park Facilities*



*Figure 3.25 Rainbow Mountain Trailhead*





**Table 3.24. MADISON PARKS & RECREATION FACILITIES INVENTORY - SPECIAL PURPOSE FACILITIES**

<b>Facility Name</b>	<b>Location</b>	
Dublin Memorial Park	8324 Madison Pike	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible	Double court gymnasium equipped for basketball, pickleball, and/or volleyball with an upstairs walking track	60 acres
Basketball	25 yard – Eight lanes heated indoor swimming pool	
Concessions	Meeting rooms and administrative offices	
Disc golf course	Paved walking trail	
Double court gymnasium	Nine soccer fields	
Fishing	Nine hole disc golf course	
Indoor swimming pool	Six tennis courts	
Locker Room	Four outdoor pickleball courts	
Meeting rooms / administrative offices	Outdoor pool with a diving well and kiddie pool	
Outdoor pool	Kid's Kingdom playground with soft landing surface and new public restrooms	
Parking		
Pickleball		
Restrooms		
Soccer		
Tennis		
Volleyball		
Walking Track		
Walking trails		
<b>Facility Name</b>	<b>Location</b>	
Madison Community Center*	1329 Browns Ferry Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Senior Center	Physical fitness activities	30
Community Garden	Social activities for seniors	
Outdoor Performance Area	Nutrition program/hot lunch	
Special Needs-Accessible Gym	Music room	
	Art and sewing rooms	
	Two ceramic studios with a shared kiln	
	Several multipurpose rooms	
	Meeting and conference rooms	
	Cafeteria	
	Woodshop	
	Fitness rooms	
	Game room	
	Gym that can accommodate special needs	
	Courtyard	
	30 acres of greenspace for outdoor recreation	
<b>Facility Name</b>	<b>Location</b>	
Home Place Park		
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Performance Pavilion	Covered stage	2.3 acres
Picnic Pavilion	Covered picnic area	
	Picnic tables	
	Benches	
	Trash receptacles	
	Walking paths	
	Shade trees	
	Passive open space	

\*Projected to open October 2024



**Table 3.24. MADISON PARKS & RECREATION FACILITIES INVENTORY - SPECIAL PURPOSE FACILITIES**

<b>Facility Name</b>	<b>Location</b>	
Palmer Park	574 Palmer Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible Playground	13 youth baseball fields	93 acres (approximate)
Baseball	Six softball fields	
Concessions	Nine soccer fields	
Football	Two regulation football fields	
Lacrosse	Three concession buildings with restroom facilities and press	
Pavilions	boxes	
Playground	Four pavilions	
Press boxes	Playground designed with ADA accessibility	
Restrooms	One adult softball field	
Soccer		
Softball		
<b>Facility Name</b>	<b>Location</b>	
Town Madison Park	190 Graphics Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball	Two adult softball fields	18 acres
Fitness	12 Pickleball courts	
Pickleball	37,000 sf Wellness Center with fitness areas	
Softball	and basketball gym	
<b>Facility Name</b>	<b>Location</b>	
Mill Creek Dog Park	38 Balch Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Unleashed Play Area	2 Play area sections - small dogs (less than 25 pounds), large dogs (over 25 pounds) Drinking water pets and humans Trash receptacles Shade trees, rolling terrain	1.43 acres
<b>Facility Name</b>	<b>Location</b>	
Madison Senior Center	1282 Hughes Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Tennis Courts	Physical fitness activities Social activities for seniors Nutrition program/hot lunch	1 acre (approximate)

**Figure 3.26 Dublin Memorial Park**





**Table 3.25. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Abbington Downs Park	135 Manningham Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Pavilions	Play Structures	1.52 acres
Picnic Areas	Swings	
Playground	Covered Picnic Pavilion	
	Picnic Tables	
	Climbing Structures	
<b>Park Name</b>	<b>Location</b>	
Ashley I and II Park	214 Ashley Way	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball	Picnic Tables	3.2 acres
Open Space	Swings	
Picnic Area	Play Structure	
Playground	Slides	
	Benches	
	Basketball Court	
<b>Park Name</b>	<b>Location</b>	
Brass Oak Park	126 Jay Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Play Structure	3.1 acres
	Climbing Structure	
	Benches	
	Open Space	
	Slide	
<b>Park Name</b>	<b>Location</b>	
Cambridge Park	696 Cambridge Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible	Swings	0.5 acres
Playground	Slides	
	Climbing Structure	
<b>Park Name</b>	<b>Location</b>	
Carter Park	416 Carter Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Grill	2.53 acres
Picnic Area	Swings	
	Picnic Tables	
<b>Park Name</b>	<b>Location</b>	
Cedars Park	121 Shadow Ridge Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Swings	1.48 acres
	Play Structures	
	Slides	



**Table 3.25. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Chadrick Park	521 Brenda Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Open Space Picnic Area Playground	Covered Picnic Pavilions Benches Climbing Structures Swings Slides	4.3 acres
<b>Park Name</b>	<b>Location</b>	
Collinwood Park	235 Jarrett Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Ada Accessible Open Space		1.0 acre (approximate)
<b>Park Name</b>	<b>Location</b>	
Fieldcrest Park	120 Arrowhead Trail	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Pavilion Picnic Area Playground	One Basketball Court Covered Picnic Pavilion With Picnic Tables Benches Climbing Structure Play Structure	4 acres
<b>Park Name</b>	<b>Location</b>	
Governors Park	101 Bibb Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area	Swings Slides Walking Path Benches	4 acres
<b>Park Name</b>	<b>Location</b>	
Hardiman Place Park	113 Beerli Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground ADA Accessible Picnic Area	Tot Swings Junior Swings Play Structure	0.5 acres
<b>Park Name</b>	<b>Location</b>	
Homestead Park	201 Prairie Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Picnic Area Soccer Playground Open Space	One Basketball Court Swings Soccer Goals Benches Slides Climbing Structure Play Structure Picnic Tables	5.28 acres



**Table 3.25. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Joe Phillips Park	154 Joe Phillips Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Open Space		0.5 acres
<b>Park Name</b>	<b>Location</b>	
Leathertree Park	221 Gillespie Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space Picnic Area Shade Structure	Tot Swings Swings Play Structures Picnic Tables Slides Climbing Structures Grill Benches	5.07 acres
<b>Park Name</b>	<b>Location</b>	
Madison Point Park	139 Whisperwood Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area Basketball Open Space	Climbing Structure Swings Play Structure Slide Benches One Basketball Court	2.32 acres
<b>Park Name</b>	<b>Location</b>	
Madison Trace Park	127 Progress Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area	Climbing Structure Swings Play Structure Slide Benches Picnic Table	0.91 acres
<b>Park Name</b>	<b>Location</b>	
Mandolin Park	206 Thomas Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space		0.525 acres
<b>Park Name</b>	<b>Location</b>	
Mill Creek Park	141 Teal Park Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Basketball Open Space	Climbing Structures Swings Play Structure Slides Benches Walking Path Merry-Go-Round See-Saw	2.75 acres



**Table 3.25. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Rainbow Mountain Park	274 Carter Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Walking Trails		1.52 acres
<b>Park Name</b>	<b>Location</b>	
Rickwood Park	413 Mose Chapel Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structure	2.5 acres
Picnic Area	Swings	
Basketball	Play Structure	
Open Space	Slide	
Soccer	Benches	
	Picnic Table	
	Soccer Goals	
	One Basketball Court	
<b>Park Name</b>	<b>Location</b>	
Rollingwood Park	163 Liberty Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Covered Picnic Pavilions	1.71 acres
Picnic Area	Play Structure	
Pavilions	Benches	
Open Space	Picnic Tables	
<b>Park Name</b>	<b>Location</b>	
Shelton Park	1035 Shelton Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Covered Picnic Pavilions	2.98 acres
Picnic Area	Play Structure	
Pavilions	Benches	
Open Space	Picnic Tables	
ADA Accessible	Slides	
Basketball	Play Structure	
	Swings	
	One Basketball Court	
	Bench Swing	
<b>Park Name</b>	<b>Location</b>	
Silver Creek Park	108 Donash Circle	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space		2.77 acres
<b>Park Name</b>	<b>Location</b>	
Stavemill Park	786 Seina Vista Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structure	4.98 acres
Picnic Area	Play Structure	
Soccer	Benches	
Open Space	Picnic Tables	
ADA Accessible	Slides	
Basketball	Swings	
	One Basketball Court	
	Soccer Goals	

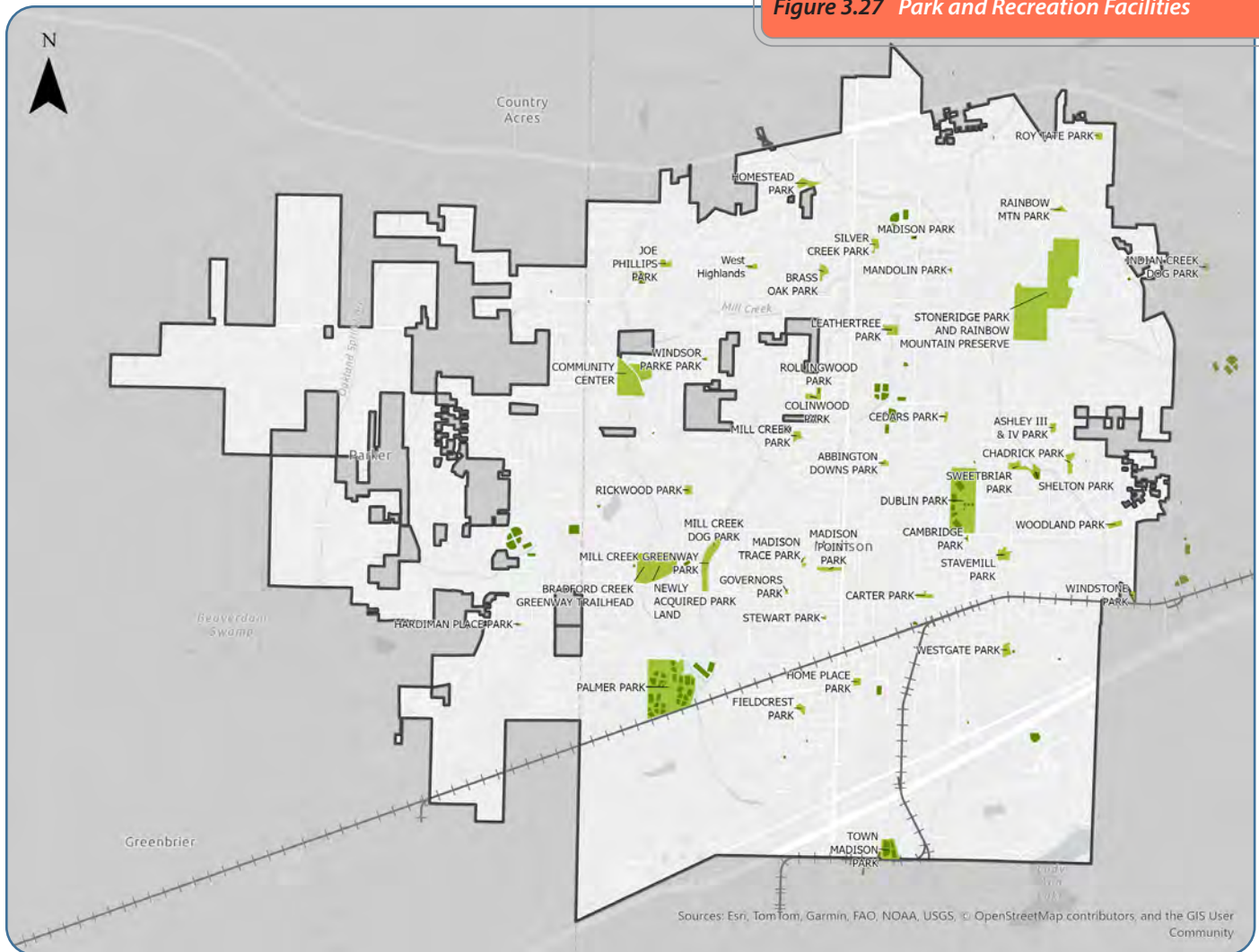


**Table 3.25. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Stewart Park	100 Stewart Street	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Grill	0.22 acres
Picnic Area	Play Structure	
Basketball	Benches	
	Picnic Tables	
	Slide	
	Swings	
	One Basketball Court	
<b>Park Name</b>	<b>Location</b>	
Stoneridge Park	195 Stoneway Trail	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Large Covered Picnic Pavilion	0.5 acres (approximate)
Walking Trails	Play Structure	
	Benches	
	Picnic Tables	
	Slide	
	Swings	
<b>Park Name</b>	<b>Location</b>	
Sweetbriar Park	144 Steele Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space	NA	3.96 acres
<b>Park Name</b>	<b>Location</b>	
West Highlands Park	439 Clydebank Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Pond	Benches	2.5 acres
Picnic Area	Picnic Tables	
<b>Park Name</b>	<b>Location</b>	
Westgate Park	276 Pine Ridge Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Benches	3.05 acres
Picnic Area	Picnic Tables	
	Swings	
	Climbing Structure	
	Play Structures	
	Slide	
	Merry-Go-Round	
<b>Park Name</b>	<b>Location</b>	
Windsor Parke Park	183 Amsterdam Place	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Benches	0.5 acres
Picnic Area	Picnic Tables	
ADA Accessible	Swings	
	Climbing Structure	
	Play Structures	
	Slides	



**Figure 3.27 Park and Recreation Facilities**



The popularity of Madison's parks and recreation facilities is clearly demonstrated by continued and consistent use at near or, at times, beyond the intended capacity for which they were designed. Intensive use has led to resources often being spread thin and patrons being turned away at some facilities. Most of Madison's park facilities and many recreational programs are operating over capacity. School and recreation basketball courts are overbooked and there

is frequently not enough room for spectators. There is currently not adequate space available for competitive swimming and aquatics programs. Soccer facilities can handle local demand (at this time) but cannot accommodate regional travel leagues, and interest in the sport only continues to grow. As Madison grows and changes rapidly, prioritizing the needs for future recreation facilities and programs should continue to be evaluated regularly and actively budgeted.





**Figure 3.29** Residents recreating in Madison

Existing facilities are comprised of 4 community parks, a community center, senior center, dog park, and 32 neighborhood parks. In addition to the existing facilities, the following amenities have been identified through previous planning efforts or by stakeholders and community members as priorities for development over time:

- ❗ Aquatic and basketball facilities
- ❗ More ballfields, to include baseball, softball, soccer, football, and pickleball
- ❗ Multi-use park facilities and a recreation center on the west side of Madison
- ❗ New recreational programs to accommodate demand
- ❗ Inclusive recreation for special populations

Land for a park and recreation facility in the Limestone County portion of Madison is of particular interest as development pressure and rising land costs reduce property available for acquisition, and the City was able to negotiate the donation of 23 acres for a future community park in 2023. Other areas of interest for expanded park and recreation facility development include Rainbow Mountain Nature Preserve, where the need for an additional 30 acres has been identified.

The first phase of Palmer Park, one of Madison's largest recreation complexes completed in the 1980s, is in need of improvement and a general update to its facilities. Fields are flooding, and overuse and construction defects have accelerated the need for maintenance and repairs. Phases 2 and 3 of Palmer Park are currently awaiting funding.

The Singing River Trail, a new regional greenway, will offer residents the ability to travel by foot and non-motorized vehicle to Huntsville, Athens, Decatur, Triana and Mooreville once complete. Connectivity through Madison to this trail will benefit both public health and wellness as well as support economic vitality by providing residents and visitors access to a vastly expanded regional greenway network. Additional recreational facilities in the form of pedestrian and bicycle trails and greenways are discussed in the future mobility section that follows.



**Figure 3.30** Kid's Kingdom



**Figure 3.28** Dublin Park Pool



The City of Madison owns and maintains nearly all its parks and recreation facilities except for Palmer Park, for which it has a long term lease, and Rainbow Mountain Nature Preserve, which is owned by the City of Madison but overseen and maintained by the Land Trust of Northern Alabama. This non-profit is dedicated to conserving natural resources and preserving vulnerable land for people in the Tennessee Valley. Since the late 1980s, when the organization was formed, the Land Trust has preserved more than 10,000 acres of land in five counties throughout North Alabama, along with creating more than 70 miles of public trails. Rainbow Mountain Nature Preserve offers a little over three miles of trails featuring some difficult but beautiful climbs due to the rocky terrain. Additional amenities include a large pavilion available for picnics as well as a playground. In addition, approximately one third of the Bradford Creek Greenway is owned by the Land Trust but is maintained by the City of Madison for its entirety.

Parks provide space for neighborhood residents to interact with each other and meet new people. They are also great spaces for events and for people to engage in recreational activities, thereby fostering a sense of community. Studies increasingly show that access to nature and open green space is vital to human health and is also important to the development of a robust economy within a community. Madison's existing parks, open space, and recreation program is a testament to just how true this statement is. Growth and vitality, coupled with a clear sense of quality of life, is no doubt impacted by the abundance of recreational amenities available within and surrounding the city. Balancing future growth with equitable access to these resources will be critical to maintaining this high quality of standard of life in the years to come.





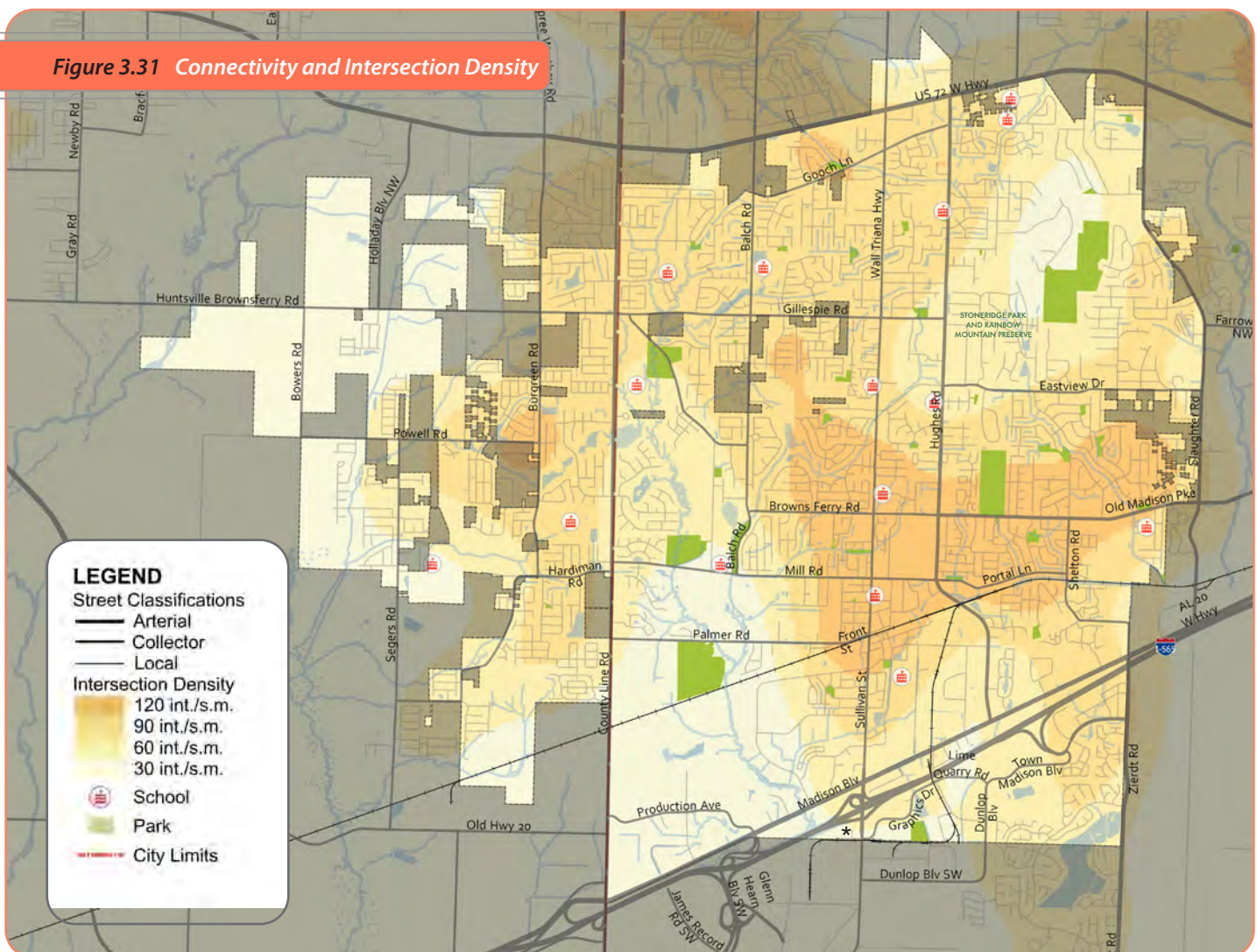
# MOBILITY

## Connectivity

Cities and towns were traditionally built on a network of streets, typically organized along a rectilinear pattern of small blocks. Starting in the 1950s curvilinear development patterns with larger blocks became more prevalent, and in the later decades of the century most development followed a dendritic pattern, with only one or two access points to higher volume streets and a high percentage of dead-end cul-de-sac streets. This lack of neighborhood connectivity contributed to traffic congestion issues with traffic flow concentrated on a few connector streets, and made walking and biking from neighborhood to neighborhood or across town much more difficult.

Madison's earliest residential neighborhoods were developed in a semi-connected curvilinear block pattern, and its more recent developments followed a dendritic pattern. The resulting transportation network is characterized by very large super-blocks with limited connectivity between neighborhoods. This effect became more pronounced as the town grew to the north and west, as can be seen by the intersection densities represented in the map below. The average intersection density in Madison is 100 intersections per square mile, with neighborhoods ranging from 40 intersections to 180 intersections per square mile. Well-connected cities average 150 to 200 intersections per square mile, with upper levels of 600 intersections per square mile.

**Figure 3.31** Connectivity and Intersection Density



\*The size and shape of Town Madison Park has been altered since the time of this map. Please see Figure 3.27 for updated Town Madison Park.



Another effective measure of street connectivity is block size. Block lengths of 250 feet to 800 feet enable neighborhoods and commercial areas to be more walkable for pedestrians. In Madison, smaller block dimensions are roughly 2,000 feet in length, with the larger blocks stretching out nearly 8,000 feet in length. - nearly ten times the length considered walkable. This creates an environment that feels inhospitable to the average walker or cyclist, and has had far-reaching implications on multi-modal connectivity as Madison has continued to develop over the years

Many cities and towns, including Madison, have taken steps to improve street connectivity by updating development standards to require more local and collector street connections in new neighborhoods, and by pursuing new street connection capital projects with local or federal/state funds. Geographic features such as Rainbow Mountain and the Mill Creek floodplain create natural barriers to connectivity, but the City continually looks for opportunities to improve or add potential collector and arterial connector routes to facilitate evenly dispersed traffic flow and to enable better-connected new development.



*Figure 3.32 Intersections: Before and After Channelized Turn Lane Construction*

## Traffic Conditions

Traffic flow on Madison city streets is relatively moderate at less than 30,000 vehicles per day (vpd) for four-lane streets and less than 18,000 vpd for two-lane streets. The exceptions are Highway 72, where traffic exceeds 40,000 vpd, and sections of Madison Boulevard where traffic exceeds 30,000 vpd. High congestion-based delay is evident on Highway 72 and at other noted locations. Traffic growth in the past five years has been moderate or flat (a rate of <2% per year) for most city streets except for Old Madison Pike, Highway 72, and for County Line Road and many of the collector and arterial streets that connect to it.

There are currently 47 signalized intersections within the City. Signal timings on corridors are coordinated manually in an effort to enable smooth traffic flow, but manual timing is very difficult to maintain and to adjust as traffic conditions change. 59% of signalized intersections have pedestrian signals and call buttons, and that will increase to 64% upon completion of upgrades to additional locations that are in the design phase. A number of intersections have been widened with turn lanes in response to traffic backups, but wider intersections and especially channelized right turns can become a barrier to safe and inviting pedestrian crossings.



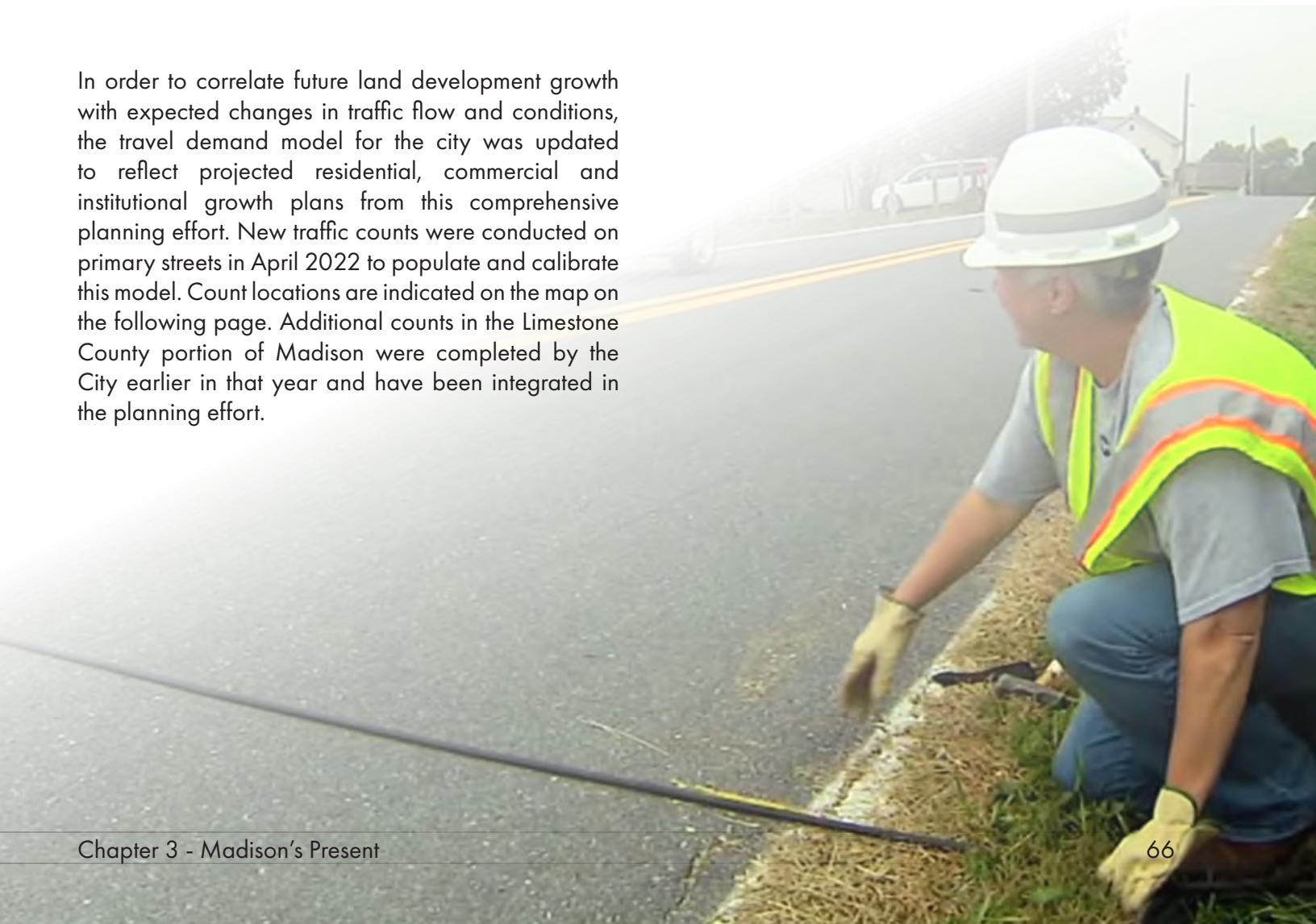


The City has recently constructed roundabouts at two locations as an alternative to signalized intersections or all-way stops. Roundabouts have the added benefit of reducing vehicle speeds and drastically reducing crash rates, and single-lane roundabouts are especially critical to providing safer crossing experiences for pedestrians.

**Figure 3.33 Roundabout Construction at Balch and Gillespie Roads (improvement has been completed since 2023)**



In order to correlate future land development growth with expected changes in traffic flow and conditions, the travel demand model for the city was updated to reflect projected residential, commercial and institutional growth plans from this comprehensive planning effort. New traffic counts were conducted on primary streets in April 2022 to populate and calibrate this model. Count locations are indicated on the map on the following page. Additional counts in the Limestone County portion of Madison were completed by the City earlier in that year and have been integrated in the planning effort.



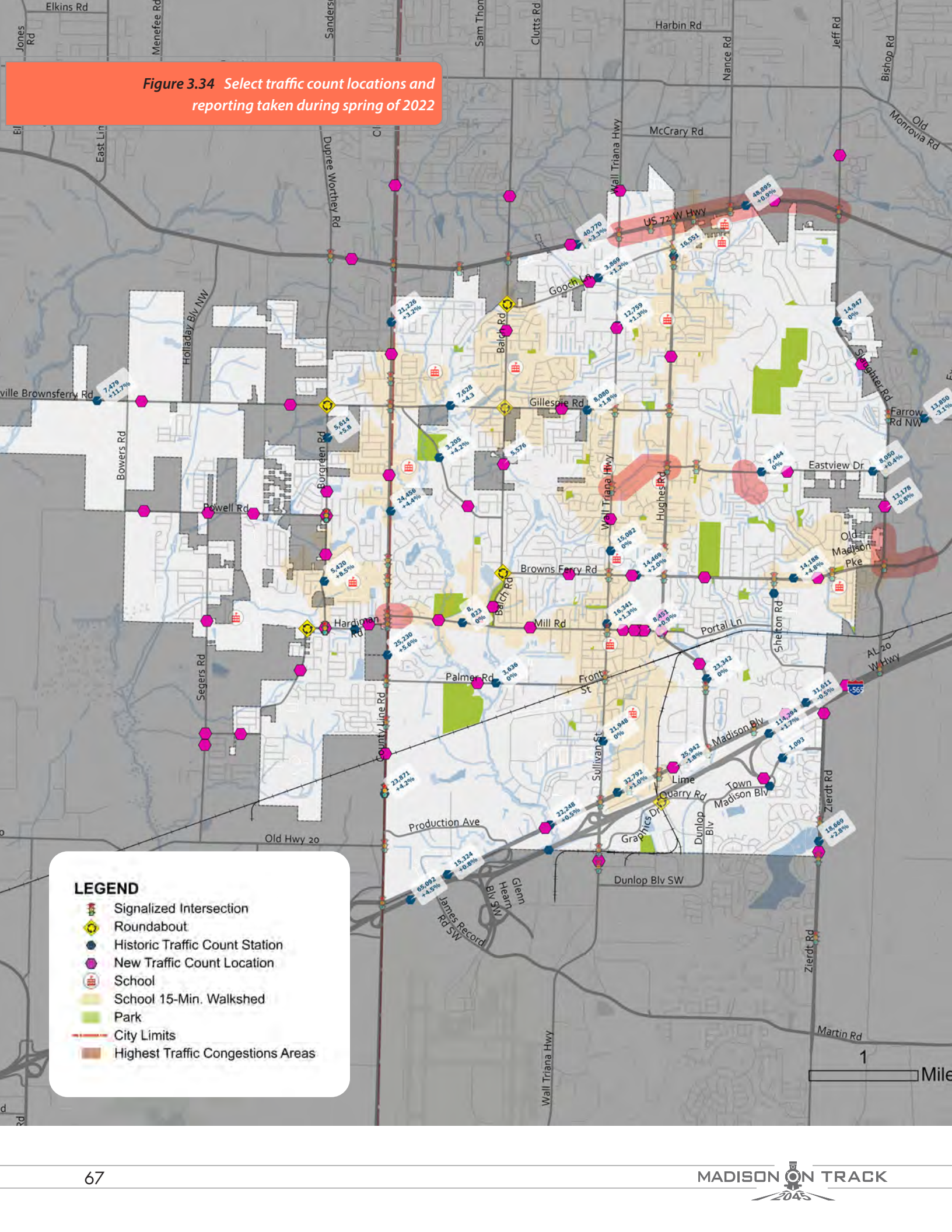


**Figure 3.34 Select traffic count locations and reporting taken during spring of 2022**

**LEGEND**

- Signalized Intersection
- Roundabout
- Historic Traffic Count Station
- New Traffic Count Location
- School
- School 15-Min. Walkshed
- Park
- City Limits
- Highest Traffic Congestions Areas

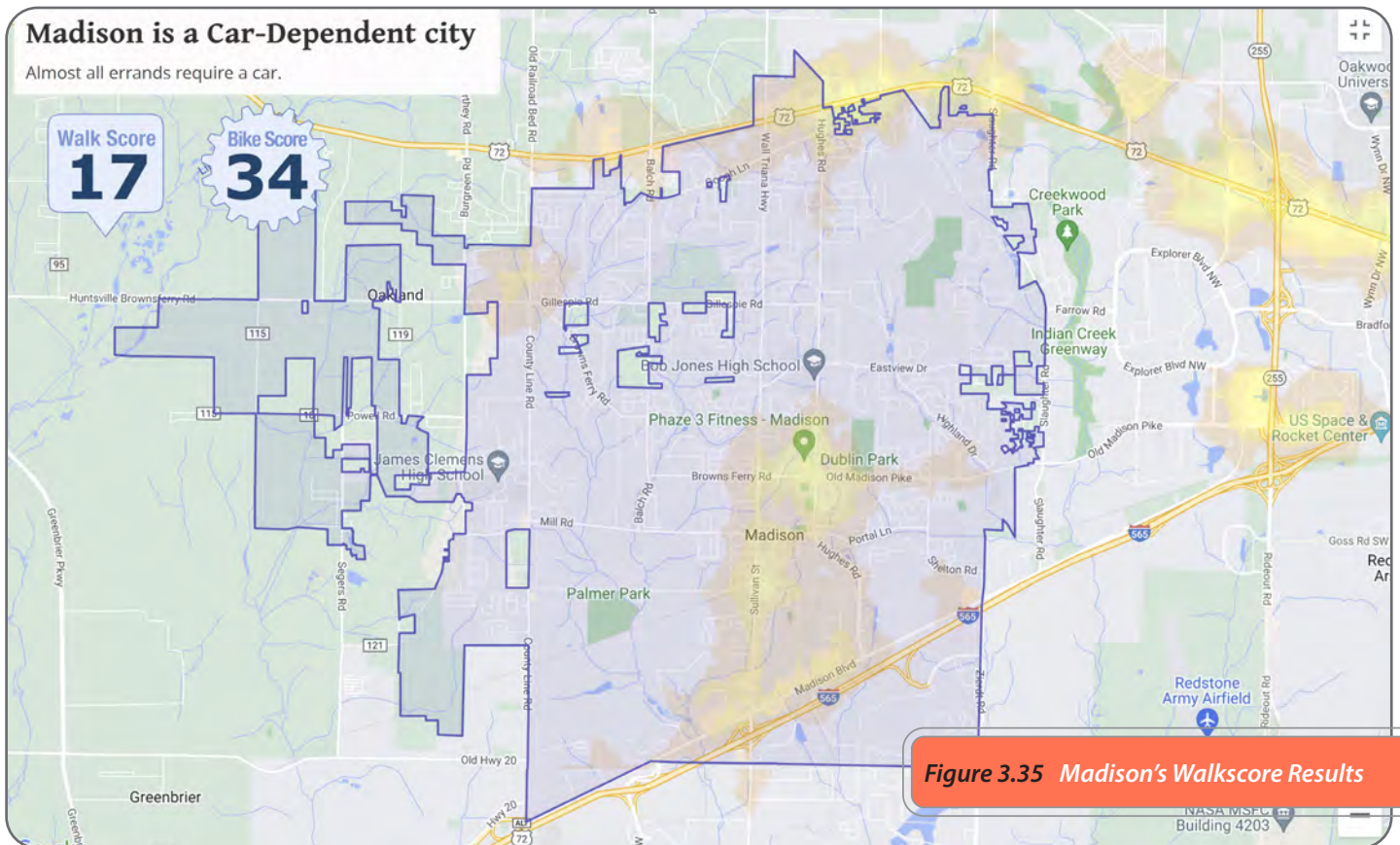
1 Mile





## Multi-modal Facilities

The sidewalk coverage in the city is fairly robust with the exception of subdivisions built between 1940 and 1990. The current citywide walkscore of 17 (out of 100) is based on the scoring process emphasis on the walking distance from residences to key amenities that a typical person needs on an average day. Uniformity of single-family residential and lack of neighborhood commercial development is the biggest factor in this measure of walkability.



**Figure 3.35** Madison's Walkscore Results

Source: [walkscore.com](https://www.walkscore.com)



The map on the following page illustrates the network of sidewalks and greenways present in Madison in 2022 when the baseline conditions for the *Madison on Track 2045* planning effort were documented. It also indicates 15-minute walksheds around existing schools. Most city schools are located in or near neighborhoods that have limited sidewalk connectivity, like Madison Elementary. Other schools, such as Bob Jones High School and West Madison Pre-K, are located along major streets and lack connection by sidewalk or greenway to neighborhoods in the vicinity that have more intact sidewalk networks. Delineating school walksheds and areas with higher walkability scores, while also highlighting these deficiencies, is useful for planning and prioritizing future pedestrian and bicycle facilities.

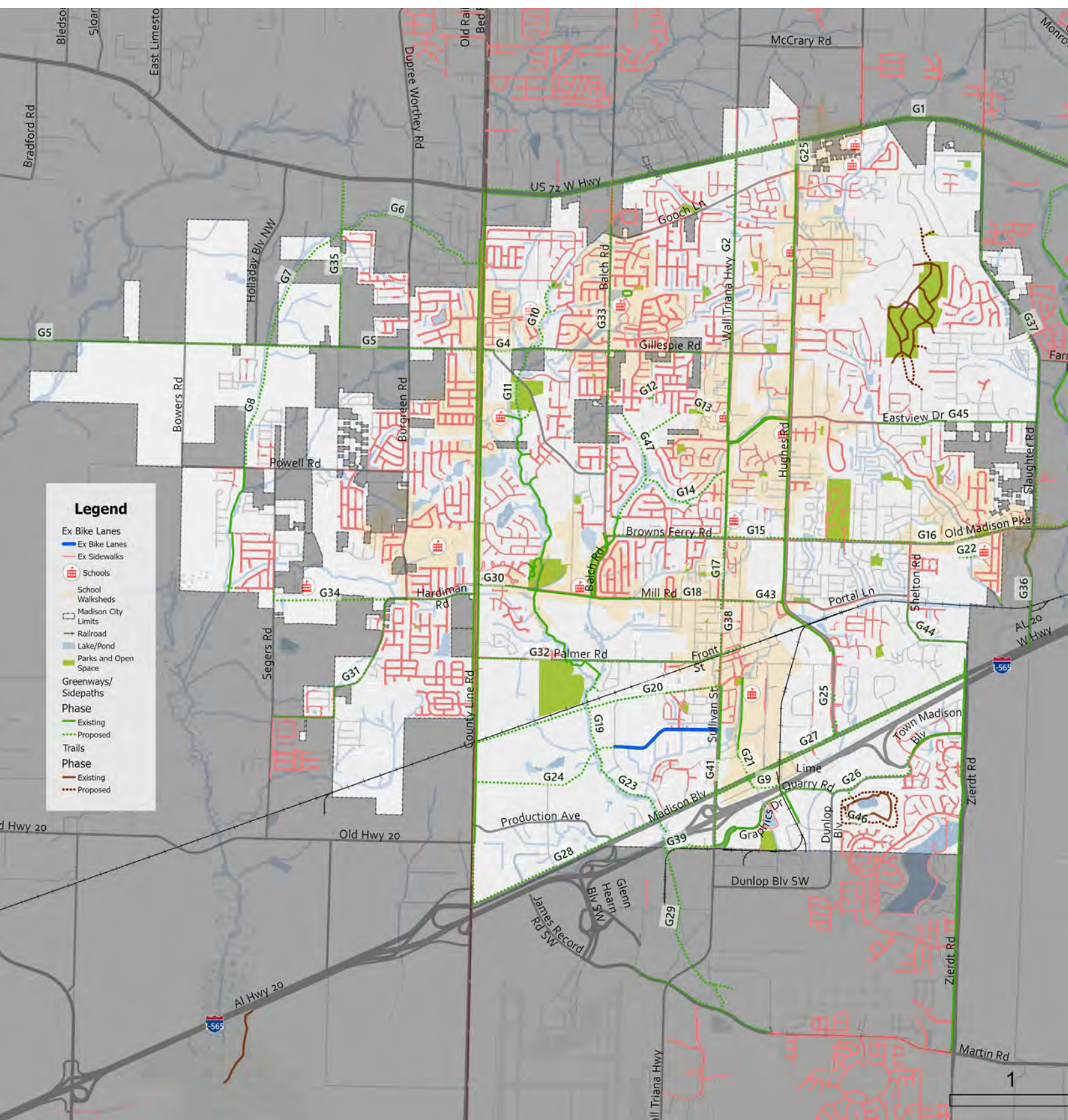
The same deficiencies in connectivity are present for parks and recreation facilities. Many of the neighborhoods these amenities serve are effectively cut off from accessing them on foot or by bike. A good example of this is Dublin Park, one of Madison's premier recreation facilities. Surrounded by neighborhoods, none of which have sidewalks, the park is only accessible on foot using the sidewalk provided along Old Madison Pike.

By comparison, the Strava heat map shows where there is higher walking, running and biking activity in Madison. Most of the activity is focused on the greenways, sidepaths, and on low-traffic neighborhood streets. The City of Madison has been truly successful at implementing new greenway and sidepath construction. The city has over 15 miles of existing greenway and sidepath facilities, boasting more miles of facilities per capita than nearby Huntsville and other comparable cities such as Chattanooga and Raleigh. Many of the greenways follow creeks that flow from north to south, and newly constructed sidepaths are similarly oriented, resulting in a general lack of east/west connectivity for walking and biking in the community. This mirrors similar vehicular travel challenges.

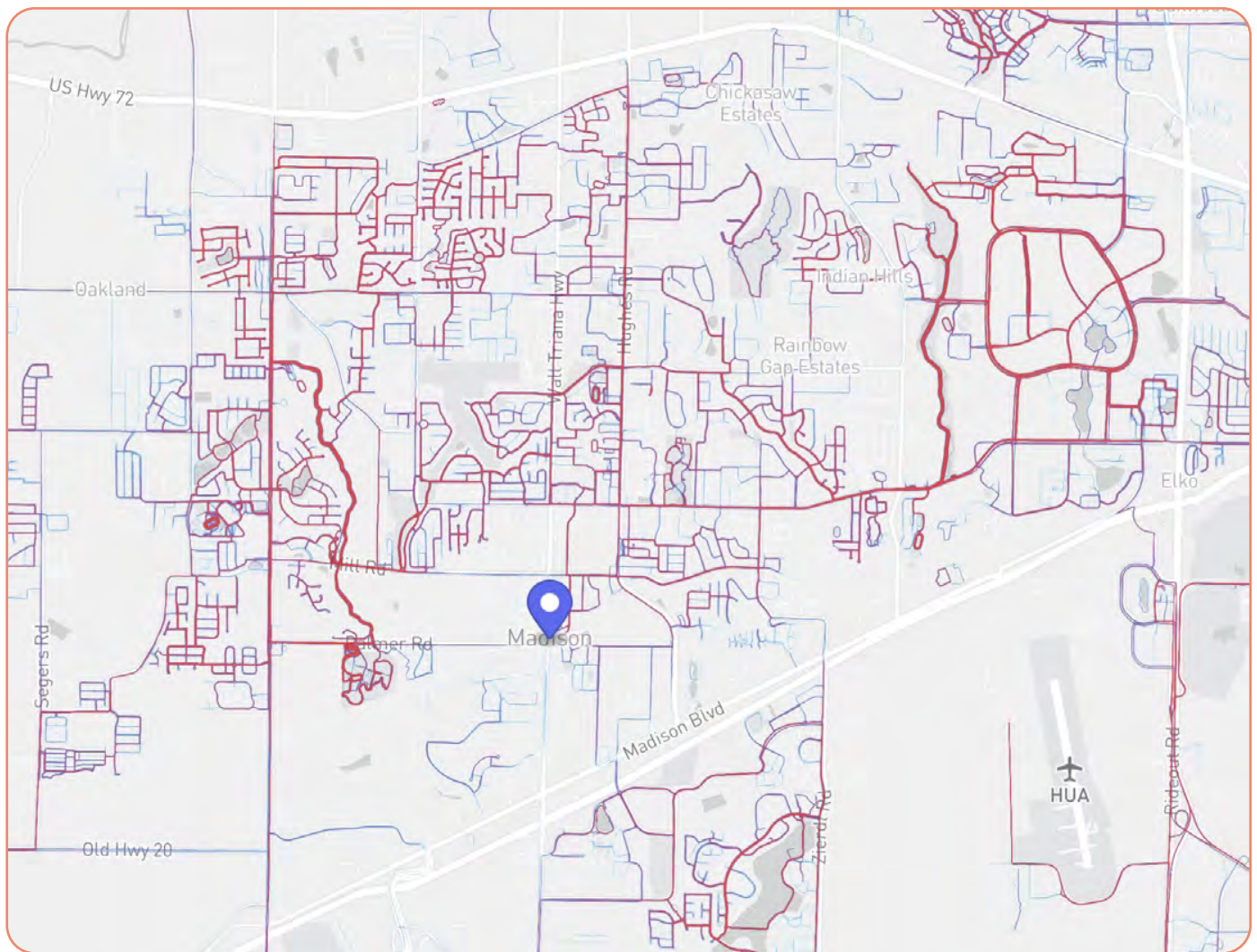




Figure 3.36 2022 Bicycle/Pedestrian Infrastructure







**Figure 3.37** Strava heat map for Madison bike/ped use; the darker the red line, the higher the use

## Transit

There is currently no fixed-route transit service in Madison, but on-demand paratransit service is available to riders with disabilities through the Madison Assisted Ride System (MARS). There is also no access to bicycle or scooter sharing services.



**Figure 3.38** Madison Assisted Ride System (MARS)



# THE CHARACTER

Land within Madison city limits is already largely built-out. When asked to describe Madison's character, most stakeholders and residents were hard-pressed to identify a particular design style or quality that defined the community. At first glance, the prevailing character can be described as low-density suburban residential development, served by retail and service commercial oriented along primary transportation corridors and centered around key intersections along these corridors. Within this description, however, there are nuances to the existing development patterns and character worth highlighting as indicators of preference for the future or conditions to avoid.



*Figure 3.39 Examples of established suburban residential character in Madison.*





Established residential character is a mix of classic colonial and mid-century vernacular, with an abundance of brick, neutral color schemes, well-defined entries (often with large arches), gabled roofs, symmetrical windows, and flat exterior walls. Homes are typically situated on larger lots that are front-loaded or side-loaded with driveway access off the street, although a small residential component of the Madison Station Historic District has many lots having garages in the rear of the property. Most older, established neighborhoods lack sidewalks or road connections.

Newer residential development expands on the more traditional style of established Madison neighborhoods, adding Craftsman vernacular on smaller lots, with greater frequency of sidewalks and alley access.



*Figure 3.40 Examples of new residential development character in Town Madison.*







Multi-family residential development is limited in Madison. However, interest in, and demand for, greater variety in housing options has been growing. Examples of attached residential units in the form of duplexes, triplexes, and quadplexes exist in some established neighborhoods, offering well-integrated “missing middle” housing options for residents. On the west side and in Town Madison, where newer development has been focused, townhomes and multi-family apartment units are being constructed with greater frequency. While this type of development is not wholly restricted to these areas of the community, there are fewer instances of higher intensity residential development in the established Madison core.



*Figure 3.41 Examples of established and newer multi-family residential development in Madison.*

*Figure 3.42 Examples of multi-family apartment development in Madison.*







Madison has a traditional, historic town center located just north of Madison Boulevard and east of Sullivan Street, known as Madison Station. This quintessential “downtown” core offers residents and visitors a destination spot with retail, restaurants, two community parks, and historic landmark. However, Madison Station is geographically constrained and unable to expand its footprint significantly to accommodate the evolving commercial needs of a growing community. Town Madison, located south of Madison Boulevard and Interstate 565 and west of Zierdt Road, has developed as a secondary community center. With a mix of housing types ranging from single family and townhomes to multi-family apartment units and a

growing economic base consisting of retail, restaurants, and office space. Town Madison is also home to the Trash Pandas AA baseball stadium and located in close proximity to a future park site envisioned at the old quarry.

*Figure 3.43 Madison Station and Town Madison.*







*Figure 3.44 Example of typical commercial development in Madison.*

In reality, strip commercial and big box store development defines the retail, restaurant, and service economy in Madison. Home to many employed by industries and companies in surrounding communities, the automobile truly defined Madison's development pattern over the past century. Most major north-south and east-west thoroughfares are lined with commercial development serving established neighborhoods in between. With Town Madison and newer mixed-use developments such as The Village at Oakland Springs and The Avenue Madison, located at the northeast corner of Sullivan and Shorter Streets, as exceptions, development character is largely segregated by use.

The historic growth pattern and zoning regulations emphasized suburban residential development and the separation of uses in Madison. This emphasis on low density residential development and general or corridor commercial land uses is evidenced by the existing acreage devoted to each by zoning district ([Table 3.26- opposite page](#)). While over 3,000 acres or 17% of Madison's land mass is zoned for agricultural

use (about half of which is developed with low density residential development) and 1,300 acres (just over 7%) is devoted to industrial activity, the highest amount of acreage zoned commercial is zoned B3 - General Business (at 968 acres) and over 50% (8,921 acres) of land in Madison is devoted to low or medium density residential development. With a goal of facilitating a different growth pattern for targeted areas, in 2013 the City changed its Neighborhood Business (B1) standards, in 2014 it added Traditional Neighborhood Development (TND) zoning, and in 2017 it added Urban Center (UC) zoning. These three zoning districts allow for mixed use and were created to enable the new development pattern evident in the Village at Oakland Springs, Town Madison, and the downtown.





**Figure 3.45** Example of typical commercial development in Madison.

<b>TABLE 3.26. EXISTING ZONING</b>	<b>ACREAGE (approx.)</b>
AG Agriculture	3,028
B1 Neighborhood Business	45
B2 Community Business	530
B2/S1 Community Business Special	7
B3 General Business	968
M-1 Restricted Industrial	1,300
M-2 General Industrial	162
MC Medical Center	69
MU Mixed Use	126
PUD Planned Unit Development	99
R-1 Low Density Residential	7
R-1A Low Density Residential	3,101
R-1B Low Density Residential	634
R-2 Medium Density Residential	2,982
R-3 High Density Residential	271
R-3A Single Family Detached Residential	1,933
R-4 Multi-family Residential	1,027
RC-2 Residential Cluster	486
RZ Zero Lot Line Residential	41
TND Traditional Neighborhood Development	219
UC Urban Center	299
Unzoned (including ROW)	2,336.73
<b>TOTAL</b>	<b>19,670.73 acres</b>

*Note: The total acreage in the city of Madison is 19,670.73 (or approximately 30.74 square miles), which includes public right-of-way.*

As a city that once served as a bedroom community to Huntsville, Madison's growth and evolution is one that has focused on residential development patterns supported by good schools and quality services. Looking forward, providing opportunities for greater housing choice for a growing and evolving population, coupled with mixed-use and commercial activities to support residents' needs, a growing industrial base that supports the economic vitality of the community, and continued provision of City services will be key.



## CHAPTER 4: A COMMUNITY'S VISION

### THE PLANNING PROCESS

The creation of a comprehensive plan for any community requires involvement by its citizens to ensure the vision is community-driven and reflects the core values of its residents. The engagement process undertaken in Madison relied on multiple touchpoints with key stakeholders and members of the public at varying stages of the process, to inform, to gain insight, to reflect on what was heard, to present options for the future, and to get feedback and buy-in on whether the future of Madison and the steps required to implement that future are conveyed accurately in this plan.

A successful planning process demands an engagement strategy focused on multiple meaningful opportunities for stakeholders and the public to interface with the planning team and provide critical insight into issues related to Madison's future. Even with the wealth of platforms available online today, an all-virtual outreach program can often feel stilted and impersonal and is no substitute for meeting face-to-face when discussing the importance of a community's growth and development into the future. For the *Madison on Track 2045* outreach strategy, the team balanced an interactive website, small group stakeholder meetings,

one-on-one conversations, online surveys, larger public open houses and workshops, and participation at local events to create an outreach experience that offered something for everyone. It was imperative to provide a variety of experiences and opportunities for participation to allow community members with different schedules, considerations, and preferences to access the same opportunity to contribute. Not everyone can drop what they are doing to attend a formal public hearing, nor do they want to; these forums can be viewed as perfunctory and don't always allow for constructive dialogue or input.

The planning process crafted for the Madison community emphasized variety and accessibility throughout the plan's development, facets of which are described in greater detail in the sections that follow. Layer by layer, as each touchpoint garnered input, that input was used to construct and tailor a set of core values and planning principles used to guide the development of this plan. These core values ultimately fed the creation of an overall vision statement for *Madison on Track 2045* that reflects the desired direction for the 20-year planning horizon.

Figure 4.1 Public Workshop





## OUTREACH AND COMMUNITY ENGAGEMENT

### Advisory Committee

To kick-off the *Madison on Track 2045* plan update, an Advisory Committee was formed to help guide the plan's development and to serve as ambassadors throughout the planning process. Members of the Advisory Committee included one appointee by the Mayor and one appointee to represent each of the seven City Council districts; two representatives from the Planning Commission; and a representative each from the:

- Beautification and Tree Board
- Disability Advisory Board
- Historic Preservation Commission
- Industrial Development Board
- Recreation Advisory Board
- Senior Center
- Madison Chamber of Commerce
- Madison City School District
- Madison Utilities Board

The make-up of the committee was purposeful, intended to represent a broad range of geographies, backgrounds, and knowledge within the Madison community. Meetings were held, on average, monthly in the first year, beginning with the kick-off meeting in February 2022, and with occasional breaks to account for holidays, summer vacation schedules, and plan

drafting. Early in the process, Advisory Committee members were asked for their input on who to engage as key stakeholders. As the process progressed, Advisory Committee members were asked to weigh in on initial data sources and collection, provide insight on past planning efforts and perspective on recent growth and development, and review and comment on draft content as it was developed. The Advisory Committee played an integral role in developing the core planning values and principles upon which the plan's vision statement was based, synthesizing public feedback in its many forms to represent the community's desire and intent, and in defining future growth.



Figure 4.2 Public Engagement Activity



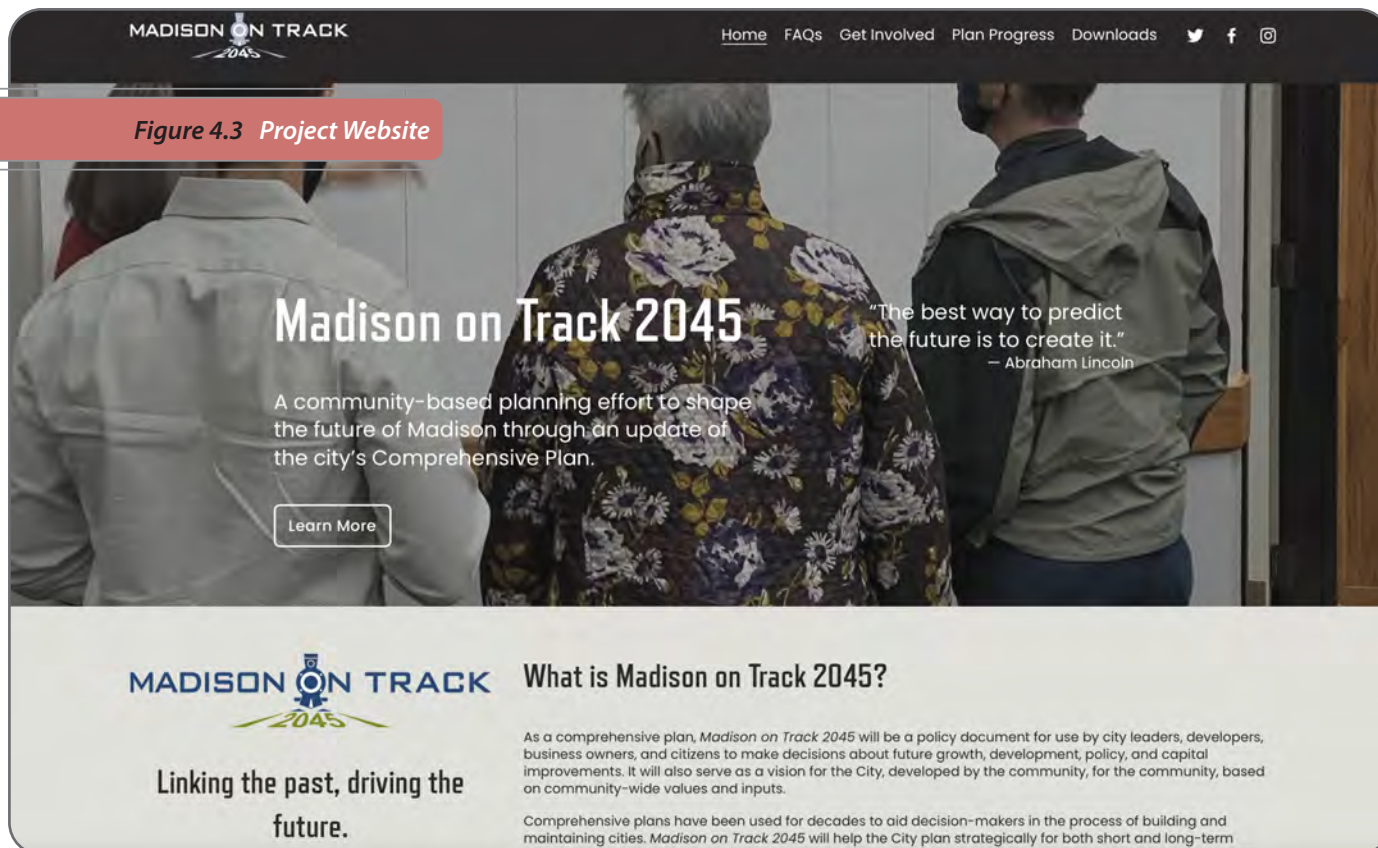


Figure 4.3 Project Website

### Madison on Track 2045 Website

One of the foundational tools developed at the outset and used throughout the planning process was the *Madison on Track 2045* project website. The website was used to share information about the planning process and plan's development, including draft content and public feedback summaries. The website was also a platform to advertise outreach events so the broader public was aware of when and how they could participate. Input from these events was summarized and uploaded to the website to keep those unable to attend informed.

The website invited interested residents to submit questions or comments and sign up for the project list serve, a communication tool used to email updates on the plan's development and opportunities to participate throughout the process. Over the course of the plan's development, this list serve grew to include over 400 residents interested in being involved in the planning of Madison's future.





## Key Stakeholder Conversations

Key stakeholders represent a broad cross-section of the public and are typically engaged more directly than the general public to provide critical insight and perspective on areas of interest to the planning effort. For *Madison on Track 2045*, key stakeholders were identified by staff, Advisory Committee members, and community leaders to weigh in on the following areas of interest:

- Land Use
- Economic Development
- Mobility
- Environment
- Parks, Trails, and Open Space
- Utilities
- Neighborhoods
- Community Character
- Housing and Development
- Schools
- Public Services and Utilities
- Intergovernmental Coordination

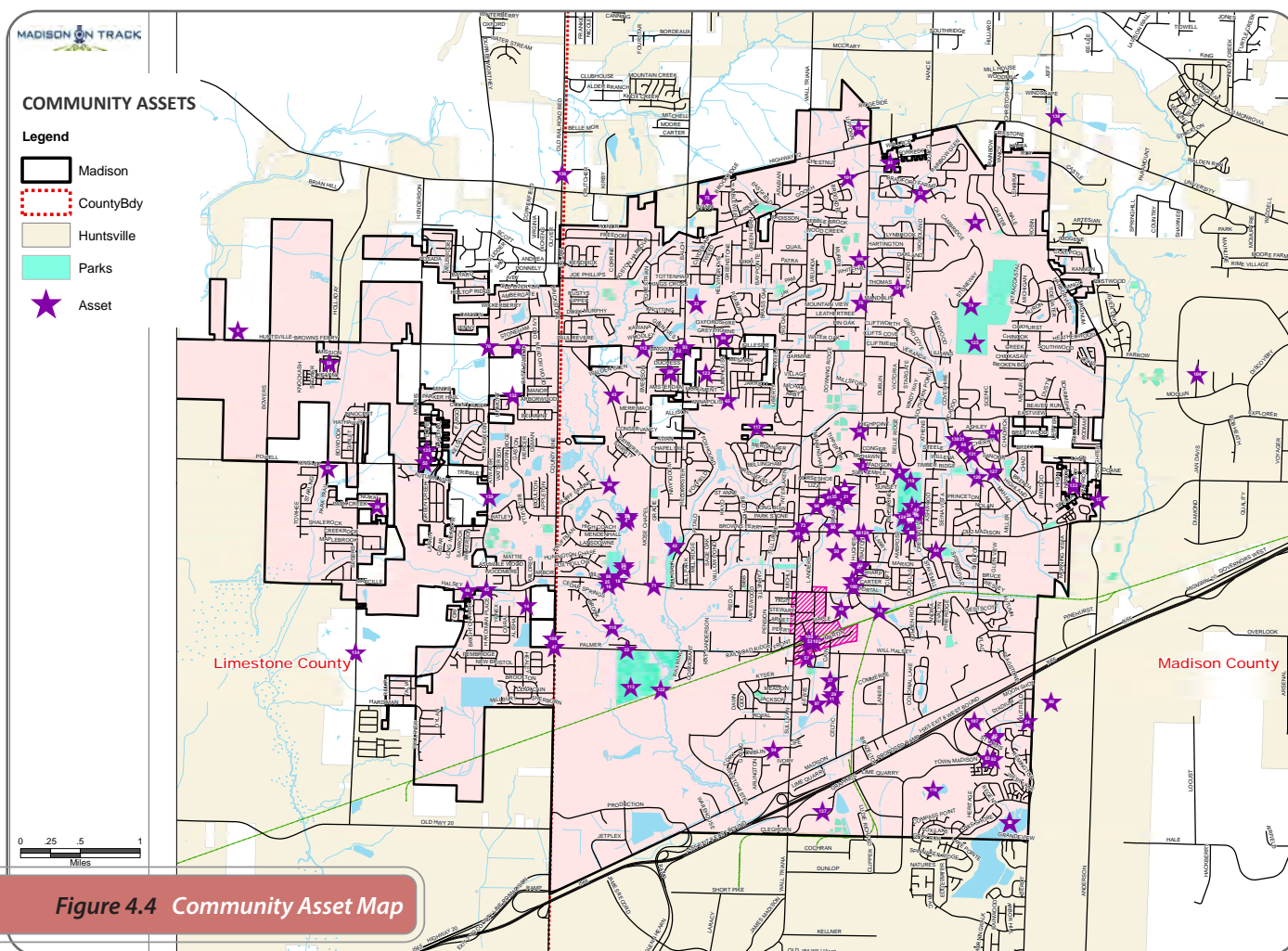
Stakeholders conversant in each area of interest were invited to participate in a series of in-person roundtable discussions, organized by topic, held during the plan kick-off week in February of 2022. A series of follow-up stakeholder roundtables were offered in March of 2022 for anyone unable to participate in-person during the first-round discussions. During these meetings, topical questions were asked, and participants were encouraged to share their personal observations about Madison's growth and change and the challenges and opportunities this has posed for the community. The objective was to identify recurrent issues and themes between stakeholder groups that would require extra attention or need to be addressed through the plan update.

## What We Heard

- Concern surrounding internet sales tax and its implications on the local economy
- Need for school facilities and the continued discussion surrounding their location and impact
- COVID-19 has shifted how Madison residents live, learn, work, and play
- An annexation strategy may be needed to address future growth
- Impact fees may be a viable option to address growth pressures and impacts
- More commercial development is needed in Madison
- East/west connections are lacking and must be improved
- More bike and pedestrian facilities are needed to serve the community
- Madison Boulevard requires extensive improvement
- Corridor improvements and beautification is needed universally
- There is a desire to support aging in place through housing diversity
- More housing options, infill, and density should be explored universally
- Stormwater concerns exist throughout the community
- Additional fire stations are needed, and service delivery should be prioritized
- More protected greenspace and greenways are both needed and desired
- There is concern about surrounding community growth and its impacts

Input from each roundtable conversation was recorded and can be found in the consolidated note summary in Appendix A of this plan.



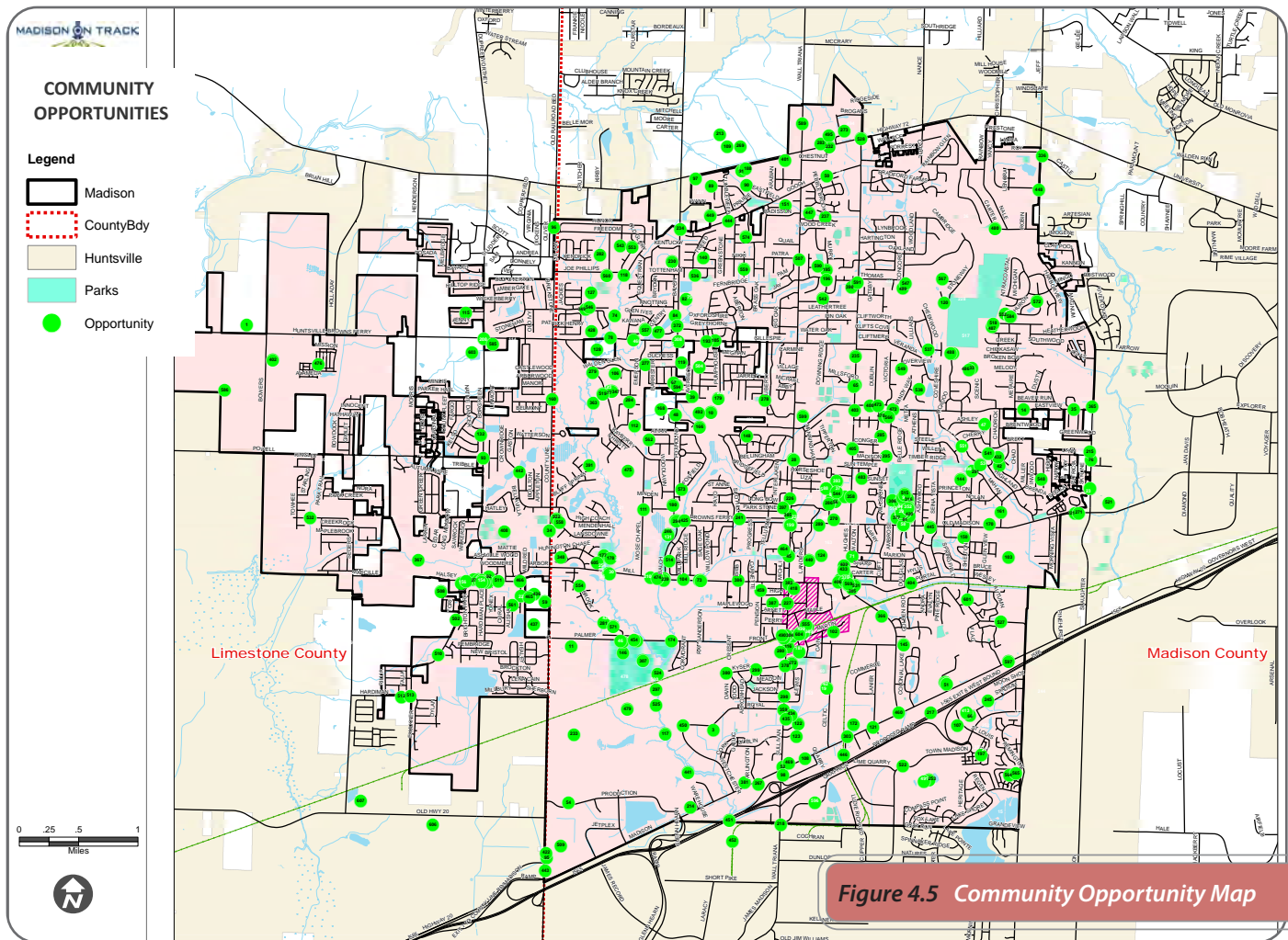


**Figure 4.4 Community Asset Map**

## Community Kick-off

As part of the initial kick-off trip to engage key stakeholders and launch the Advisory Committee in February of 2022, a community kick-off meeting was held to introduce the broader public to the comprehensive plan update. The meeting was held in City Hall and a virtual link provided for any participants unable or unwilling to attend in person (northern Alabama's COVID-19 numbers were on the upswing late January/early February of 2022). The meeting was also advertised widely through Advisory Committee members, local media outlets, and on the project website. During the kick-off meeting, an interactive mapping exercise was introduced for in-person and online participants to share feedback on community assets and opportunity areas for improvement in real time. This feedback was designed to build upon issues and opportunities that had been expressed in stakeholder meetings, further highlighting areas of focus for the team to pursue through the comprehensive plan update effort. The interactive map was posted on the project website and left open through the end of February, allowing the public to contribute input remotely. Reminders were sent via the list serve, and Advisory Committee members as well as key stakeholder group invitees were encouraged to spread the word throughout the community. The interactive map received 608 unique responses, totaling 141 community assets and 467 opportunities identified for improvement. Asset identification focused on park and recreation amenities, schools, and existing neighborhood commercial and mixed-use hubs. Opportunities for improvement were heavily geared toward improved connectivity for both cars and pedestrians along Madison's thoroughfares, and land and improvements needed for park and recreation amenities (including trails and greenways).





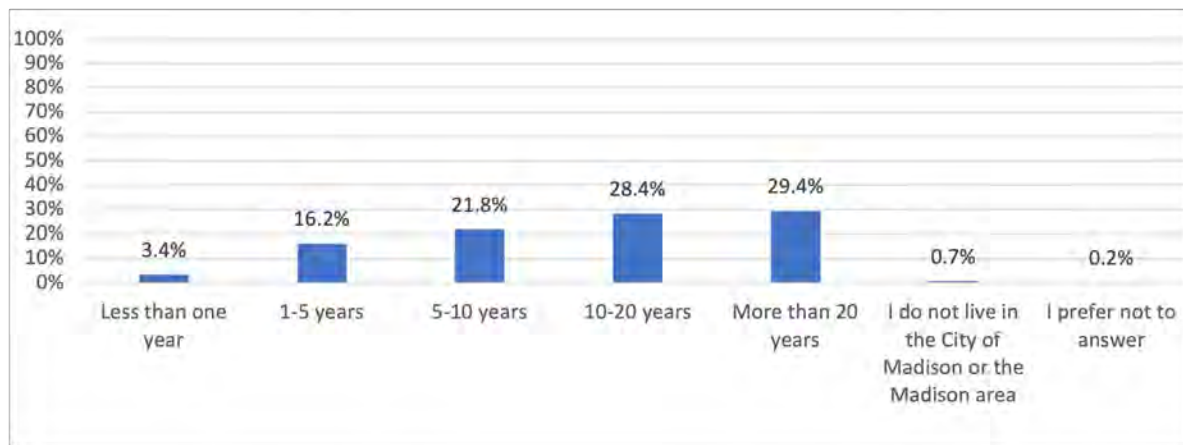
## Comprehensive Community Survey

In July and August of 2022, a community survey was conducted to involve citizens and other stakeholders in the planning process. The survey was designed to solicit feedback on priorities and issues, good and bad, and to provide more depth and direction for the Advisory Committee and Planning Commission. The survey was designed and administered so the responses reflect the opinions of the respondents only and cannot be generalized to describe the opinions of any one group or all citizens or stakeholders. Despite this limitation, responses to the survey were helpful in focusing research and discussion, and, along with other public outreach and stakeholder input, informed plan direction.

A total of 590 responses were received during the weeks the survey remained active. There was a total of 17 questions including questions about the respondents and detailed questions about their opinions. Despite the complexity and personal nature of some of the questions, most respondents replied to all. Not surprisingly, the questions skipped most frequently were open-ended, requiring the respondent to type in a unique response.

The typical respondent was a city resident between the ages of 35 and 54 who was employed, owned their own home, and had children under the age of 18 living with them. Although Madison is a fast-growing city, more than 50 percent of the respondents have lived in the city or surrounding area for at least 10 years. This figure rose to more than 80 percent when the length of residency was at least five years.





**Figure 4.6 Q3 Survey Responses**

***Q3: About how long have you lived or worked in Madison or the Madison area (generally defined as within 10 miles of the city limits)?***

Eleven of the questions concerned community values, character, and issues. The quality of the city schools was not only the most cited reason for moving to Madison, but it was also listed, along with public safety, as the most important issue for the future. The importance of school quality was rated even higher by those with children in the home, but importance remained even across respondent age groups. The importance of the city schools to the overall quality of life in Madison is perhaps the reason half of the respondents believe maintaining that quality is one of the city's biggest challenges.

Madison residents value their ability to move around the city by car, but that has led to a growing problem with traffic. Too much traffic, in fact, was the most cited challenge facing Madison in the next 20 years. When asked how important it is to create, maintain, or improve streets, respondents rated it very important.

***Q9: What is the biggest challenge facing Madison in the next 20 years? Please select up to five answers.***

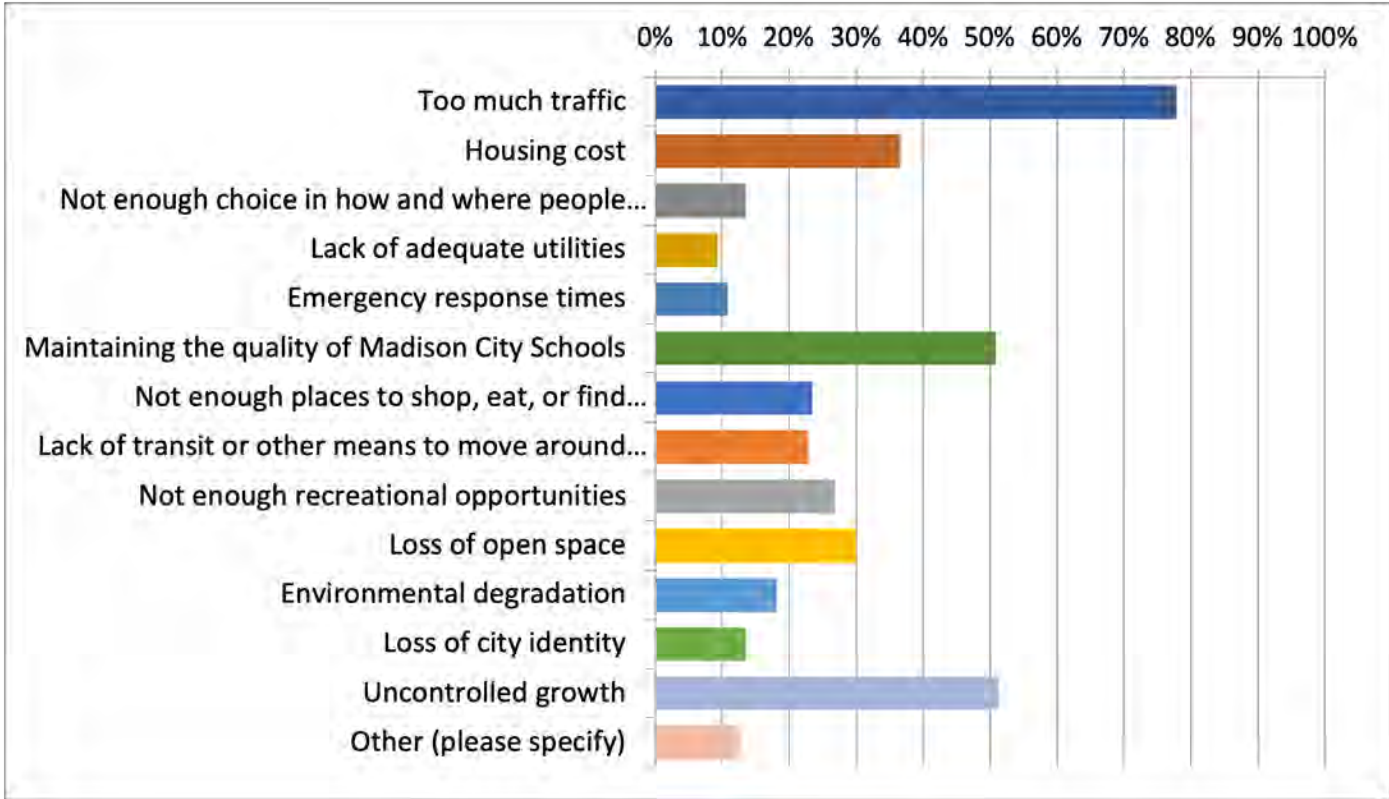
"No matter how many lanes are added to the roads, it will not fix road traffic in the long term. Madison should be focusing on development that can fix transportation for everyone - removing single-residence only zoning, allowing for multi-use zoning, and designing public transportation around center hubs around town. Maze-like, single-family zoned, suburban neighborhoods will always be difficult to design walkable and functional public transport around."

But transportation choice may be increasingly important to many residents as well. More than half of all respondents indicated they would like to move around the city by foot on sidewalks and pathways. Additionally, more than 50 percent of the respondents said they would like to move around by bicycle either by protected bike lane or separated bikeway (45%) or by any means possible (8%). Some respondents also cited improved sidewalks, greenways, and cycling infrastructure when asked to list positive changes in the city over the past 10 years. Others listed the lack of safe street crossings, not enough greenways, and unsafe cycling routes as negative changes. More than half of all respondents also indicated it is important or very important to create, maintain, and improve sidewalks (86%), walking trails (79%), greenways (79%), and bicycle trails (65%).



Although Madison has a solid business and industrial community, its best-known land use is its residential neighborhoods, which are predominantly single-family detached homes on individual lots. It isn't surprising that nearly half of all respondents indicated they would like to see more of that housing type in the city. More than one-third (38%), however, said they didn't want more residential development. When given a list of other housing choices to consider, some respondents indicated they would like to see the city have more variety in its housing stock including patio homes (27%), senior housing (22%), and homes clustered on smaller lots (20%).

Figure 4.7 Q9 Survey Responses



**Q11: What specific types of residential development would you like to see more of in Madison? Choose all answers that apply.**

When asked to consider what type of non-residential growth they would like to see, more than half of all respondents said specialty shops (58%) and full-service restaurants (57%). Over one-third (34%) also indicated mixed-use development, where residential and commercial uses are integrated, and recreation-based businesses.



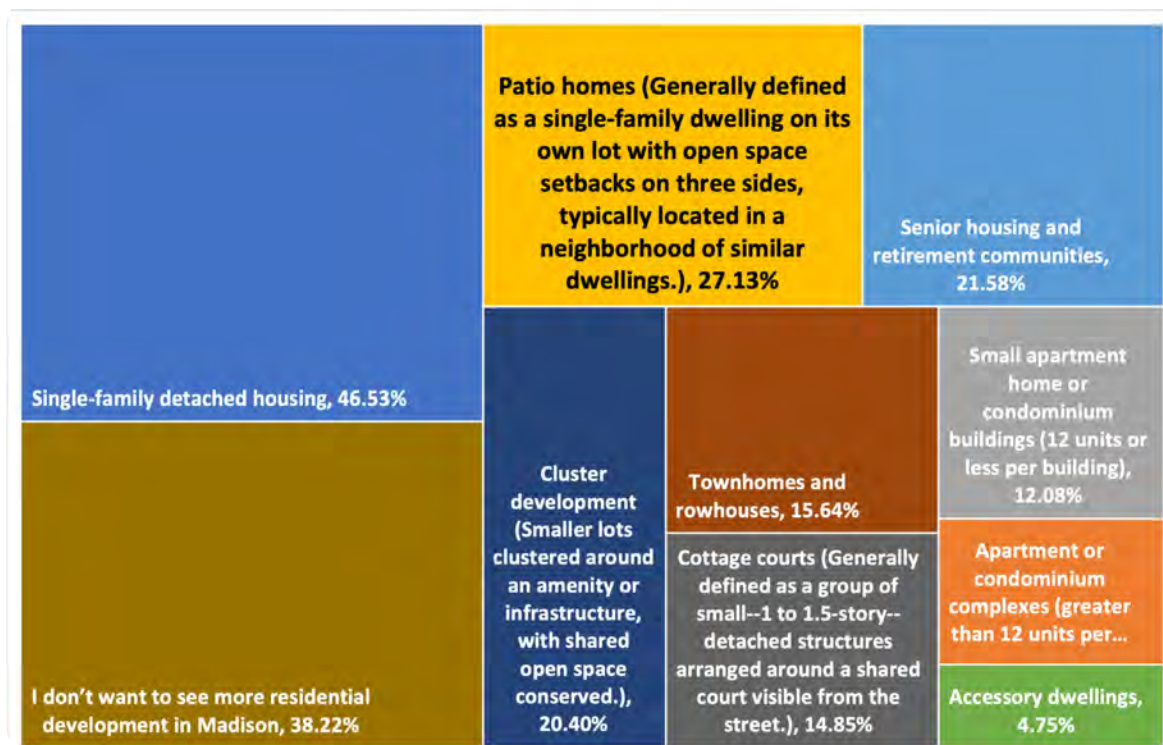


Figure 4.8 Q11 Survey Responses

**Q12: What specific types of non-residential development would you like to see more of in Madison? Choose all answers that apply.**

Although some respondents opined the loss of old Madison—that is, Madison prior to its most recent years of high growth—responses to open-ended questions revealed historic downtown Madison with its small-town charm, even with change over time, remains an example of quality and character that should be protected or emulated. For many others, change within Madison has had positive impacts. Specifically cited were the new library, road improvements, a focus on recreation and pathways that connect places, more jobs, continued investment in city schools, and new retail stores and restaurants.

While the responses to the survey alone cannot speak for all, there was a consistency between many of the issues and preferences between those who took part in the survey and other stakeholder feedback, as well as between stakeholder feedback and data and observations. This validation between groups and between data and feedback was important in helping to craft the new plan, lending increased confidence in its vision and direction. A complete copy of survey results is included in Appendix C.

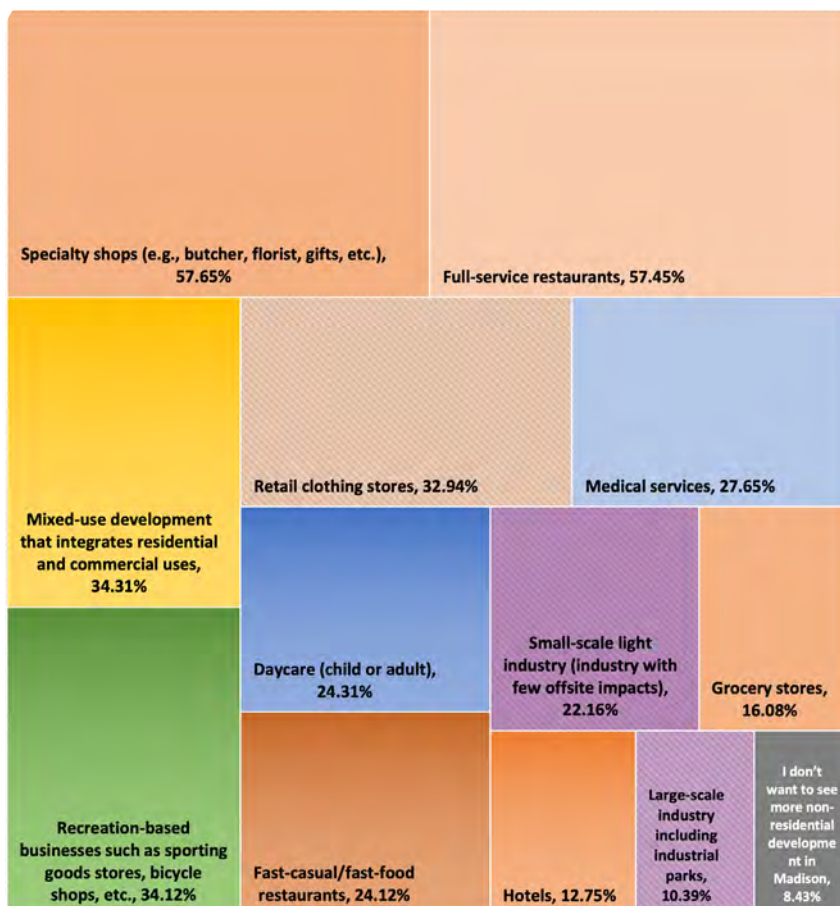


Figure 4.9 Q12 Survey Responses



## Community Planning Week

The culmination of the public process to develop a cohesive community vision was Community Planning Week, a series of workshops and events organized to bring the community together to talk about where and how Madison should grow into the future. Prior to community planning week a profile was developed summarizing existing conditions in Madison, including population growth, housing rates, and market trends impacting future development scenarios. Elements of the Community Profile have been integrated throughout this plan, but the complete document can be found in Appendix B. Market and population trends established in the profile were used as the starting point for conversations with the public around where, why, and how Madison should evolve.

Three community workshops were hosted during Community Planning Week, which occurred July 25<sup>th</sup>-29<sup>th</sup>, 2022. Workshops were held at different times and in different locations to allow for as much participation from a broad range of residents and stakeholders as possible; one was held in the early afternoon at City Hall, and two were held in the evening. One evening workshop was hosted at the Stadium Club at Toyota Field, and the other was held in the VIP room at the Insanity Complex. Times and locations were intentional and aimed at capturing input from a wide variety of ages and audiences. While each workshop varied in size and input captured, approximately 80 participants attended workshops over the course of Planning Week and provided feedback on future growth scenarios.

The format of each workshop was deliberately interactive, using Lego pieces to represent types and intensities of development given three separate growth scenarios. The first two scenarios looked at a low and high growth potential through 2030, based on the reliability of population growth and market trend data over the next seven years. The third scenario looked out to the 2045 plan horizon and asked participants to consider where low-growth population and employment projections could be accommodated within and around Madison in the next 20 years.

**Scenario #1: 2030 Low Growth Scenario** (units below represent those added to existing conditions)

- 4,000 additional residential units
- 340,000 additional sq. ft. of retail commercial
- 1 million additional sq. ft. of office commercial
- 2.5 million additional sq. ft. of industrial

**Scenario #2: 2030 High Growth Scenario** (units below represent those added to existing conditions)

- 7,700 additional residential units (3,700 additional units)
- 690,000 additional sq. ft. of retail commercial
- 6.5 million additional sq. ft. of office commercial
- 5 million additional sq. ft. of industrial

**Scenario #3: 2045 Planning Scenario**

- 3,800 additional residential units beyond the 2030 High Growth scenario (for a total of 11,500 residential units)
- Additional retail commercial
- Additional office commercial
- Additional industrial development





Participants were organized into small groups of eight to ten and asked to place Legos on base maps following established parameters in order to work through each scenario. Parameters allowed blocks to be placed on presently built areas to represent future infill and redevelopment. Blocks could also be stacked to demonstrate a mix of uses and increased density. Participants were allowed to plan an unlimited number of blocks representing parks and institutions, but parks were only allowed to be placed in environmentally constrained areas such as floodplain and wetlands.

In addition to representing different types and intensities of development, each Lego was assigned a dollar value representative of the theoretical cost or benefit the development type would have on the local tax base. Each group was tasked with ending with a bank balance over \$10,000; while the dollar amount was somewhat arbitrary, the process of thinking through the cost of development on the community was not. Additional considerations asked of each group through the exercise included 15-minute walksheds around schools and parks when locating future residential development, mixed-use possibilities in already established neighborhoods, the relationship between where residents live and where they work, the proximity of future industrial development to rail and highway corridors, and the proximity of future residential and commercial development to transit and greenways.

Input from each table was catalogued and summarized, and a composite map by workshop created to show where overlaps in areas of interest occurred. The following maps represent participant input compiled over the course of three workshops and illustrate where certain types of development are preferred to accommodate anticipated growth.

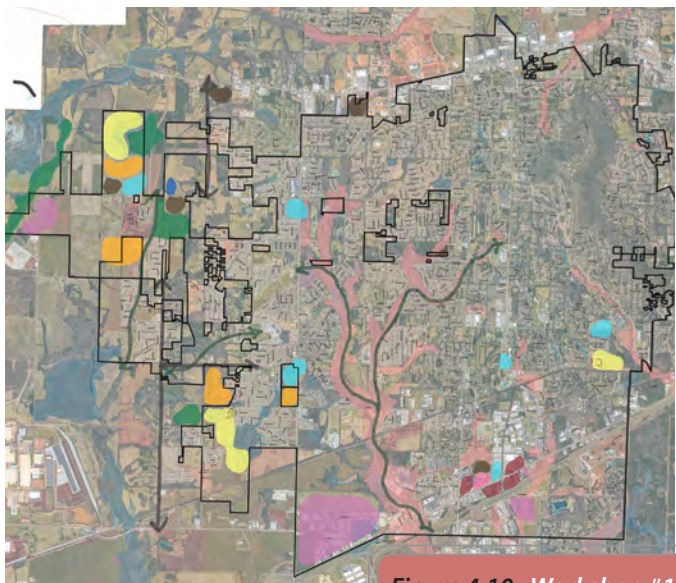
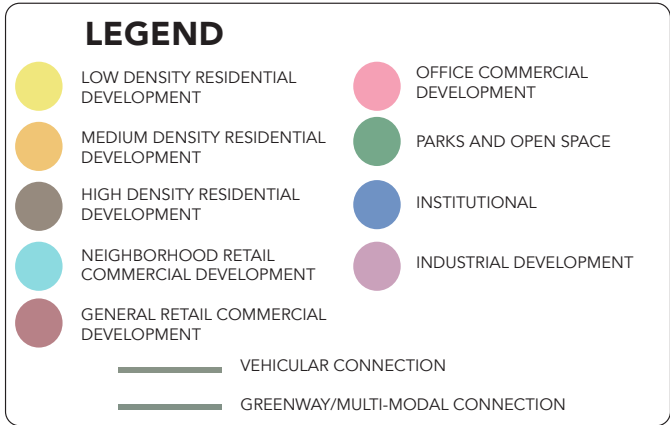


Figure 4.10 Workshop #1

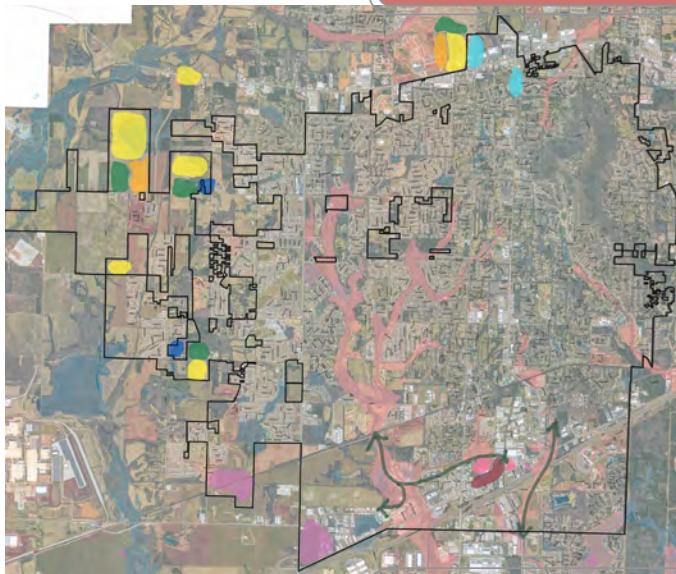


Figure 4.11 Workshop #2

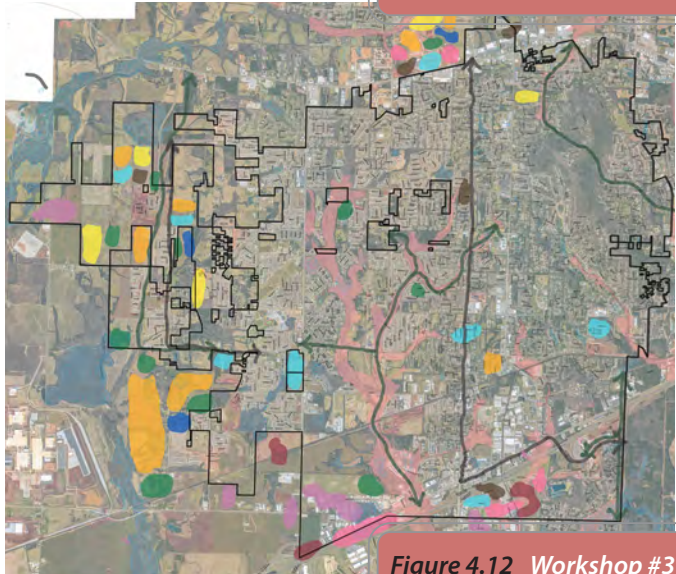
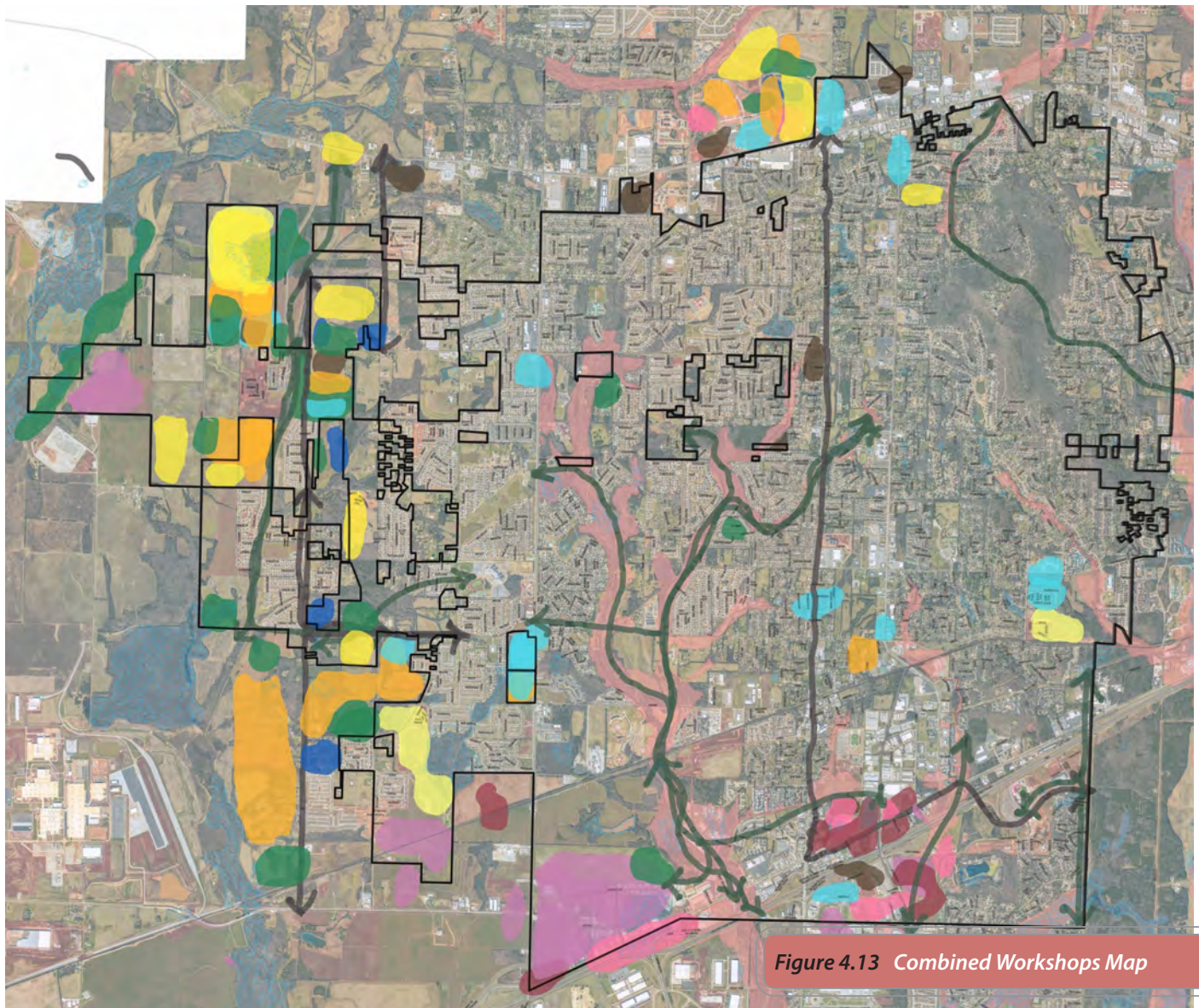


Figure 4.12 Workshop #3





**Figure 4.13** *Combined Workshops Map*

## LEGEND

<span style="color: yellow;">●</span> LOW DENSITY RESIDENTIAL DEVELOPMENT	<span style="color: pink;">●</span> OFFICE COMMERCIAL DEVELOPMENT
<span style="color: orange;">●</span> MEDIUM DENSITY RESIDENTIAL DEVELOPMENT	<span style="color: green;">●</span> PARKS AND OPEN SPACE
<span style="color: brown;">●</span> HIGH DENSITY RESIDENTIAL DEVELOPMENT	<span style="color: darkblue;">●</span> INSTITUTIONAL
<span style="color: lightblue;">●</span> NEIGHBORHOOD RETAIL COMMERCIAL DEVELOPMENT	<span style="color: purple;">●</span> INDUSTRIAL DEVELOPMENT
<span style="color: darkblue;">●</span> GENERAL RETAIL COMMERCIAL DEVELOPMENT	
<span style="color: black;">—</span> VEHICULAR CONNECTION	
<span style="color: green;">—</span> GREENWAY/MULTI-MODAL CONNECTION	

In general, participants focused growth and development interest on the west side of Madison, mapping out areas for all density levels of residential development, neighborhood and office commercial development, industrial and institutional development, and parks and greenspace opportunities. Additional commercial and industrial growth was envisioned west of Town Madison, along Madison Boulevard and I-565. Participant groups showed little interest in development in the east and central regions of the city with only small instances of neighborhood commercial, parks and open space, and low, medium, and high-

density residential development depicted. These were often shown in areas identified as key opportunities for redevelopment; this will be discussed further in Chapter 6 of this plan. Despite the lack of desired development in those regions, all workshop groups identified the need for additional greenway/multi-modal connections to serve existing neighborhoods and the community at large. Multiple groups also located growth just north of Madison city limits northwest of Wall Triana Highway and Highway 72 (the current Clift Farm development).





Figure 4.14 Public Workshop

## MADISON ON TRACK 2045 PUBLIC ROLL-OUT OF DRAFT PLAN

The complete draft of the Madison on Track 2045 Comprehensive Plan was introduced to the Planning Commission and the public on November 21, 2024 during a regularly-scheduled Commission meeting. This formally opened a public comment period lasting 65 days, through January 24, 2025, during which time individuals provided comment on the draft. A public open house was held in City Council Chambers on January 6th, 2025, and was attended by approximately 40 individuals who provided feedback on the future land use map and implementation strategy. The plan has been updated in response to comments.

## MADISON ON TRACK 2045 PLAN ADOPTION

Section 11-52-10 of the Alabama Code specifies that the planning commission is the authorized body to adopt a master plan and requires at least one duly advertised public hearing prior to adoption. Adoption requires a two-thirds majority vote. After adoption, the commission must submit an attested copy of the plan to the city council and to the county probate judge. The Madison Planning Commission convened a public hearing on February 20, 2025 to consider adoption of the comprehensive plan. The Commission reviewed all public comments received, staff and consultant recommended changes, and voted unanimously to adopt the plan as amended.



## CORE VALUES AND GUIDING PRINCIPLES

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The feedback received from stakeholders and the public in its many formats throughout the planning process was compiled, evaluated, and evolved into a set of planning principles, and a vision statement, which were vetted and refined by the Advisory Committee. The principles listed below, representative of what was heard and seen over the course of the extensive engagement process, are used to direct this document and guide the plan's implementation:

We will retain place by:

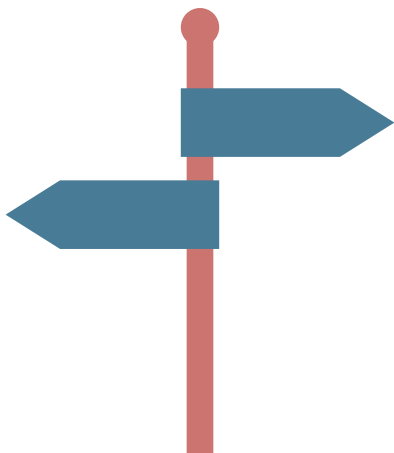
- Continuing those development patterns that support the quality and character of Madison's neighborhoods
- Preserving a high-quality public education system while making provisions for future growth
- Reinforcing the importance of park and recreational amenities to serve existing and future development
- Supporting residents' desire to age-in-place through creative housing solutions that expand choice and opportunity
- Expanding opportunities for moderate density housing in appropriate settings (townhomes, patio homes, and cluster development scenarios) that protect and maintain an attractive natural environment

We will expand our potential by:

- Adding and improving upon the amenities and services that have historically attracted residents to Madison, including:
  - Quality schools to serve existing and future populations
  - Efficient public service delivery, including fire and emergency response
  - Park and recreation amenities to serve a growing community
  - Sidewalks and greenways as priority infrastructure
  - High-quality utilities and accessible, high-speed internet to support industry
- Understanding growth's role in supporting these amenities and services
- Supporting economic development to expand job opportunities and goods and services for residents

We will connect people and place by:

- Enhancing all network facilities in order to safely and efficiently move people to and through Madison by car, on foot, and by bike
- Improving road infrastructure to further connectivity, reduce congestion, and support future growth by creating a more functional transportation network
- Expanding mobility and reducing congestion by adding sidewalk, greenway, and bike lane connections in key locations, especially those that promote safe routes to schools





We will reinforce our identity by:

- Creating inviting public spaces that define and enhance Madison
- Prioritizing and improving the entrance experience to better announce arrival into the city and clearly set Madison apart from its surroundings
- Investing in redevelopment opportunities that promote the quality and type of growth and development Madison residents would like to see
- Better defining Madison's "character" and requiring future development to reflect this ideal

We will embrace necessary evolution by:

- Understanding the physical and financial implications of continuing to apply a uniformly suburban development pattern
- Looking to appropriate mixed uses, medium density residential development, and creative solutions to address future growth anticipated in and around Madison
- Prioritizing the redevelopment of underused, tired, and out-of-date commercial corridors
- Partnering in support of public transit opportunities to connect Madison residents to regional employment centers and transportation hubs
- Effectively explaining the relationship between the amenities and resources valued by residents that have resulted from growth over the last twenty years, and engaging the public in decisions necessary to support expanded and additional value-adding amenities



***Retaining*** place.  
***Expanding*** potential.  
***Connecting*** people.  
***Reinforcing*** identity.  
***Embracing*** necessary  
evolution.

Our core values are driven by a strong sense of community, a desire to retain the stability and prosperity that drew us to this place, and a sense of duty toward future generations who will call Madison home. In an ever-changing world we are committed to evolving, but in a way that respects and enhances the fabric of Madison we know and love today. Madison will remain on track by applying the core planning principles to future decisions affecting Madison's growth and prosperity.



## CHAPTER 5: OUR FUTURE, OUR CHOICE



How land in Madison is used and developed impacts nearly every aspect of community life. The drivers of change may be local, regional, national, or even global. They may be related to market forces, jobs, community amenities and facilities such as schools, government policy, or cultural practices. Drivers may also be independent or interrelated, simple or complex.

Land use patterns impact the everyday life of Madison residents. Changing land use patterns influence property values, housing availability and cost, employment and shopping opportunities, travel time to destinations, and personal health. Changing patterns also impact the visual quality of Madison and the connectedness and cohesiveness of its sense of place. Regardless of the driver, though, one thing is for certain: how Madison and its land use patterns change over time will have a direct impact on the cost of housing, infrastructure, and services as well as the community's ability to provide safe, efficient, and adequate facilities, schools, transportation, utilities, and services. The guiding principles upon which the community's vision for the future of Madison has been based become even more essential in guiding future development patterns based on the current global, regional, and national trends discussed below.

**Figure 5.1** Public Visioning Workshop



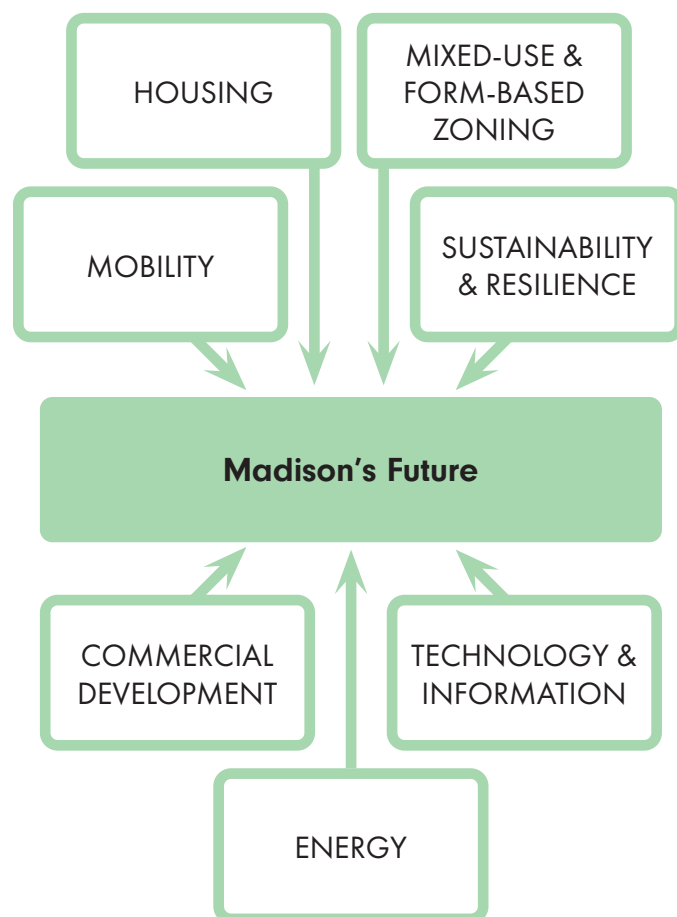


## GLOBAL, REGIONAL, AND NATIONAL TRENDS

There are many global, national, and regional trends with the potential to impact Madison's future. What follows is a brief discussion of some of the most important drivers that will influence how this plan, and the community's vision for the future, is implemented.

The United States is undergoing significant demographic shifts. After being one of the most rapidly growing industrialized countries in the world, the U.S. is now facing unprecedented population growth stagnation.<sup>1</sup> The national population is continuing to age with the under-18 age group declining 1.4% nationwide from 2010 to 2020.<sup>2</sup> While population continues to increase in Madison and the region including youth less than 18 years of age, at least a portion of this can be attributed to immigration from elsewhere in the region (and beyond), drawn by job opportunity, industry, and quality of life.

Land use patterns in many urban and urbanizing areas across the country are changing. A new focus on the interrelatedness between land use, mobility, health, housing affordability, and economic resilience is driving much of this change. The following land use trends are perhaps some of the most relevant to Madison.



1. Source: <https://www.census.gov/newsroom/press-releases/2023/population-projections.html>

2. Source: [www.census.gov/library/stories/2021/08/united-states-adult-population-grew-faster-than-nations-total-population-from-2010-to-2020.html#:~:text=By%20comparison%2C%20the%20younger%20population,from%2074.2%20million%20in%202010.](https://www.census.gov/library/stories/2021/08/united-states-adult-population-grew-faster-than-nations-total-population-from-2010-to-2020.html#:~:text=By%20comparison%2C%20the%20younger%20population,from%2074.2%20million%20in%202010.)



## Housing

Good housing that is affordable to service workers, government employees, and young professionals is difficult to find in many urban areas. Some communities address affordability through a concept referred to as “missing middle” housing. Missing middle housing refers to a range of housing types in the medium (or middle) density category. Such types include (but are not limited to) duplexes, triplexes, quadplexes, townhomes or single family attached housing, courtyard apartments, bungalow courts, and residential units above shops and workplaces. Accessory dwellings may also fall into this category. It is worth noting that diversity of supply doesn’t guarantee more affordability, but typically it results in a wider range of cost options for buyers and renters to select from. As the population ages, missing middle housing may provide opportunities for residents to age within their neighborhoods, which is something many residents expressed interest in during public meetings, stakeholder roundtable discussions, and in feedback provided through the community survey. In addition, younger generations appear to be less enamored with suburban housing and suburban densities than older generations, and trend reports from both real estate and building industries indicate this age group is often attracted to smaller dwellings on smaller lots and a growing preference for rental opportunities over homeownership.



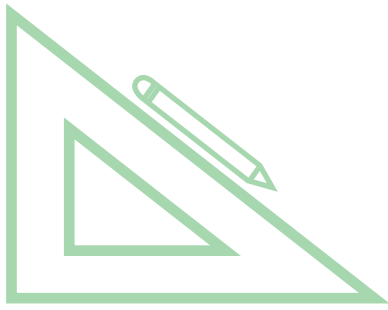
*Figure 5.2 ADU's and missing middle housing options.*

By 2030, all Baby Boomers will be older than 65. By 2034, those 65 and older will outnumber children for the first time in U.S. history. As the population ages, many seniors move out of their large family homes to smaller units with little or no exterior maintenance and some also move into areas where there is access to arts, culture, entertainment, restaurants, and healthcare, and where there is choice in mobility. Still, another trend being watched across the U.S. and Europe is increased interest and demand for multi-generational housing options. Rising prices, not enough inventory for different lifestyles, and the need for more affordable elder care and childcare make such housing an attractive option for some families. Adjusting local land use policy and Madison’s zoning code would be needed to allow for the development of multi-generational housing in areas of Madison where there is infrastructure and amenities to support it.

Another trend in housing is leased single-family detached developments also known as build-for-rent (BTR) homes. This housing choice is a hot market in many areas, and some of the nation’s largest homebuilders are taking advantage of that market. There are a number of BTR projects in the planning stages or under construction in the Huntsville-Madison metro area, including in unincorporated areas near Madison and one in the city of Madison. While concerns may exist over rentership versus homeownership, in today’s housing market the ability to own a home is becoming less attainable for many. Local zoning codes and development regulations can be crafted to ensure quality housing stock is realized, whether to own or for rent.







## Mixed-use and Form-based Zoning

The earliest plans for cities in the U.S., such as Savannah, Georgia; Williamsburg, Virginia; and Boston, Massachusetts, generally relied on short blocks, interconnected streets often at least partially on a grid, and a mix of business, housing, institutional, and government uses. After the Standard State Zoning Enabling Act of 1922 and the Standard City Planning Enabling Act of 1928 were created as models for local government by the U.S. Department of Commerce, state governments adopted the acts and local governments began the planning and zoning that mandated separated uses. The streetcar and then the automobile made moving out of the city possible and heavy promotion of the suburban lifestyle made it popular. This trend ramped up after World War II and the creation of the nation's interstate system. Recently, however, there is renewed interest in zoning codes that support mixed uses with less emphasis on use and more on form. Such codes are referred to as form-based codes or hybrid codes where form and use are both important. Where implemented, these land use policies and code frameworks allow development to occur at a scale and character more reflective of historic development patterns – like Historic Downtown Madison – and allow for the mixing of uses that many younger – and older – generations are finding more desirable, such as those that exist in Town Madison. These frameworks also allow for greater community expression of character by focusing on design aesthetic and performance standards rather than use restrictions.

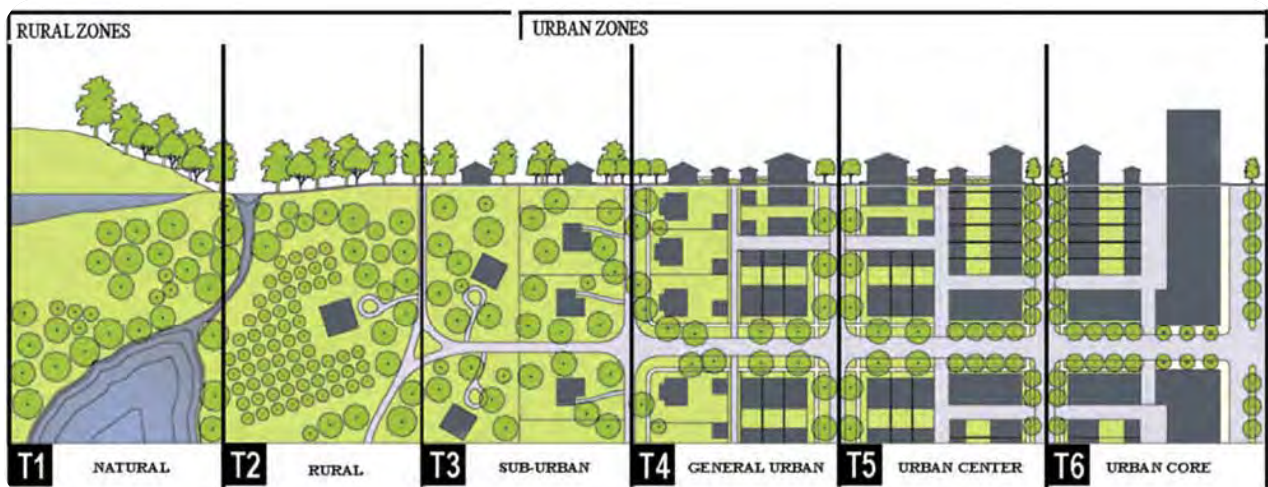


Figure 5.3 Form-based code transect.



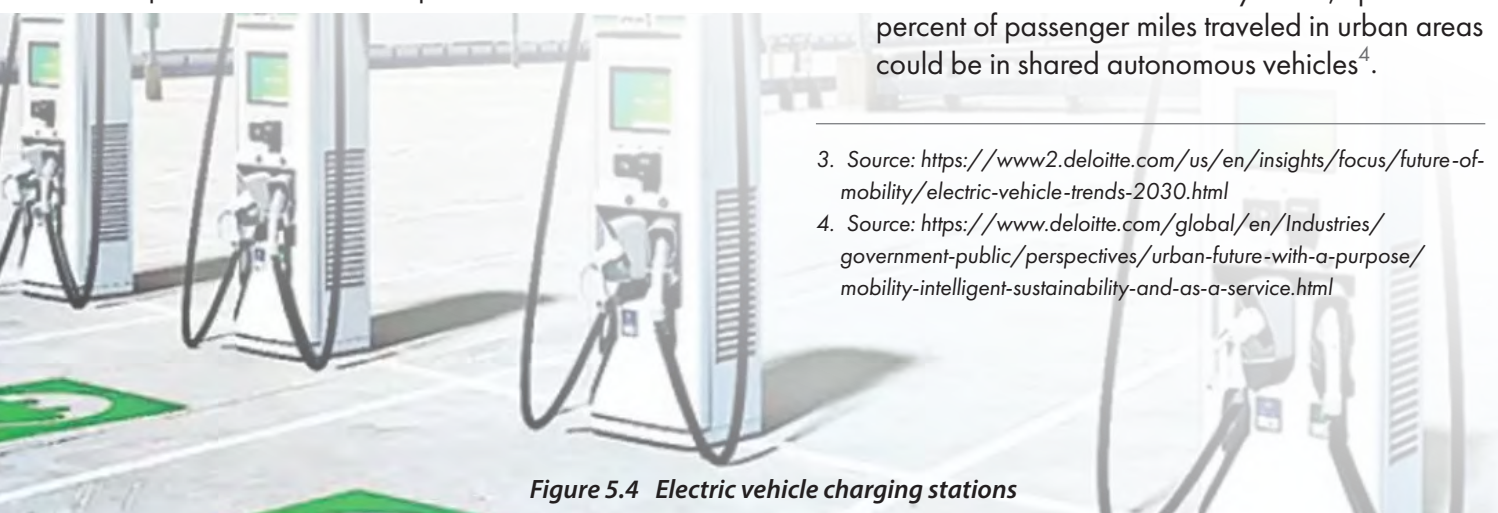
## Mobility

City building during most of human history focused on tight, core villages, towns, and cities, where all needs could be met traveling by foot, cart, or horse. Such urban centers were often surrounded by agriculture and forest resources and separated from each other by miles. This pattern can still be seen on every inhabited continent except Antarctica; however, in the comparatively young United States there are far fewer examples. The U.S. pattern of development often leads to sprawling regional and interstate megalopolises where cities abut each other with little distinction between jurisdictions, such as with Madison and Huntsville. Outside very large and dense megalopolises such as New York, Boston, and Chicago, the dense pattern of development has been built almost entirely dependent on personal automobiles. Walking, cycling, and even transit, where it exists, can feel like an afterthought. While Madison will continue to be an auto-centric community, citizens today are demanding more choice in how they move around. Multimodal networks are also more equitable, allowing those who cannot drive, as well as those who prefer not to, to move around the community and accomplish daily and routine tasks independently. During the 2000s, health experts began weighing in on local debates regarding mobility, strongly advocating for non-motorized transportation options as one way to deal with the obesity, diabetes, and cardiovascular disease epidemic. Expanding multimodal transportation requires changes to many features including sidewalk widths, connectivity requirements, access standards, parking, and compact urban nodes with a solid mix of uses that encourage walking and cycling for transportation. Many residents in Madison expressed desire for such interconnectivity, and these improvements are discussed more specifically in Chapters 8 and 10 of this plan.

Cities around the globe have embraced a concept called “The 15-Minute City.” This approach of community building calls for most services and amenities to be within a 15-minute walk, cycling, or transit trip. It is a decentralized approach to city growth focused on transportation choice, reducing carbon emissions, and allowing for more robust and energetic community centers supported by a healthy mix of uses and densities.

Other national mobility trends Madison will need to be aware of as the road to 2045 evolves include:

- Less need to travel. Robust, well-planned multimodal options will not eliminate the automobile but they should result in a general decrease in automobile use for short trips.
- Electrification. Deloitte reports that it is estimated that in 2030, electric vehicles (EVs) will represent about 32 percent of the total market share for new car sales globally<sup>3</sup>. Accommodating and incentivizing both hybrid and EV use will require better integration of standards for charging stations (and infrastructure) in parking lots and fuel stations.
- Rideshare services. On-demand services such as Uber and Lyft continue to grow in their use and expand the rideshare market. These services and many others are available throughout the Huntsville Metro area, with CommuteSmart Huntsville providing computerized ridesharing service for working commuters. In addition to rideshare, on-demand, interconnected, and shared mobility services (such as Mobility as a Service – MaaS) continue to grow and expand in their use.
- Connectivity and automation. Also in 2021, Deloitte research indicated that by 2040, up to 80 percent of passenger miles traveled in urban areas could be in shared autonomous vehicles<sup>4</sup>.

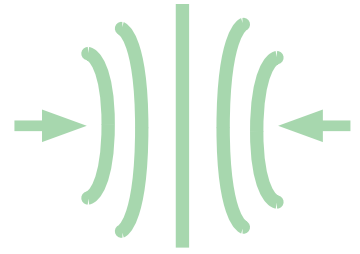


**Figure 5.4** Electric vehicle charging stations

3. Source: <https://www2.deloitte.com/us/en/insights/focus/future-of-mobility/electric-vehicle-trends-2030.html>

4. Source: <https://www.deloitte.com/global/en/Industries/government-public/perspectives/urban-future-with-a-purpose/mobility-intelligent-sustainability-and-as-a-service.html>





## Sustainability and Resilience

Cities across the U.S. and worldwide have adopted a “smart and sustainable buildings and infrastructure” approach to city building, one that focuses on reducing energy consumption in the construction and operation of buildings through adaptive reuse as well as green building principles such as LEED (a rating system that evaluates how environmentally friendly a building is) and WELL (a building certification process that focuses on improving the health and wellness of people who use the building).

As part of this movement cities are also being planned and designed specifically for people, with ‘green’ streets, greenway corridors, and public spaces as centers of social life. Green public spaces entail:

- A large number of trees
- Creation of more and larger public parks and nature-based solutions in the urban environment, fostering a closer connection to nature even in cities with high population density
- More walking and cycling facilities instead of car-centric designs and parking areas, with space for children and adults to enjoy outdoor activities and fostering a sense of security and safety

This approach has resulted in both enhanced quality of living and enriched physical and mental health. Studies completed by C40 show that polluted air causes almost 4.5 million premature deaths a year, and in particular afflicts children with conditions such as asthma. C40 Cities Climate Leadership Group is a group of 96 cities around the world that represents one twelfth of the world’s population and one quarter of the global economy. Urban forest areas, when properly designed, can help improve air quality, demonstrating the need to distribute trees within urban areas in a way that avoids reinforcing inequalities in health outcomes. World Health Organization (WHO) guidelines suggest that green spaces may also help to improve mental health. A study in London found that for every one-unit increase in the density of trees per kilometer of street, the number of antidepressant prescriptions fell by 1.18 per 1,000 residents. With regard to physical health, WHO research estimates that between 23 and 25 percent of global disease could be avoided through management of green cover<sup>5</sup>. Several studies suggest that green space reduces premature mortality rates. The importance of open spaces and preserving the natural environment that exists in Madison today was at the forefront of many community members’ minds through the public planning process; planning for future parks, recreation, and open space amenities is discussed further in Chapter 10 of this plan.

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5. Source: [https://www.researchgate.net/publication/270663833\\_Research\\_note\\_Urban\\_street\\_tree\\_density\\_and\\_antidepressant\\_prescription\\_rates-A\\_cross-sectional\\_study\\_in\\_London\\_UK](https://www.researchgate.net/publication/270663833_Research_note_Urban_street_tree_density_and_antidepressant_prescription_rates-A_cross-sectional_study_in_London_UK)



## Technology and Information

Technology is constantly shifting. There have been advances in the energy sector with solar panels and windmills becoming more prevalent in both commercial and residential developments. Many ordinances, including Madison's, do not have standards regulating commercial placement of this infrastructure. In March of 2017, Forbes Magazine approximated 10 million autonomous vehicles will be on the road by 2020. While this projection did not hold true, it is closer than many think. Companies are testing the use of autonomous passenger vehicles while others are testing autonomous grocery and hot meal deliveries in select communities and university campuses nationwide. While these trends may not be realized in Madison for many years, they may require changes to parking standards and the streetscape, which can indirectly benefit the multi-modal network and the pedestrian or cyclists' experience.

The nation and the world are in the midst of the third major change in communications in human history. This was triggered by computers and continues today through the advancement of broadband services, including wireless telecommunications technology. Madison can encourage and support the integration of broadband infrastructure in new residential and nonresidential buildings and remove barriers to the service within the community whenever detected.



## Energy

After one hundred years of the same generation, transmission, and distribution patterns, the nation's energy industry is on the cusp of transformation. Large generation facilities resulting in regional and multistate transmission facilities are being replaced or augmented by distributed energy systems. These are smaller single-use, and community systems typically based on alternative energy sources such as solar, wind, geothermal, and wave energy. Tesla recently announced the construction of a neighborhood in Austin, Texas, built entirely on renewable energy. The barrier to more green energy has been the limitation of battery storage, but this is also changing. Research at the University of Alabama Huntsville is helping to lead that transition. Solar energy is now widely recognized by industry leaders as the cheapest way to add energy in many markets across the globe. And while geographic location, orientation, and other environmental factors all play a role in the cost-effectiveness of solar, the average payoff period for a solar panel system in the U.S. is around 8.5 years, generating an estimated lifetime savings of \$25,800 when considering the average system lasts 25 years or longer.<sup>7</sup> Most people who install solar on their homes will save thousands of dollars in energy costs over the lifespan of their solar energy system. Proactively encouraging distributed energy by removing barriers within codes and other policies, educating businesses, residents and Homeowner associations, and anticipating new and evolving energy uses in areas appropriate to accommodate it is an important consideration for Madison's future growth and development.

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<sup>7</sup> MarketWatch Guides. *Are Solar Panels Worth It? – 2024 Guide*.  
<https://www.marketwatch.com/guides/solar/>



## Commercial Development

Few industries are changing as fast and as dramatically as the retail sector. The growth in online sales has made headlines for years leading some to predict the demise of local brick-and-mortar retail establishments. Vacant buildings and the closing of national retailers have made this appear inevitable. However, anecdotal evidence is the least reliable scientific data. The December 2021 Monthly Retail Trade Report published by the U.S. Department of Commerce Retail Indicator Division reports that 2021 was one of the strongest years in retail sales history and, for the first time, brick and mortar stores grew faster than e-commerce—18.5 percent versus 14.2 percent respectively. Stores close for a variety of reasons. Trends in store size, shopping malls, strip centers, and urban design that are contrary to current trends and successful retail models contribute to the perception that local retail is on its way out when local centers deemed too old or expensive to refit are shuttered. Evolving the traditional concept of retail in Madison to reflect regional and national trends will be critical, especially in focus areas where development and redevelopment of these activities can be supported.

As demonstrated by the economic analysis conducted as part of this plan, the retail market in Madison is quite healthy. The city is expected to have a high rate of growth in demand for local retail goods and services space. This demand will occur mostly in the food, food service operations, and additional miscellaneous operations sectors. Growth is projected to be between approximately 340,000 square feet and 690,000 square feet through plan year 2045. While that scales to the low to mid-range size of a regional center, it could mean 50 to 100 new retail stores in Madison are possible. Small-footprint retail has been growing much more quickly than regional centers and large-footprint stores; however, the city recently had an over 100,000

square feet large-footprint commercial business open in Town Madison, which demonstrates demand for this type of development still exists. In the January 28, 2021 article *Small Formats' Big Future in Retail*, Progressive Grocer reported that smaller store size (defined as 12,000 to 25,000 square feet, or smaller in urban areas) for all retail is an accelerating trend. The demand for small size is reported as largely due to “a move toward shopping closer to home.” Small-footprint stores are also integral members of mixed-use and neighborhood centers and offer Madison the opportunity to adjust code and policy to allow for these uses in areas where infrastructure capacity can support – especially in established focus areas in this plan.



*Figure 5.5 Mixed-use commercial development.*





## CONSIDERATIONS FOR MADISON'S FUTURE

Density, mixed uses, mobility and connectivity, housing choice, infill, redevelopment, proximity to jobs, retail, and services, and distributed energy together can create patterns of smart development. The planning process has looked at Madison's history and the community's present characteristics, informed by robust conversations with key stakeholders and the public on where past and present intersect to create Madison's future. While that future is squarely influenced by past and present trends, what the community wants and desires for Madison's future is part of this complex equation and factored heavily into the development of the core principles and community's vision statement (introduced in Chapter 4), which serve as the driving force of the plan's implementation.

At its core, the *Madison on Track 2045 Comprehensive Plan* boils down to what Madison will look and feel like, and how it will function as a community, 20 years in the future. The pages that follow offer policy guidance and strategic recommendations on where Madison residents will live, how they will move about the community, and how their quality of life will be defined. In developing this direction, the plan took into consideration numerous opportunities and constraints, discussed below, informed by stakeholder and public input as well as local, regional, and national trends.

*"There is a great deal of housing variety, but within a very narrow range. That is, there is a lot of single-family detached stock at a very broad range of price points, sizes, and styles. However, outside of that housing type, there is little variety to accommodate empty-nesters, folks looking to downsize, or other residents who may be more interested in renting."*

Figure 5.6 Community visioning workshop.





## Opportunities to Explore

Madison has made solid progress in recent years in addressing the need for a broader range of housing types. For example, the 2010 Growth Plan Guiding Principles stated:

***“There is a great deal of housing variety, but within a very narrow range. That is, there is a lot of single-family detached stock at a very broad range of price points, sizes, and styles. However, outside of that housing type, there is little variety to accommodate empty-nesters, folks looking to downsize, or other residents who may be more interested in renting.”***

New multi-family and assisted and independent living complexes have increased choice, but residential Madison is, for the most part, still predominantly single-family detached housing. Most of the land in Madison is developed or already entitled to develop. Still, opportunities to expand the range of housing types exist as part of new development or redeveloped older sites. The Market and Economic Assessment report completed as part of this planning process indicates there will be ongoing demand for multi-family and single family attached housing within the next decade, although much of this demand, especially for multi-family housing, is already being addressed through existing entitlements.

One recent project, The Avenue Madison, is an example of what can be done even within the oldest part of the city. This mixed-use project includes 190 high-density housing units that are currently at capacity with a waiting list. Demand for units within the project has been highest for studio and one-bedroom units, with many of the residents being young professionals and empty nesters. If confirmed in other new multi-family complexes like those in Town Madison, this trend indicates that concern over such housing types overwhelming school capacity may be misplaced. Embracing the demand for housing choice would allow the City to be a leader in the region in missing-middle housing, low-scale multi-family (20 units or less) housing, and retirement housing. Age-restricted housing, in particular, could be a way to densify some areas without creating a burden on schools, and there is one such project currently under construction in the city.

Continuing to build housing that is accessible to goods, services, recreation, entertainment, and jobs only by private automobile will only reinforce the traffic and congestion concerns repeatedly voiced by residents. Anecdotal reports, stakeholder conversations, and the community-wide survey indicate a steady and growing demand for walkable communities where residents can accomplish at least some of these tasks without an automobile. This means more mixed-use buildings and mixed-use neighborhoods, such as The Avenue Madison and The Village at Oakland Springs, should be the predominant pattern for new growth. The redevelopment of underutilized or outdated commercial sites to infill mixed-uses in existing developed areas will also be key in expanding opportunities for greater connectivity and more “complete” neighborhoods, as the 15-minute city concept highlights. Alternately, identifying and requiring interconnectivity between separate existing residential and commercial areas would be a marked improvement in mobility.

There is also the potential for significant demand for new industrial space, and even demand for office space in a post-COVID-19 world, in Madison. The projected range of demand over the next decade is wide: 1 to 6.5 million square feet. While there are infill opportunities within established industrial centers, the west side presents perhaps the best opportunity to grow Madison’s industrial base. Increasingly, however, industrial growth is a regional venture. While industries have long looked to regions for labor, they are now looking for additional resources such as the 227-megawatt solar farm constructed by TVA in Muscle Shoals to offset 100% of the energy needs of the Facebook data center in Huntsville. The new \$2.3 billion Mazda-Toyota plant, also in Huntsville, has spurred growth in the supply and support chain throughout the region and the west side of Madison is its nearest neighbor. Many opportunities exist for Madison to attract new industry or support existing and developing industry pursuits, provided adequate services and infrastructure are available.



## Constraints to Address

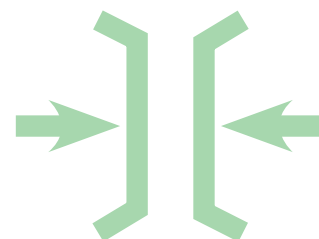
Just as Madison has opportunities for future growth and positive change, existing constraints will impact this potential. Constraints are quite common anywhere growth and change are happening. Recognizing and accounting for these constraints is crucial for plan implementation.

Perhaps the most significant constraint for growth is that Madison is entirely encircled by Huntsville, limiting opportunities for expansion through annexation. Many in Madison would not consider this a negative, though it is a constraint. The west side has many unincorporated pockets of land that could, and likely should become part of Madison at some point; there are also several places that present opportunities for annexation into Huntsville that would further complicate an already checkerboard boundary between the two cities. Such complicated boundaries present challenges to the cost-effective and efficient provision of services. This must be evaluated when considering how best to balance the reality of a growing population that may not be aware of these complex boundaries and the impacts they have on tax base, service delivery, and access to community-wide amenities.

Most of the land within Madison is already developed or entitled to development patterns approved through subdivision approvals, though large agricultural parcels and unincorporated areas comprise about half of the land in the Limestone County portion of Madison and the immediate vicinity. The lack of available tracts of land limits opportunities for new development sites to address changing land use priorities and housing demand. As a result, Madison will increasingly rely on redevelopment to create opportunities for change. Despite mainly being built out, the city has many locations where infill development could occur. However, public concern, developer preference, and availability of utilities make the redevelopment of these places more challenging. Many developers, especially those who specialize in single-family detached housing, prefer larger, cohesive sites where they can build complete neighborhoods. Previously developed sites may also come with environmental issues that make them more costly to develop or inappropriate for housing.

While proximity to Huntsville and Redstone Arsenal is a growth driver for Madison, it also challenges non-residential growth. Competing for high-tech research and development jobs and large-scale industrial growth is difficult but not impossible. Traditionally, jobs have gone to Huntsville and the Arsenal, while much of the housing for the people filling those jobs has gone to Madison. In addition, until recently, the jobs attracted by the Arsenal had security needs that being in a secure facility only solved. The Arsenal's creation of Redstone Gateway, a master-planned 470-acre industrial and commercial center located between the main gate and I-565 has opened up other opportunities and will continue to influence future growth to the west as a result. This proximity also impacts Madison's ability to attract larger scale retail developments and associated sales tax revenue. Town Madison and the limited portion of Hwy 72 that is in Madison's jurisdiction are the outliers here.

Established housing patterns in Madison may also present constraints. As previously discussed, Madison is developed with a predominantly single family detached housing, suburban-scale development pattern. This type of housing is typically sought after and desired by young families, which puts pressure on local schools but generates only modest tax revenue that may not offset public costs for these facilities and City services. Regional and national trends that demonstrate the growing demand for higher density housing driven by land cost, stage of life, and a desire to live in more compact neighborhoods connected to nearby shopping, restaurants, and entertainment may mean Madison loses rooftops to Huntsville and other cities expanding options for mixed-use and mixed-residential developments. Madison will capture some of this demand in areas like Town Madison, the downtown and the Village at Oakland Springs, but based on survey responses, some may not view the limited opportunity for this as a constraint.





Growth options are also constrained within Madison by the Huntsville International Airport. While this airport serves the region and its location adjacent to Madison makes the city attractive to frequent fliers and businesses that depend on air service — it also comes with impacts that may constrain future land use. Such impacts include noise exposure, hazards (although rare) associated with aircraft take-off and landing, and requests to limit use and structure height that, if followed, impact a large amount of land on the west side based on current and planned improvements and operations. Balancing the need for safety and convenience will be an ongoing challenge, as the west side offers some of the best opportunities to accommodate future growth potential through new development.

Other development constraints include both environmental and infrastructure limitations. Although FEMA does allow certain development within the floodplain, any action that results in an increase of base flood elevation for a site can increase the flood profile elsewhere. Cities across the country have experienced shifting floodplain contours due to such development. Where this has occurred, developed sites—often housing sites—which have never faced flood risk before may suddenly be inundated, incurring uninsured losses.

From old agricultural roads on the west side insufficient for suburban or urban development and near- or at-capacity roads or intersections within and adjacent to Madison, traffic congestion is a headache to current residents and may pose a barrier to future growth. Concerns over school capacity and the cost of building new schools have been cited repeatedly as a reason to limit growth. Current electrical capacity issues on the west side may limit industrial opportunities. The lack of non-motorized transportation access between neighborhoods and between residential and commercial areas and places of employment that are increasingly important to quality of life may impact Madison's attractiveness to future residents. Checkerboard patterns of municipal boundaries also hamper efficient extension of all infrastructure critical for good growth. These constraints, alongside opportunities discussed, must be considered in light of the future growth anticipated in Madison through the 2045 planning horizon.

**Figure 5.7** Existing development and infrastructure constraints in Madison.





# THE 2045 PLANNING HORIZON

The goal of the Madison on Track planning process was to establish a realistic growth horizon for the community to anticipate and plan for. The discussion surrounding Madison’s future was centered around three potential growth scenarios based on past and present population trends and ground-truthed to current conditions.

Workshops with stakeholders and the public in July of 2022 considered both low growth and high growth scenarios based on the economic and market analysis introduced in Chapter 3 and expanded upon in Appendix D of this plan. The analysis looked at future need based on past and present trends, specifically the number of residential units necessary to accommodate anticipated population growth in Madison, as well as commercial and industrial square footage necessary to support the needs of a growing population. Projections in all areas were provided through the year 2030, with a high-level housing unit projection through the 2045 plan horizon; this projection was considerably less reliable given all variables expected over a 20 year timeframe. It is this lack of certainty that also makes predicting retail, office, and industrial square footage difficult, given potential market shifts and their cascading impact on the local, regional, and national economy.

Each of the three scenarios provided a base for discussion with the public on where and how Madison could (or should) accommodate future residential, commercial, and industrial growth, in the immediate future as well as the long-term plan horizon. Considering these projections, community members were asked to make suggestions on future land use based on each of these potential scenarios coming to fruition. The results of this exercise were introduced in the previous chapter and

helped inform the future placetypes and opportunity area evolution based on community preference. These are discussed in greater detail in Chapter 6.

Of course, using a demand-based scenario to plan Madison’s future presents many obstacles and inaccuracies. Straight line population projections like those used to project demand in land use are less reliable because growth does not happen uniformly over time, and is directly influenced by past, present, and future development as it occurs. While Madison has maintained a consistent 3% annual growth over the past decade, there are many factors that make this rate of growth unrealistic – if not impossible – to continue unchecked in the future. Current development and annexation policy, zoning and subdivision regulations, environmental constraints, market demand, and lack of available ground on which to develop (or redevelop) are just a few reasons a demand-based scenario paints only half the picture.

Following lengthy discussions with the public, key stakeholders, and Advisory Committee members following Community Planning Week, the growth scenarios were evaluated through the lens of a supply-side growth approach. Straight-line population projections were considered alongside the reality that the amount of available and developable land in Madison is limited and existing regulations direct where and how much growth can occur. This context-based analysis considered existing build-out, development entitled or in process, the differences in the average number of people per household based on the residential development type permitted by zoning district, as well as the numerous environmental constraints – both natural and man-made – that

Table 5.1: GROWTH SCENARIOS PRESENTED AT COMMUNITY WORKSHOPS

Land Use	2030 Low Growth	2030 High Growth	2045 Plan Horizon
Residential	4,000 units	7,700 units	11,500 units
Retail Commercial	340,000 sq. ft.	690,000 sq. ft.	-
Office Commercial	1 million sq. ft.	6.5 million sq. ft.	-
Industrial	2.5 million sq. ft.	5 million sq. ft.	-

Note: Growth anticipated from 2021 through 2030 (low and high growth scenarios), and from 2021 through 2045 plan horizon for residential growth only.



influence or limit Madison's ability to grow moving forward. Table 5.2 compares straight-line and context-sensitive growth based on high, medium, and low growth scenarios through the 2045 plan horizon.

Each scenario was analyzed based on Madison's ability to accommodate projected growth given current conditions such as the placetypes assigned in the current West Side Master Plan, and constraints such as floodplain and wetlands. Additional households and future employment numbers were assigned to areas of the city based on an area's ability to accommodate more housing, commercial, or industrial growth. Projections were assigned to areas based on the existing TAZ, or transportation analysis zone. A TAZ is a special area delineated by state or local transportation officials for tabulating traffic-related data, and usually consists of one or more census blocks, block groups, or census tracts. In Madison's case, the TAZ were recently used in the development of the City's transportation plan and reflect current 2020 census data. By assigning future housing and employment projections by TAZ, the impact of future growth on Madison's transportation network could also be analyzed (see Chapter 8).

The low, moderate, and high growth context-based scenarios are introduced below. Each map calls out the additional housing units (red number) and jobs (blue number) anticipated by TAZ and shows the portion of additional housing units compared to total units anticipated in each TAZ area (pie charts). Each map helps visualize quickly where significant growth is anticipated in Madison, based on an area's existing context and ability to handle more housing or additional employment opportunity. In each scenario, TAZs in the west side, Town Madison, the south end of County Line Road, Midtown, and the Old Madison Pike Corridor are the primary receiving grounds for future growth in Madison. These areas generally correlate with key development areas introduced in the 2010 Madison Growth Plan. Key development areas were identified as primary locations for new, greenfield development along County Line Road, on the west side of Madison, and in Town Madison proper, and as locations with redevelopment potential such as Midtown and Old Madison Pike.

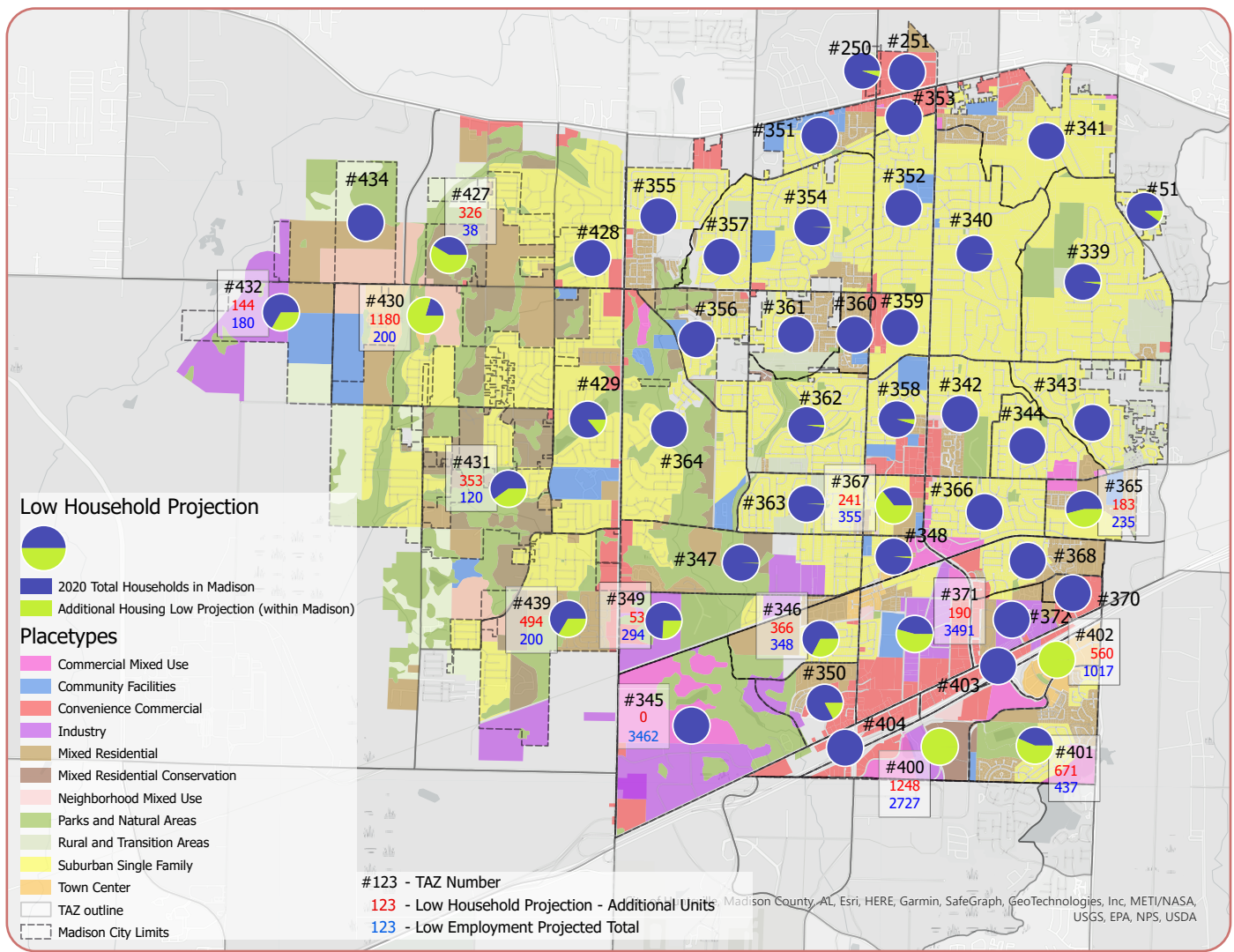
**Table 5.2: MADISON PROJECTED GROWTH BY SCENARIO**

2020 Population: 56,933	Year 2045 - Low (1%) Growth Scenario		Year 2045 - Moderate (2%) Growth Scenario		Year 2045 - High (3%) Growth Scenario	
2020 Households: 20,980						
2020 Employment: 17,042	Straight-line Projection	Context-based Assessment	Straight-line Projection	Context-based Assessment	Straight-line Projection	Context-based Assessment
Additional Population	15,491 *	11,076	34,751 *	15,680	58,647*	19,554
Additional Households	5,958	6,410	13,366	7,892	22,557	8,959
Additional Employment	6,506 *	8,356	18,529**	11,828	30,552**	13,003

\* Calculated using the 2020 census population and applied uniform growth rate

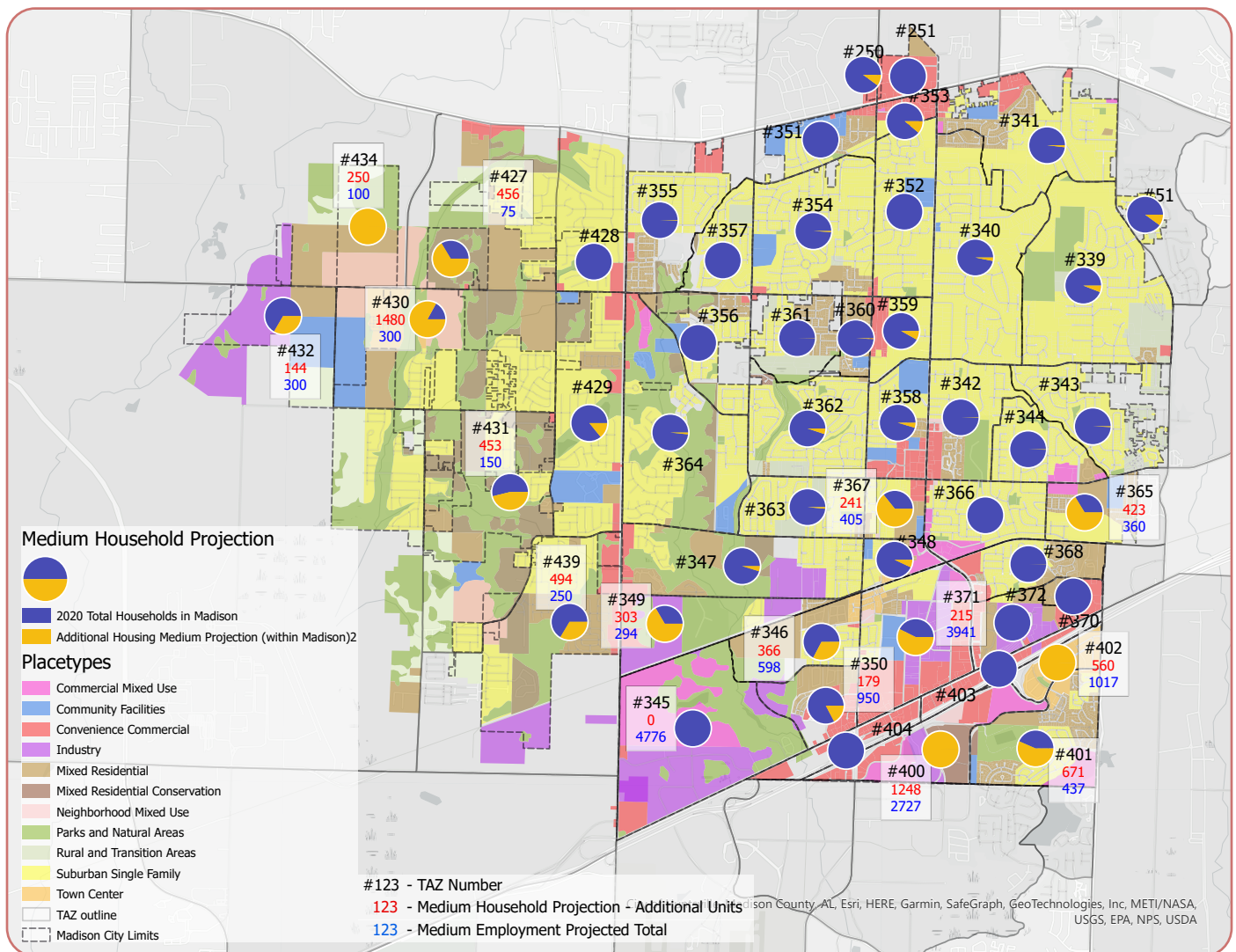
\*\* Calculated using the square footage projections found in the 2022 market rate study and applied employment conversions



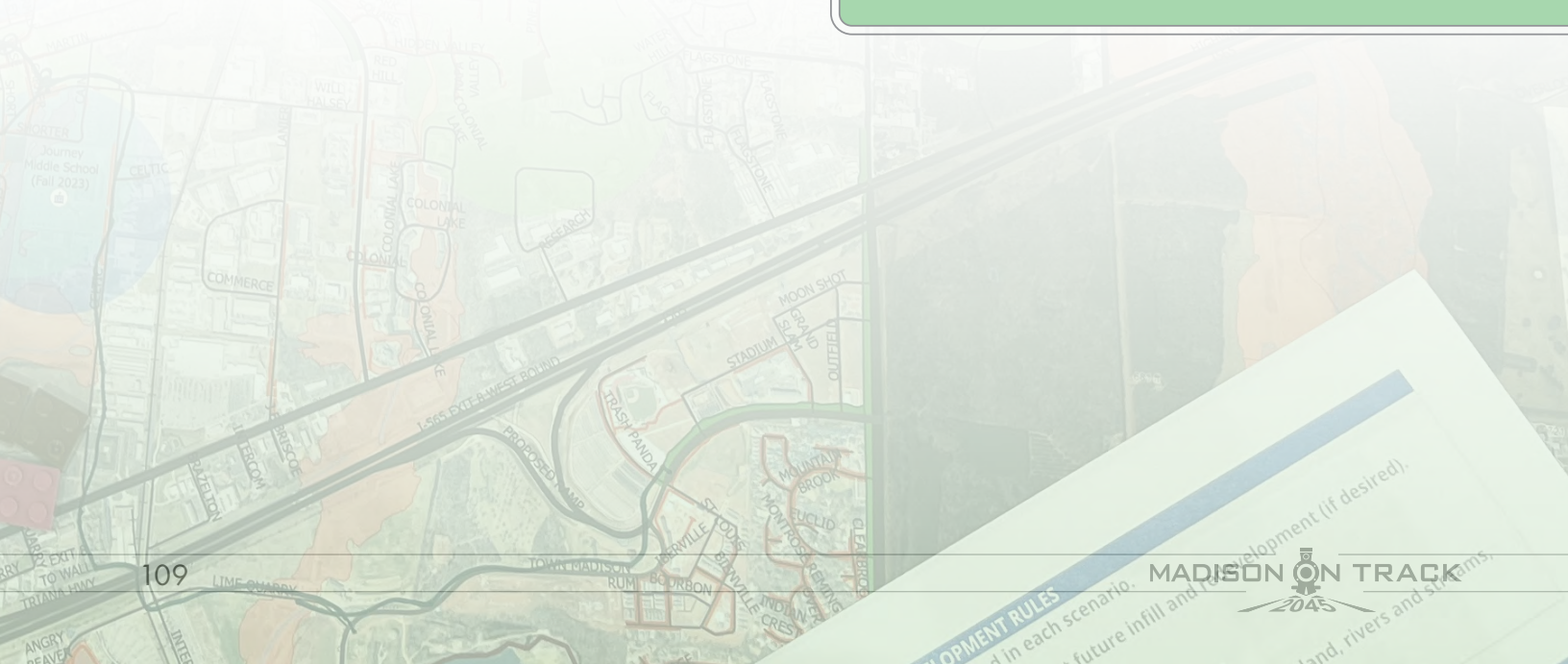


**Figure 5.8 Low Household Projection**

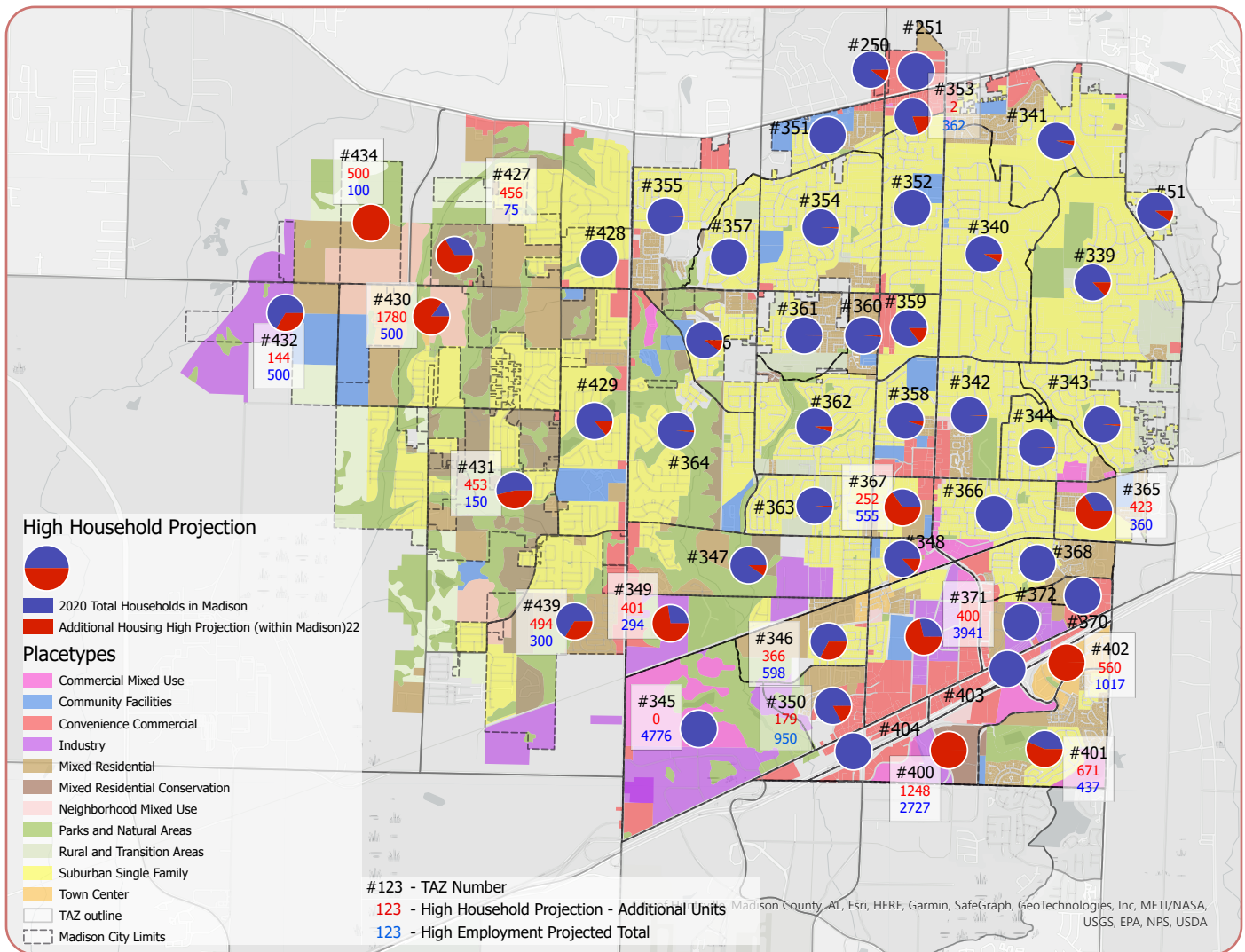




**Figure 5.9 Medium Household Projection**







**Figure 5.10 High Household Projection**



The Huntsville-Browns Ferry corridor and Town Madison are identified in all three scenarios as having the greatest potential to accept future growth. This reflects their ability to not only accommodate that growth but also accounts for existing housing and commercial entitlements that have been permitted but may not yet be complete or started. Conversely, the Midtown area, and specifically those TAZs that follow Madison Boulevard and intersect County Line Road as well as Celtic Drive, were identified as prime locations for additional jobs and employment opportunity in the future. These opportunities may come in the form of professional, service and retail, or industrial jobs, with the Midtown area ripe for redevelopment to accommodate retail sales, service, and increased connectivity, and County Line Road primed for future supportive industry, warehousing, and transport.

Worth noting, the assumptions on distribution of growth were developed prior to the recommended Future Placetype Map presented in Chapter 6. The projection exercise shows possible locations of growth; however, the Future Placetype Map incorporates changes that will affect the ultimate distribution.

Evaluating each of the three context-sensitive scenarios against the straight-line population projections introduced during the community planning process, the Advisory Committee determined that the moderate growth scenario was most realistic given the supply side approach, existing service capacity, and the current and future transportation network considerations introduced in Chapter 8 of this plan. The Committee also felt the moderate scenario was most representative of the community's vision for Madison as expressed through the planning process, balancing demand for growth including some annexation with desire to maintain the community fabric valued by residents and visitors alike. As a reflection of Madison's physical and geopolitical landscape and community preferences, the preferred growth scenario serves as the plan framework and a baseline by which to evaluate potential changes to land use, development patterns, transportation demand and future improvements, amenities and service delivery, and the fiscal implications on Madison's future.<sup>8</sup>

8. The term "framework" is used throughout to reinforce the plan's role as a guidance document and not a prescriptive statement on exactly where and how population growth and development will occur in Madison into the future.

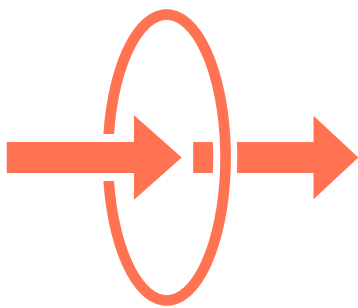


## CHAPTER 6: CONTINUING COMMUNITY: MADISON PLACETYPES



### AN EVOLVING CITY

The city of Madison has changed considerably since the adoption of the previous comprehensive plan. In 2006, Town Madison was just an idea, large swaths of land west of County Line Road were still undeveloped, and the city had 20,000 fewer residents than it does today. As the population grew steadily, the City experienced mounting pressure on infrastructure and service delivery. With the recognition that the City needed to proactively channel growth and promote economic development to generate revenue to pay for infrastructure and service delivery, in 2010 the City undertook a strategic planning process and in 2012 adopted the 2010 Madison Growth Plan. The Growth Plan identified six Key Development Areas, or KDAs (Figure 6.1), which recognized parts of Madison and surrounding unincorporated areas that were most likely to grow based on infrastructure capacity, available land, existing development patterns, and community desire at that time. Each KDA was planned at a higher level of detail than other parts of the city during the 2010-2012 planning process, the outcome of which provided direction on future public and private investment and land use decisions within the KDAs and surrounding areas.



Since the adoption of the 2010 Growth Plan, the needs of the Madison community have evolved alongside the city's physical changes. Current housing and market trends, physical constraints, existing land use and development patterns, infrastructure concerns, and input from stakeholders and the public as part of the *Madison on Track 2045* planning process triggered the reevaluation of the KDAs established in the 2010 plan, and their role in strategic planning.

The 2010 Key Development Areas were evaluated for their ability and appropriateness to serve as receiving zones for future growth anticipated, based on the preferred scenario identified in Chapter 5 of this plan. Input from staff, stakeholders, and the general public confirmed that select destinations, physical elements, and development characteristics from each KDA remained pertinent to the conversations surrounding their continued role in Madison's growth and development through the plan horizon. The Western Growth and County Line Road KDAs in particular include significant portions of land located in the unincorporated areas of Limestone and Madison Counties. Developable land within city limits is in short supply, and Madison's ability to accommodate future growth over the next 20 years will require conscientious zoning and redevelopment decisions. Annexation of unincorporated land adjacent to Madison is also expected to address growth as well as ensure service delivery. Table 6.1 summarizes recommended changes for each of the 2010 KDAs based on Madison's current needs and projected growth. Figure 6.2 reflects the changes described in the table, showing the KDAs on their transition into opportunity areas for the growth and redevelopment potential described in this plan.



**Table 6.1 Key Development Area Evolution**

<i>Key Development Area</i>	<i>Recommended Adjustment to Opportunity Areas</i>
Western Growth Area	This area covers a large sector of Madison and was the subject of the West Side Master Plan in 2016 that established more precise planning direction for the area. Given the growth that has occurred since 2016, portions of the Western Growth Area should continue to be emphasized in this opportunity area for future development and annexation into Madison. Particular emphasis should be placed on the creation of commercial/mixed use nodes along key corridors to serve existing and future development. Examples include Huntsville-Browns Ferry Road at County Line Road and areas near the Village of Oakland Springs. Reinforcing connectivity by capitalizing on riparian corridors and multi-modal improvements to existing and future roadways will also be critical to advancing the objectives of this plan. It is recommended that the area north of Highway 72 should be removed as there is no annexation potential.
County Line Road	Similar to the Western Growth area, this area will continue to play a role in Madison's future, especially where growth is concerned. As one of the primary north/south corridors, this area provides a logical opportunity for additional mixed use and commercial uses, as well as industrial development south of the railroad. Emphasis on intersections and defined activity nodes will be key; creating safe and convenient east/west crossings for cars, bikes, and pedestrians should also be a policy focus for this opportunity area. The northernmost section of this KDA is located in the City of Huntsville or in the County and should be removed from the KDA as there is no chance for Madison to annex.
Midtown Madison	This area is the heart of Madison. Potential exists to expand the footprint of the 2010 KDA further east along Madison Boulevard, capturing the northern portions of the East Madison Boulevard KDA as part of this opportunity area's evolution. Policy to enhance character, elevate the importance of Madison's historic core, allow aging uses and infrastructure along the Madison Boulevard corridor to be improved, and better connect Midtown to the surrounding community are recommendations to advance this opportunity area. The potential this area holds for Madison's future is conceptually explored through the Midtown Madison case study introduced at the end of this chapter.
Town Madison (formerly the South of I-565/ East Madison Boulevard KDA)	<p>This 2010 KDA is divided by Interstate 565. Town Madison is actively under construction on the south side of the Interstate and its development pattern is essentially fixed. The East Madison Boulevard portion lies north of Interstate 565 and presents redevelopment and infill opportunity better aligned with the Midtown Opportunity Area described above.</p> <p>It is recommended the existing I-565/East Madison KDA be split, combining the East Madison Boulevard portion of the KDA with Midtown and recognizing Town Madison as its own Key Development Area, with unique policy and land use needs to implement as residential, commercial, and mixed-use development continues. Greater connectivity between Town Madison and Midtown Madison should be explored and expanded through policy and land use implementation actions aligned with both KDAs.</p>
Old Madison Pike	Old Madison Pike has seen the least growth and development activity since 2010. Its planning direction is oriented toward enacting land use policy that promotes redevelopment and infill in character with the established development in select portions of this opportunity area.
Highway 72	The Highway 72 corridor is a strategically vital corridor to the future of Madison; however, most of the land area along Highway 72 is outside of the City's jurisdiction and not subject to the recommendations of this plan. What happens along this corridor will continue to influence transportation and development outcomes in Madison for years to come. Policy direction related to this opportunity area should emphasize intergovernmental coordination on compatible land use regulation and infrastructure improvements to serve the region.



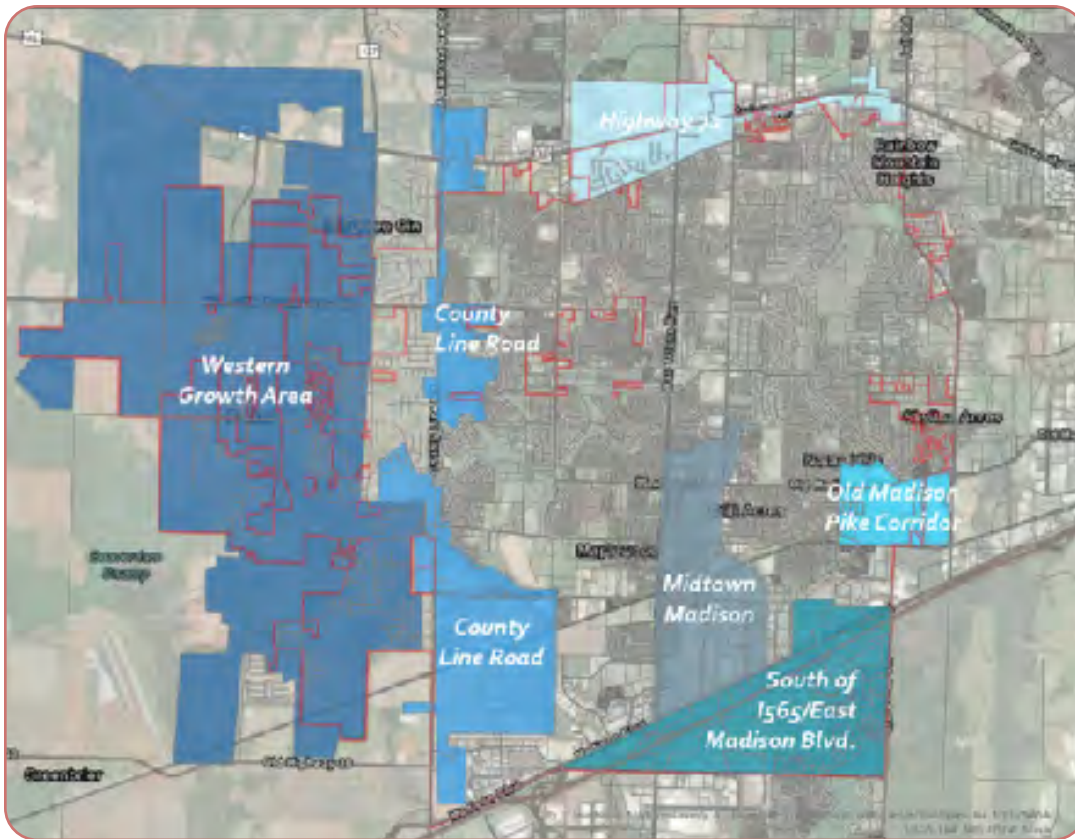


Figure 6.1 Key Development Areas from the 2010 Madison Growth Plan

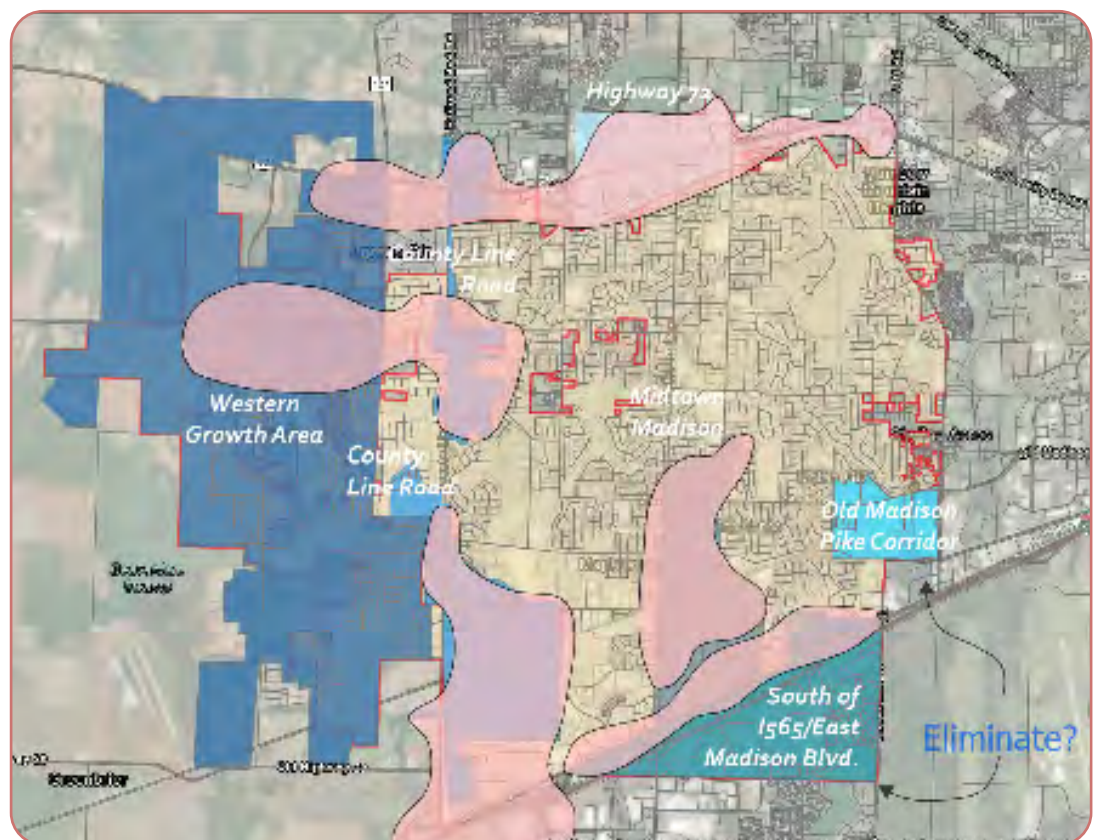


Figure 6.2 KDA Evolution toward Opportunity Areas



## Key Opportunity Areas

The evolution from Key Development Areas to Opportunity Areas shifts the focus from development to include redevelopment, connection, and activation, emphasizing key areas of the city that are most open to growth and transformation. The Key Opportunity Areas (KOAs) identified in Figure 6.3 are those locations best suited as catalyst points for the community.

Through the public process, community members re-emphasized the Western Growth Area as most appropriate to accommodate additional residential and mixed-use development, particularly along the Huntsville-Browns Ferry corridor (KOA #8) and adjacent to Segers Road (KOA #5). Specific locations along County Line Road identified for additional growth and change occur at the intersection of Huntsville-Browns Ferry Road (KOA #3), northeast of County Line Road and Madison Boulevard (KOA #9), and just south of Hardiman Road (KOA #7). KOA #7 is currently experiencing multi-unit residential development and offers opportunity for horizontal mixed-use and annexation-driven growth. The intersection of Wall Triana and Highway 72 (KOA #4) was also identified as an area the community saw as ripe for added density, although much of this area is outside the City limits of Madison and governed instead by Madison County. The area of Midtown Madison between Sullivan and Hughes (KOA #2), and along Madison Boulevard west of Celtic Drive (KOA #6), present two of the best opportunities Madison has for redevelopment and connection between two growing centers of the community – Madison Station (downtown) and Town Madison. This area was also highlighted through the planning process as an appropriate focus for mixed-use redevelopment and infill. While the Old Madison Pike Corridor remained an important opportunity area to the community, the emphasis on redevelopment in this area was more muted based on the development that exists. The vacant property on the south side of Old Madison Pike is zoned for commercial and multi-family uses and offers the greatest opportunity for potential development in the future.

Throughout the implementation of this plan, land use policies that foster growth, redevelopment, and infill in these eight KOAs should be prioritized. Rather than focusing solely on new development, updates to land use policies and development practices should provide creative options for missing middle and mixed-use development to support the myriad of ways these areas can grow, change, and reinforce Madison's vision for the future.







## MADISON'S SENSE OF PLACE, MAINTAINED

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As this plan contemplates future growth opportunities and associated policies and projects to implement the overall vision, it must be acknowledged that Key Development Areas must be utilized in tandem with Key Opportunity Areas in order to accommodate the future needs of Madison and its residents. Strategic annexation of lands wholly surrounded, as well as those immediately adjacent to Madison's western edge, likely need to be part of the growth conversation moving forward. Annexation ensures that the City has the ability to control, through policy and regulation, where and how development occurs in these areas. Simultaneously, regulations that apply to development in Madison today must be revisited to ensure that the character, capacity, and connection expected of new development is also applied to redevelopment of property within Madison's city limits. Defining sense of place through high-quality design and articulating Madison's "character" speaks to the community's desire to maintain and enhance quality of life. In order to support this, the following principles are explored and applied to development and redevelopment potential through policy and project implementation (Chapter 10). The principles are further expressed in the distinct placetypes defined for Madison, as described in the pages that follow.

- 1) Reflecting human scale through design. Spaces and buildings should be designed proportionate to human dimensions. Focus should be placed on fostering pedestrian experiences, amenities, and environments where people feel welcomed and comfortable, encouraging multiple modes of movement, forcing interaction, and promoting a sense of belonging.
- 2) Prioritizing connections. Future development must contribute to a well-connected urban fabric with interconnected streets, paths, and transit networks that are easily navigable and accessible for multiple modes of transportation. Reducing reliance on cars by offering varied modes and exploring meaningful mixed-use will contribute to a more dynamic and cohesive community.
- 3) Embracing creative and context-sensitive mixed-use development. Seeking opportunities to combine residential, commercial, cultural, institutional, or entertainment uses in a single building or development contributes to more vibrant neighborhoods where living, working, and leisure activities are seamlessly integrated. This can also help reduce vehicle trips per day that contribute to an already congested transportation network.



- 4) Incentivizing sustainable development practices wherever possible. Green building design, small-scale renewable energy production, and water conservation techniques support the overall environmental health of Madison and its residents. Protecting and expanding open green spaces, including parks and community gardens, can help to improve air and water quality while providing much-needed recreational opportunities. Capitalizing on these symbiotic relationships and ensuring open space, green design, and low-impact development practices are incentivized or required of all future development will help foster a healthier, more resilient community.
- 5) Expand diversity in housing choice. Incorporating diverse building types, uses, architectural styles, and a range of housing options throughout Madison helps cater to all income levels, family sizes, and housing preferences, ensuring a broad demographic can find suitable living spaces within the community. Expanding housing choice while maintaining a design aesthetic that respects existing neighborhoods and enhances community character ensures equitable access to housing for all of Madison's residents. Allowing for a range of housing types and price points through policy and regulation is critical in meeting the needs of Madison's workforce – especially the teachers, law enforcement, and first responders that reinforce Madison's position as a smart, safe and welcoming community.



*Figure 6.4 Creative housing options that fits existing character*

- 6) Enhancing the public realm. Quality public spaces like parks, plazas, public buildings, and even right-of-way like sidewalks and parklets serve as communal gathering spots. These spaces are essential for social engagement, cultural events, and recreation, fostering a sense of community identity and belonging. It is imperative these spaces are well-designed, maintained, and accessible to all. High-quality public realms attract people to a community, which in turn cultivates a sense of pride and ownership among residents and a desire to invest among business owners.



- 7) Supporting context-sensitive design decisions. Design that respects and integrates with the local context—historical, cultural, environmental—ensures that new developments and redevelopment complement and enhance the existing surroundings and built environment. This sensitivity helps preserve local character and identity, and works hand-in-hand with a mix of uses to ensure form enhances, not prohibits, necessary function.



**Figure 6.5** *An example of context-sensitive infill development*

- 8) Improving Madison’s visual identity. Establishing a unique and recognizable visual character through distinctive architecture, landmarks, and public art creates a sense of place. This identity can become a source of pride and a unifying element for the community, enhancing its attractiveness and appeal to residents, visitors, and potential investors.
- 9) Reinforcing safety and security. Designing urban spaces that are safe and secure, with good visibility, lighting, and thoughtful layout, not only minimizes crime and accidents but also encourages people to use outdoor spaces more frequently. This active presence of people in turn contributes to vibrant, lively, and thriving communities.



The following 10 placetypes express current and future conditions desired for Madison:

- Park and Natural Areas
- Rural & Transitional Areas
- Suburban Single-Family
- Mixed Residential
- Mixed Residential Conservation
- Neighborhood Mixed-Use
- Commercial Mixed-Use
- Convenience Commercial
- Community Facilities
- Industry

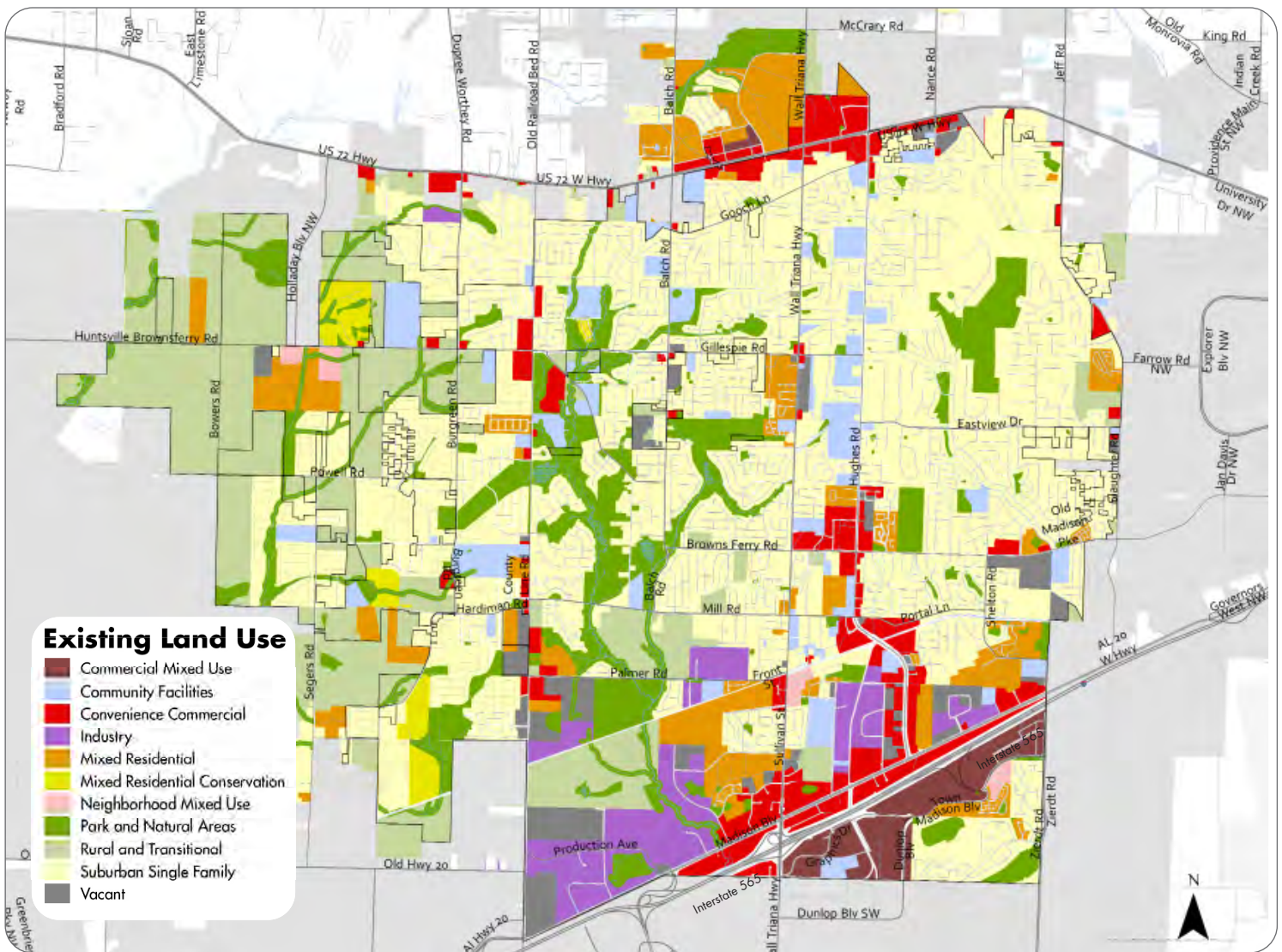
## PLACETYPES DEFINED

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A placetype is a character-based classification used to describe specific qualities and features of the natural and built environment that represent the desired experience of place. Traditional land use classifications focus only on how a property or area will be used, whereas placetypes take into consideration use as well as development intensity, scale, and surrounding context, as described by the character principles outlined in the previous section. A placetype defines how an area relates and connects to the surrounding community; what amenities should be present or nearby to serve the uses or activities anticipated; and describes the appropriate form, scale, and function of the built environment and the pattern of future development.

A set of placetypes unique to Madison have been created to facilitate the preferred future growth scenario and also reflect the built and natural environment present in Madison today while highlighting characteristics the community wishes to evolve. Since Madison is substantially land-locked and has limited greenfield development opportunities within current city limits, some redevelopment – especially of aging commercial corridors and underdeveloped areas - is expected to accommodate a growing population over time. The placetypes describe the current context of an area while simultaneously setting standards for improvement alongside parameters for how these improvements can occur without undermining the unique characteristics of a neighborhood or corridor the community has stated are important to retain.





**Figure 6.6 Placetypes Applied to Existing Land Use**

The sections that follow describe each placetype in detail. Originally developed for the West Side Master Plan, the placetypes have been fine-tuned to reflect development patterns and conditions throughout the city as a whole. The placetypes adopted in this plan subsequently replace those established in the West Side Master Plan and the land use designations on the City's future land use map (adopted in the 2006 Comprehensive Plan).

The map above applies each of the placetypes based on current land use and character as it exists today (see Figure 6.6).

Establishing how placetypes developed for Madison apply to the existing development patterns and context helps set the baseline for where and how future land use and development patterns will need to evolve over the 20 plus year plan horizon to accommodate future growth and development.



# PARKS & NATURAL AREAS PNA

General Use Character	
Existing Acreage	2,309.0 acers/ 13.1% of city land
Future Acreage	2,283.7 acres/ 13.0% of city land
Primary Land Uses	Active and passive recreation Preservation Forested areas and wildlife habitat
Secondary Land Uses	Flood protection Conservation areas
Density/Intensity	N/A
Development Considerations and Opportunities	FEMA Flood hazard requirements Development easements Preservation easements Recreation easements Riparian buffers

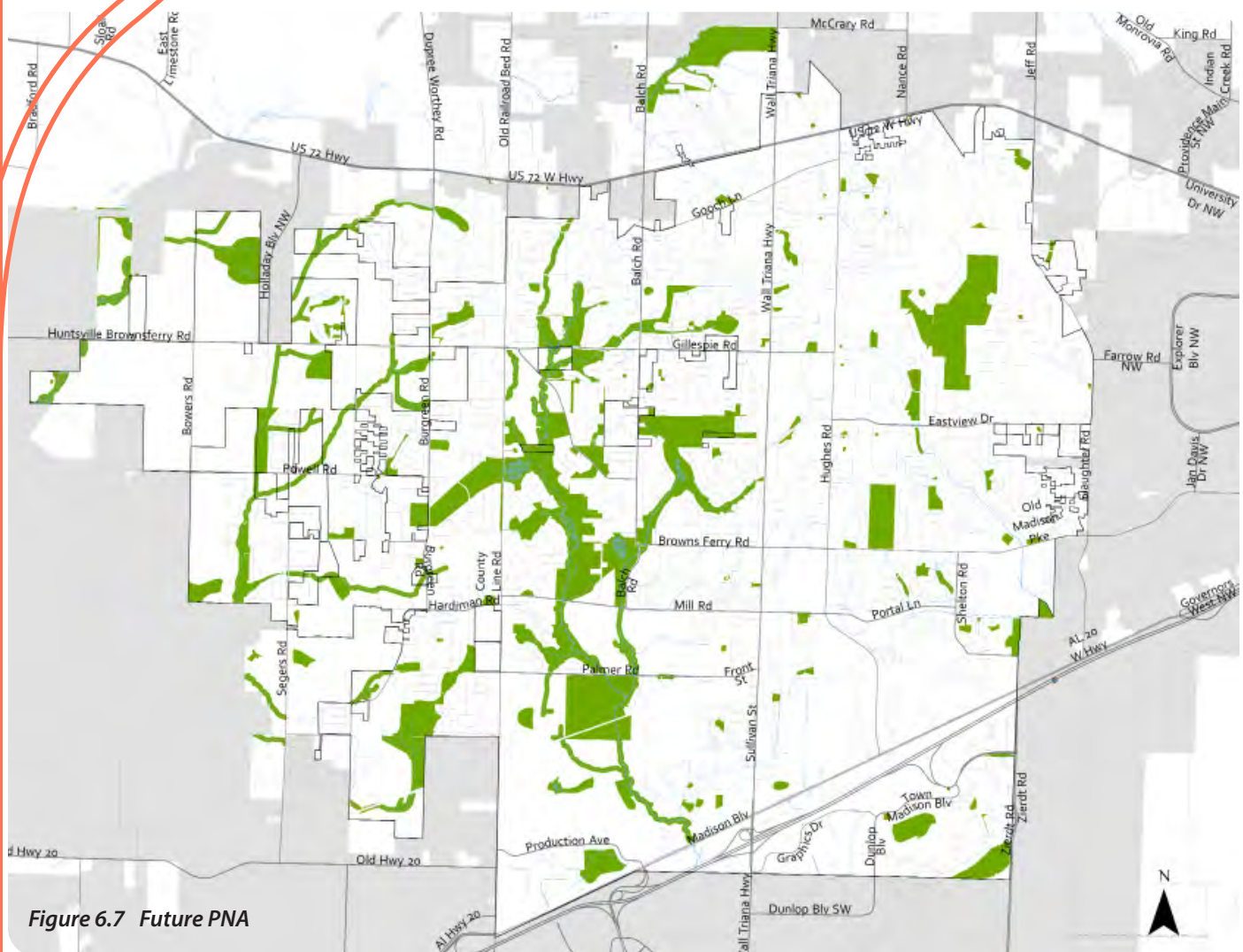


Figure 6.7 Future PNA



General Design Character	
Building Placement	Park buildings are placed to serve recreation needs Buildings in natural areas respect topography, have little if any impact on sensitive areas and complement the character of their surroundings
Building Frontage Characteristics	None
Building Height Maximum	None
Parking Characteristics	Parking areas are buffered where adjacent to public streets, residential areas, or protected areas and have little if any impact on sensitive areas
Access Characteristics	Limited curb cuts
Landscaping Characteristics	Natural
Mobility Characteristics	Accessible by car, bike, and pedestrians

The Park and Natural Areas (PNA) placetype designates land for recreational parks, open spaces, and natural areas that preserve key environmental features. The PNA designation is also used to preserve areas prone to environmental hazards, such as floodplain, as well as upland areas that are more suitable for passive recreation pursuits. This placetype applies to important habitat, significant tree canopy, wildlife corridors, hydrological features, and areas with other environmentally sensitive conditions that make them unsuitable for development or too important to lose. Parks may include a range of natural and constructed features, including but not limited to trails, ball fields, playgrounds, and picnic areas; conversely, natural areas should include only trails and support structures such as picnic shelters and maintenance structures. As highlighted in chapters 8 and 9, parks should be well connected to the greater community and serve to link the larger network of greenways in Madison.

The Park and Natural Areas placetype is intended to apply to distinct areas with recreational or environmental value, whether existing or proposed; however, parks and natural areas, especially in the form of open space, are an essential element within every placetype in Madison. This placetype is specifically designed to address large-scale public spaces and preservation areas and not community or neighborhood facilities many of which exist in other placetype categories. Community or neighborhood parks, ball fields, formal open spaces, trails, and greenways should be encouraged and expanded throughout the community, regardless of their designation as a PNA placetype or not.

One of the key considerations brought forth through this planning process was the need for additional parks and natural areas to serve a growing community. While no additional PNA acreage has been shown on the future placetype map, this does not mean the need is not warranted or does not exist. The City has undertaken additional parkland acquisition, development, and expansion since this planning process began, and both the existing and future PNA acreages reflect these additions. Future recreation needs may be further met through development incentives and increased requirements for parkland dedication to serve residential development as it is proposed and constructed; this is especially true in the Mixed Residential Conservation placetype.



**Figure 6.8 PNA Precedent Imagery**



# RURAL & TRANSITIONAL AREAS

# RTA

General Use Character	
Existing Acreage	2,135.2 acres/12.1% of city land
Future Acreage	552.65 acres/3.1% of city land
Primary Land Uses	Agriculture Large lot residential
Secondary Land Uses	Produce stands Community gardens and community farms Businesses expressly serving the agricultural community such as feed and seed stores
Density/Intensity	≤1 dwelling unit per acre Non-agricultural FAR: ≤.09 Maximum lot coverage: ≤25%
Development Considerations and Opportunities	Large lots Open space preservation programs Conservation development Agritourism Tree canopy preservation

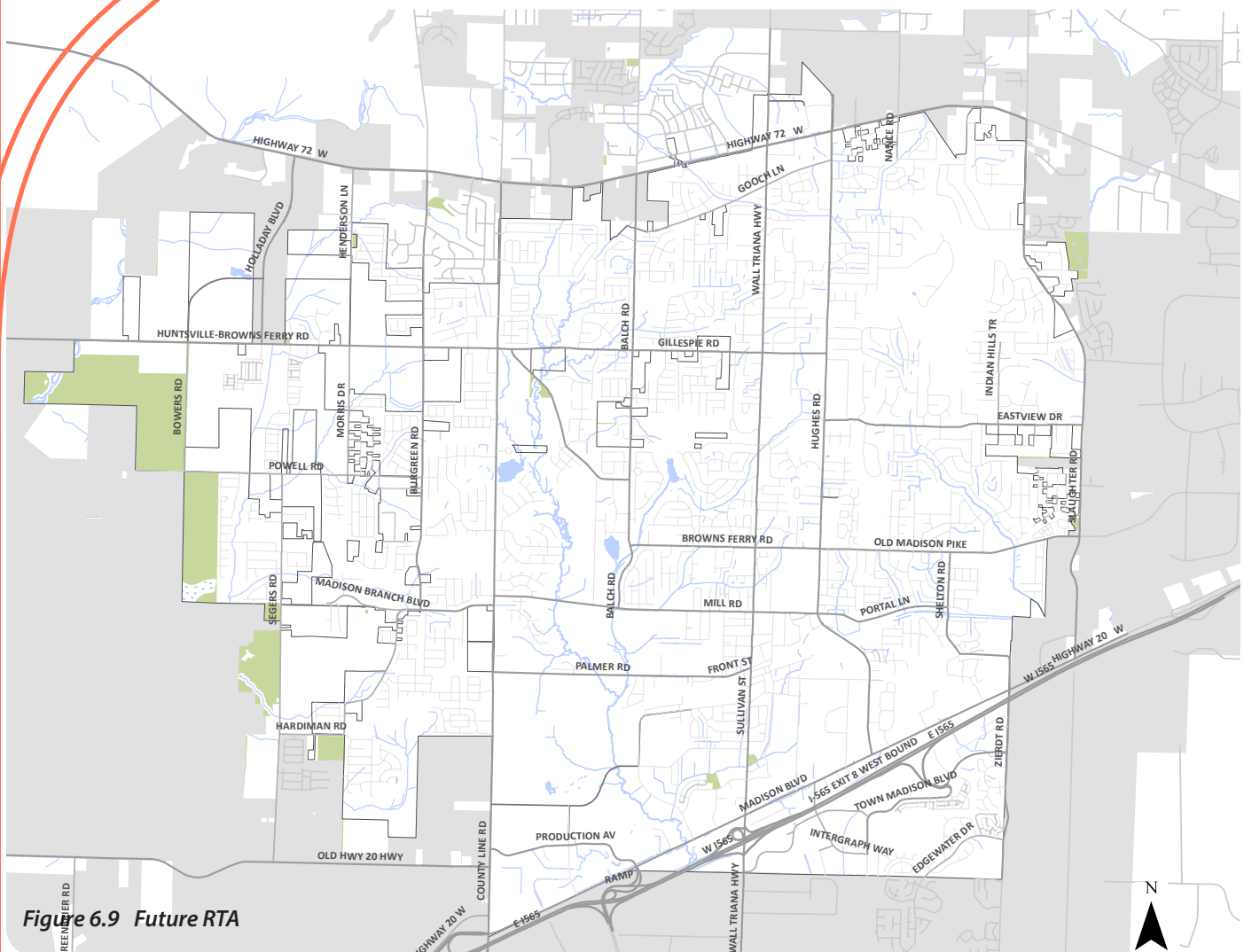


Figure 6.9 Future RTA



General Design Character	
Building Placement	Building facades are at least 40 feet from lot lines
Building Frontage Characteristics	No requirement
Building Height Maximum	35 feet (does not apply to bona fide farm structures)
Parking Characteristics	Garages are located in line with or behind the front facade of the principal building, if located within 100 feet of the front lot line Parking for non-residential uses containing 10 or more parking spaces is buffered and at least partially screened from adjacent residential uses
Access Characteristics	Limited curb cuts
Landscaping Characteristics	Natural/agricultural
Mobility Characteristics	Accessible mainly by automobile; cyclists share the road where offroad trails are not available Streets have narrow shoulders and may be laid in irregular patterns

The Rural & Transitional Area (RTA) placetype applies to areas in Madison that are sparsely developed and primarily used for agricultural purposes or characterized as large residential lots. Protecting prime agricultural land and preserving rural character in urban fringe areas is important to maintaining the bucolic aspects of Madison's surrounding environment. This placetype also provides a transitional zone for areas that may be peripheral or outside Madison city limits, and not prioritized for annexation in the immediate future.

The RTA placetype is characterized by residential and agricultural buildings situated in a manner that honors environmental features and agricultural uses and does not create a dense road network. Residential buildings are often irregular in their orientation to rural roads with deep and varying setbacks. These buildings are often placed on large contiguous acres of land, resulting in wide spacing between structures. On occasion, homes may have clustered in small "hamlets" where residential buildings may be more regularly spaced, sitting closer to and oriented towards the road.

Where smaller pockets of this placetype contain no agricultural uses and are adjacent to urbanizing areas or wholly surrounded parcels outside of Madison city limits, these areas have transitioned to other placetypes in the future placetype map. This is why there is much less RTA land designated in Madison's future. It is envisioned that much of this land will evolve to accommodate development and may be annexed as a condition, or a result of this evolution.

**Figure 6.10 RTA Precedent Imagery**





# SUBURBAN SINGLE-FAMILY SSF

General Use Character	
Existing Acreage	8,167.5 acres/46.5% of city land
Future Acreage	8,372.43 acres/47.6% of city land
Primary Land Uses	Single-family detached residential
Secondary Land Uses	Accessory dwellings Community gardens and community farms
Density/Intensity	2-5.8 dwelling units per acre Maximum lot coverage: 25%-35%
Development Considerations and Opportunities	Tree canopy preservation Constructed stormwater facilities Underground utilities
Public and Private Amenities	15% of a gross development site is dedicated to permanent park or open space. Fees-in-lieu or offsite-offsets may be required or accepted by the City instead.

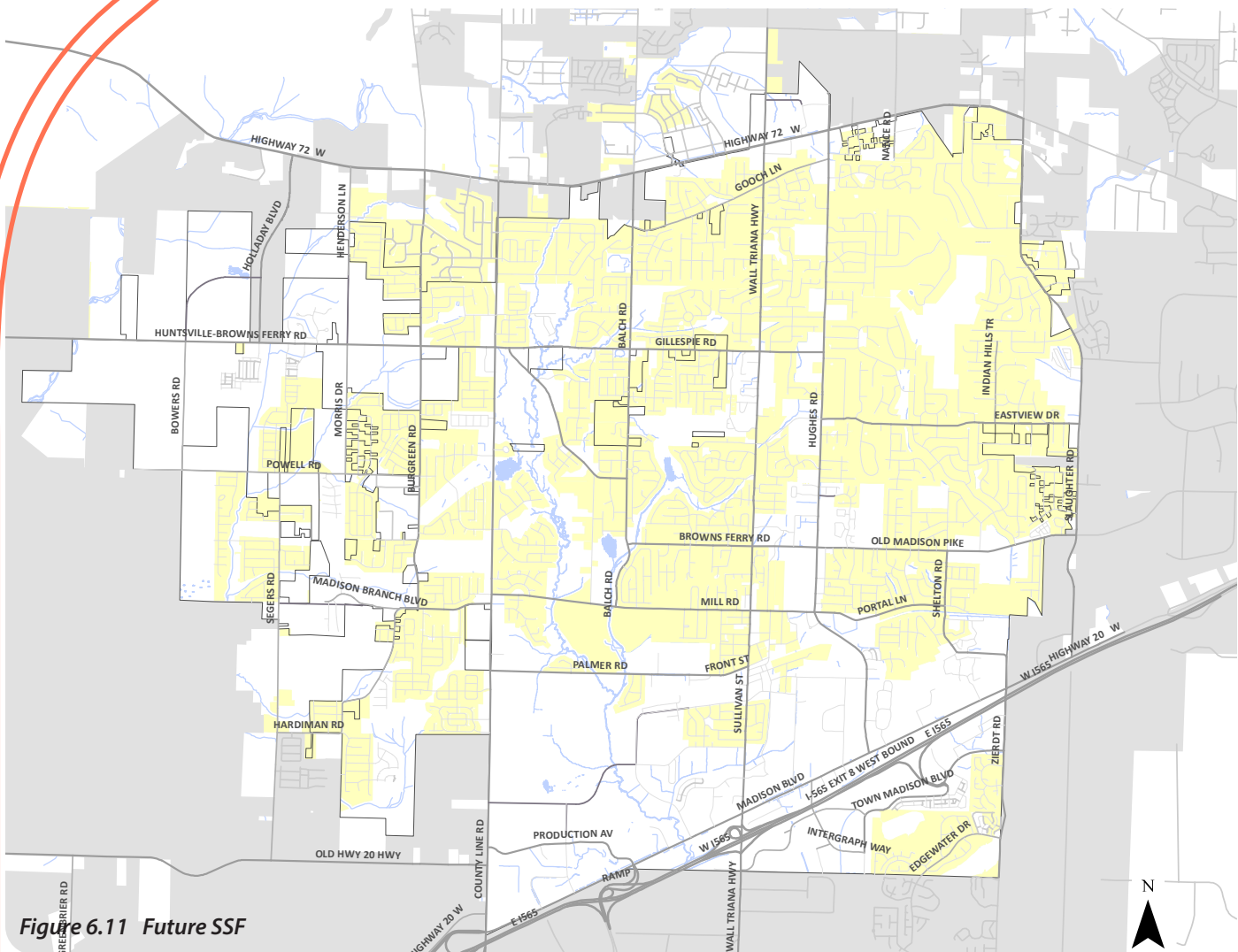


Figure 6.11 FutureSSF



General Design Character	
Building Placement	Building facades set back from the street Accessory buildings in the rear yard
Building Frontage Characteristics	Residential buildings typically have porches At least one entrance faces the primary street
Building Height Maximum	35 feet
Parking Characteristics	Garages are located behind the front facade or placed to the side or rear of the lot
Access Characteristics	Individual driveways
Landscaping Characteristics	Street trees on both sides of the street Natural or constructed separation from nearby commercial areas
Mobility Characteristics	Accessible mainly by car with bike and pedestrian accommodations in some developments; future development should prioritize sidewalk connectivity Streets are normally curbed and guttered and may be grid or curvilinear in pattern

The Suburban Single Family placetype represents the predominant development pattern in Madison. With few exceptions, this placetype consists of existing single-family subdivisions. As noted in the fiscal analysis presented in the West Side Master Plan adopted in 2016, this is the most expensive type of development in Madison relative to its impact on public resources, with the revenues from single family homes not typically covering the cost of services for them. Suburban Single-Family is important as a choice in a well-mixed urban/suburban residential market and is commonly the dominant development pattern throughout the region. However, given the rising cost of housing and market demand for alternative housing choices beyond the suburban single-family model, additional acreage designated for strictly SSF development is limited in Madison's future placetype map.

Existing Suburban Single-Family development does not generally connect to commercial areas and may not have adjacent or nearby parks or trails. Where this placetype is proposed to be expanded, development approval should require street connectivity and that alternate forms of mobility, predominately pedestrian and cycling, are safely and conveniently accessible.

*Figure 6.12 SSF Precedent Imagery*





# MIXED RESIDENTIAL MR

General Use Character	
Existing Acreage	1,014.6 acres/5.8% of city land
Future Acreage	1,195.6 acres/6.8% of city land
Primary Land Uses	Multi-family residential Single-family attached residential
Secondary Land Uses	Single-family detached residential including zero lot line and cluster development Accessory residential dwelling units Community gardens and community farms
Density/Intensity	5 to 15 dwelling units per acre Maximum lot coverage: 40%
Development Considerations and Opportunities	Underground utilities Constructed stormwater facilities
Public and Private Amenities	25% of the gross site is dedicated to permanent park or open space. Fees-in-lieu or offsite-offsets may be required or accepted by the City instead.

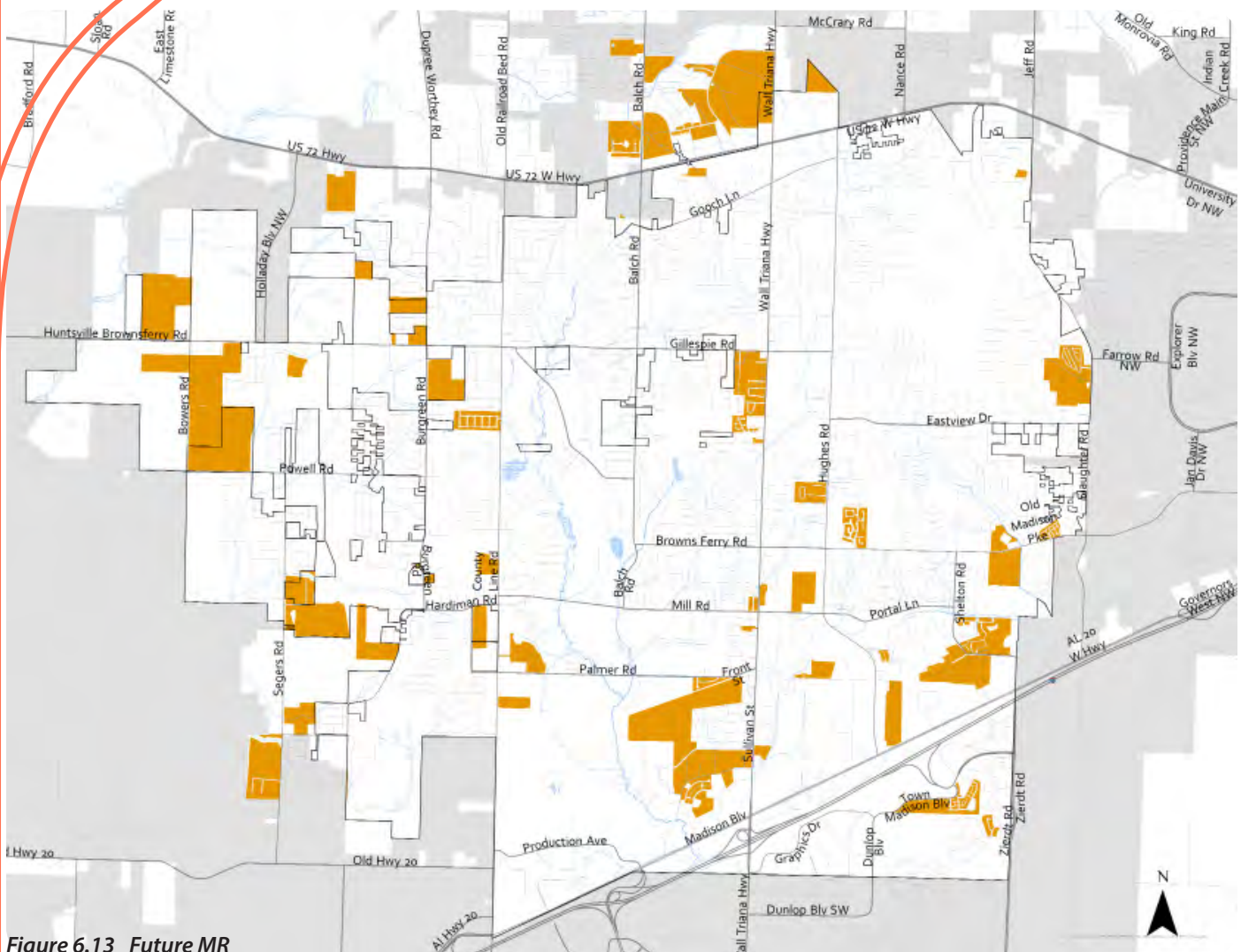


Figure 6.13 Future MR



General Design Character	
Building Placement	Building facades are set close to the street
Building Frontage Characteristics	Street-facing facades have at least one entrance that faces the street
Building Height Maximum	40 feet
Parking Characteristics	Garages are located behind the front facade or placed to the rear of the lot Parking lots are located predominately to the rear of primary buildings and may be accessed by alleyways
Access Characteristics	Limited curb-cuts Individual and shared driveways Multi-family and congregate care homes may provide entry to units through a shared interior space such as a lobby, hallway, or foyer.
Landscaping and Buffering Characteristics	Significant landscaping required along the perimeter of a multifamily site unless adjoining a natural amenity, park, or open space. Street trees on both sides of the street Parking areas have a perimeter landscape buffer where adjacent to streets or property lines
Mobility Characteristics	Accessible by car, bike, and on foot Sidewalks on both sides of the street Cyclists may be expected to share the street or have access to discreet bikeways or shared use paths Streets are typically developed in a grid pattern with curb and gutter Transit may be available

The Mixed Residential placetype encourages a wide range of housing types from single-family detached dwellings on small lots to attached dwellings ranging from townhouses to apartments. Permitted building types include apartment courts, garden apartments, stacked flats, townhouses, patio homes, cottage courts, and detached housing units on small lots.

Housing for the elderly or congregate housing for special populations is also included in this placetype. These activities and the buildings in which they occur differ from the traditional housing types listed above in that they almost universally have elevators when multi-storied, a reduced amount of parking, and entry to units through a shared common interior space. These specialized units often include group kitchen, dining, and recreational spaces.

As the build-out of this placetype occurs into the future, individual developments should be encouraged to incorporate at least two types of housing, paying attention to and affecting reasonable transitions at the edges where they abut lower density housing. Approximately 180 acres of additional land has been designated for this placetype in the future land use map. This limited additional acreage is due in part because many entitlements for mixed residential housing development have come online since 2022, as the planning process has unfolded.



Figure 6.14 MR Precedent Imagery



# MIXED RESIDENTIAL CONSERVATION MRC

General Use Character	
Existing Acreage	246.4 acres/1.4% of city land
Future Acreage	792.83 acres/4.5% of city land
Primary Land Uses	Multi-family residential Single-family attached residential Single family detached residential including cluster developments
Secondary Land Uses	Single-family detached residential including zero lot line Accessory residential Community gardens and community farms
Density/Intensity	8 to 20 dwelling units per acre Maximum lot coverage: 40%
Development Considerations and Opportunities	Clustering required Underground utilities Constructed stormwater facilities Tree canopy and natural area preservation

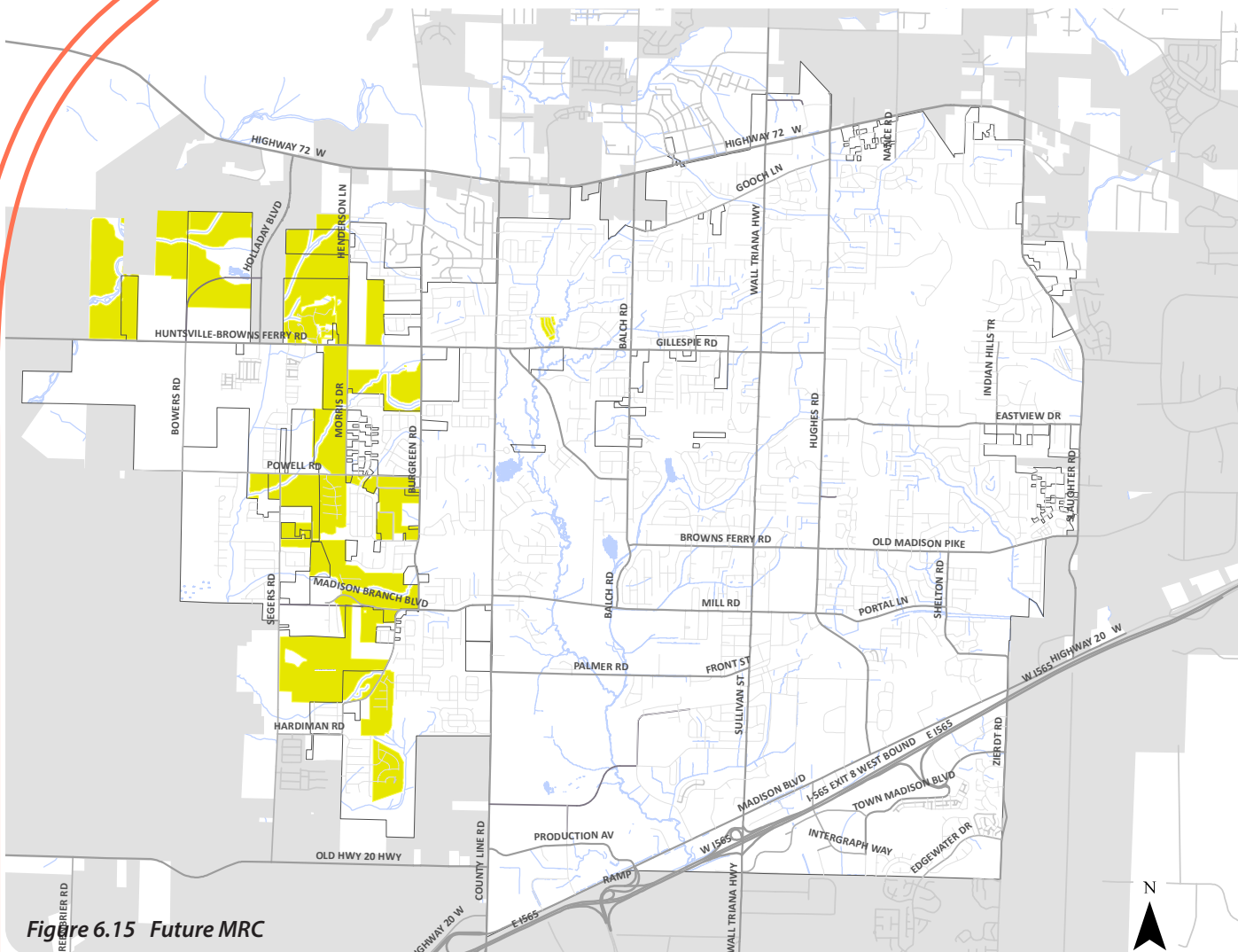


Figure 6.15 Future MRC



General Design Character	
Building Placement	Building facades set close to the street
Building Frontage Characteristics	Street-facing facades have at least one entrance that faces the street
Building Height Maximum	40 feet
Parking Characteristics	Garages are located behind the front facade or placed to the rear of the lot Parking lots are located predominately to the rear of primary buildings and may be accessed by alleyways
Access Characteristics	Limited curb-cuts Individual and shared driveways Multi-family and congregate care homes may provide entry to units through a shared interior space such as a lobby, hallway or foyer.
Landscaping Characteristics	Significant landscaping along the perimeter of the site unless adjoining a natural amenity, park or open space. Street trees on both sides of the street Parking areas have a perimeter landscape buffer where adjacent to streets or property lines
Mobility Characteristics	Accessible by car, bike, and on foot Sidewalks on both sides of the street Cyclists should have access to discreet bikeways or shared use paths Streets are typically a grid pattern with curb and gutter Transit may be available

The Mixed Residential Conservation (MRC) place type is identical to the Mixed Residential place type except that housing is permitted to cluster at higher net densities to preserve park and natural area that may be present, desired, or required to serve the development. Gross densities remain the same when factored over developed and preserved areas, and net densities are established on a case-by-case basis. MRC lands have expanded considerably in the future placetype map, in an effort to balance future residential development with preservation of open space and recreation amenities.

Dimensional requirements for lot size, setbacks, and floor area ratio are flexible and established on a project-by-project basis, with baseline requirements set by the zoning regulations. Considerations for acceptable cluster developments may include the amount of natural area preserved, the location of the clustered development relevant to adjacent uses and public streets, the location and character of mobility elements, and the type and amount of landscaping and buffering provided.

Transitions at edges where this placetype abuts a lower density placetype are particularly important. High density housing should be placed along road corridors that form manmade boundaries between development intensities or located interior to a development site with lower density housing present at the edges.



Figure 6.16 MRC Precedent Imagery



# NEIGHBORHOOD MIXED-USE NMU

General Use Character	
Existing acreage	78.5 acres/0.4% of city land
Future acreage	395.97 acres/2.3% of city land
Primary Land Uses	Retail/office Restaurants and cafes Multi-family residential Small scale community facilities
Secondary Land Uses	Single-family attached residential Bed and breakfast establishments and small inns
Density/Intensity	12-35 dwelling units per acre Non-residential FAR: .75-2.0 Maximum lot coverage: 75%
Development Considerations and Opportunities	Underground utilities Constructed stormwater facilities
Public and Private Amenities	15% of the gross site is dedicated to permanent park, open space or approved public amenities such as outdoor dining, plazas, etc. Fees-in-lieu or offsite-offsets may be required or accepted by the City instead.

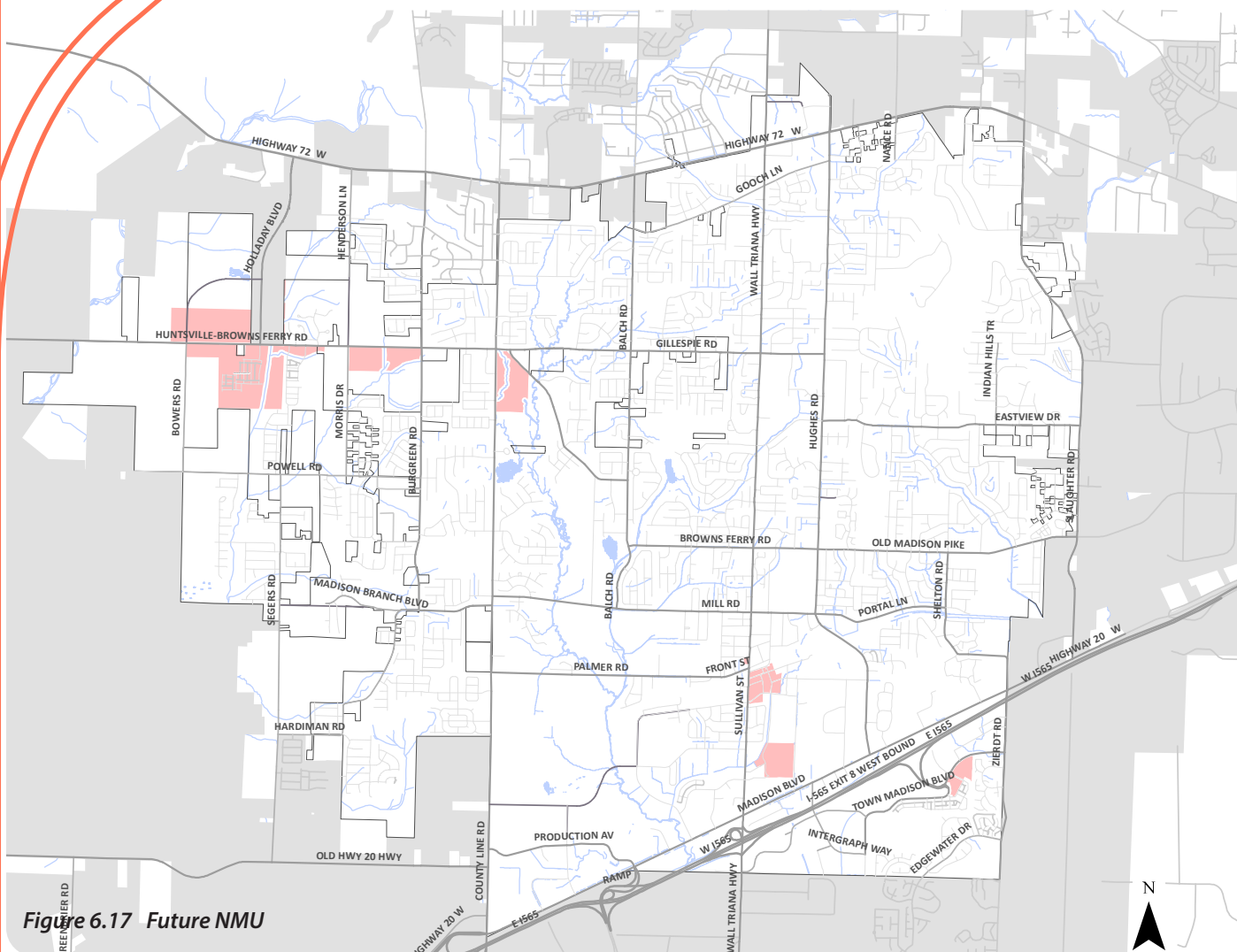


Figure 6.17 Future NMU



General Design Character	
Building Placement	Building facades are adjacent to the public sidewalk or fronted by a courtyard or outdoor dining area that serves to continue the building wall pattern
Building Frontage Characteristics	Buildings front the primary street Buildings may clustered to form groupings around plazas, public open space
Building Height Maximum	55 feet
Parking Characteristics	Parking is not allowed between the front facade and the street. Parking between buildings is limited to one double-loaded aisle
Access Characteristics	Limited curb-cuts Shared access Cross access between developments and parking lots
Landscaping Characteristics	Significant constructed screening or landscaping for parking areas and the service side of buildings (typically but not always the rear of the building)
Mobility Characteristics	Accessible by car, bike, and on foot Sidewalks on both sides of the street Marked bikeways or shared use paths Streets are grid pattern with curb and gutter Transit is feasible and encouraged

The Neighborhood Mixed-Use (NMU) placetype allows and encourages neighborhood-scale retail and services integrated with higher-intensity residential development. Businesses and other non-residential uses should be scaled to the neighborhood and intended to serve a distinct area.

While retail and office uses may be one story when individually located, they are typically in two to three story buildings when attached or mixed with residential. These uses are typically located at intersections or along major roadways such as Huntsville-Browns Ferry Road. Residential development in these areas is limited to higher density building types that are integrated into the development and structures as opposed to being separated or free-standing. This may include multi-family above non-residential uses and townhouse developments. NMU areas cater more to pedestrians and cyclists, with some accommodation for vehicle parking. Buildings are arranged to create a street wall to make walking and cycling between buildings safer and more enjoyable. Parking lots, where needed, are located behind or beside buildings and are designed to be discrete, so there aren't large amounts of parking in a single area. On-street parking is encouraged. Off-street parking areas are screened when adjacent to public streets, pedestrian facilities, or residential development, and designed as an interconnected network linking buildings and parking lots to each other and to the public sidewalk system. Landscaping and streetscaping should be more formal, featuring a regular pattern of street trees, lighting, and amenities.

The future land use map for Madison designates almost three times the existing acreage for Neighborhood Mixed Use development in the future, allowing for more traditional neighborhood development opportunities similar to Town Madison and The Village at Oakland Springs.



Figure 6.18 NMU Precedent Imagery



# COMMERCIAL MIXED-USE CMU

General Use Character	
Existing Acreage	414.2 acres/2.4% of city land
Future Acreage	626.3 acres/3.6% of city land
Primary Land Uses	Retail Office Service Community facilities Hotels, including bed and breakfast establishments and small inns
Secondary Land Uses	Light industry High density attached residential
Density/Intensity	35 dwelling units per acre overall Non-residential FAR: .75-2.0 Maximum lot coverage: 75%
Development Considerations and Opportunities	Underground utilities Constructed stormwater facilities
Public and Private Amenities	15% of the gross development site is dedicated to permanent park, open space or approved public amenities such as outdoor dining, plazas, etc. Fees-in-lieu or offsite-offsets may be required or accepted by the City instead.

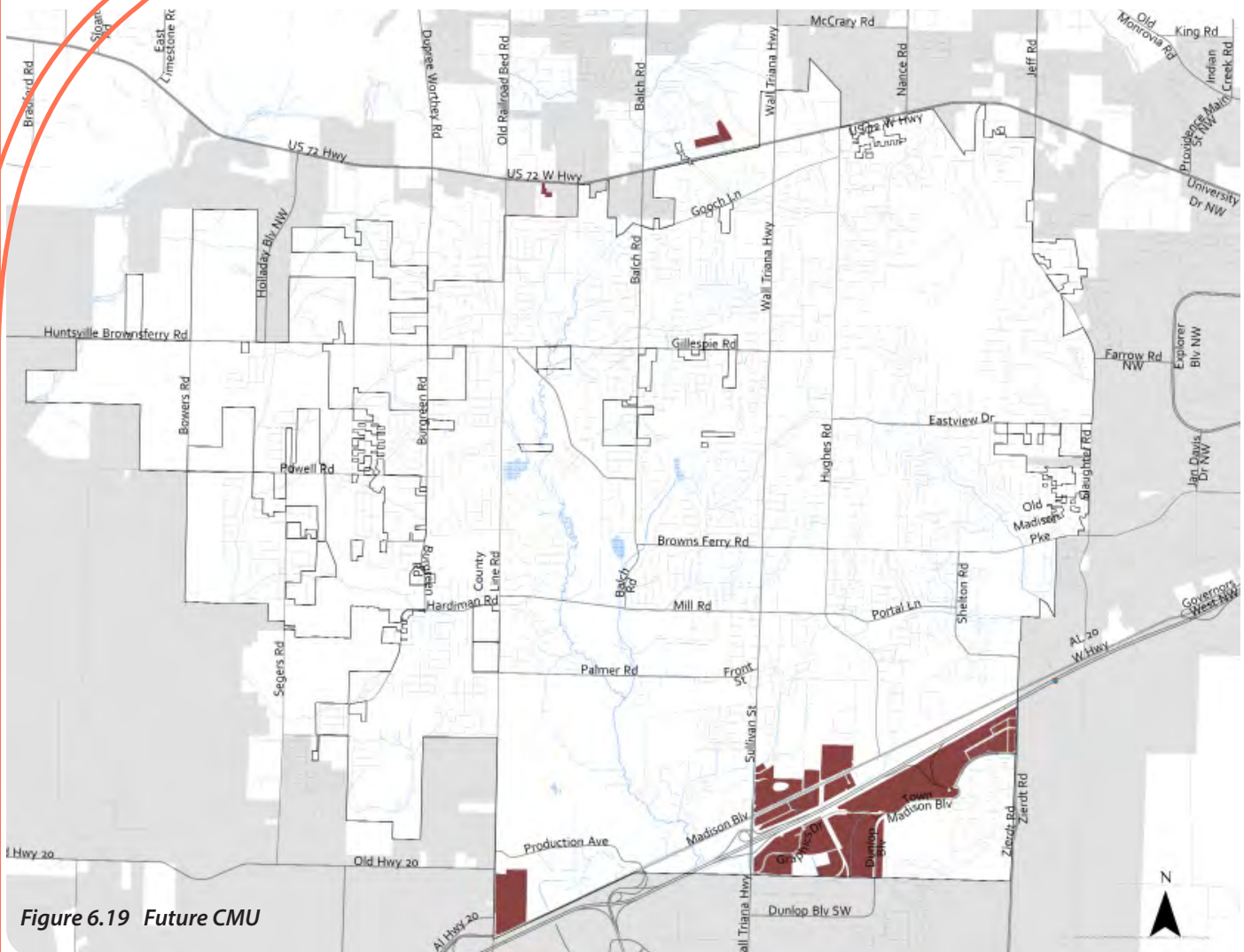


Figure 6.19 Future CMU



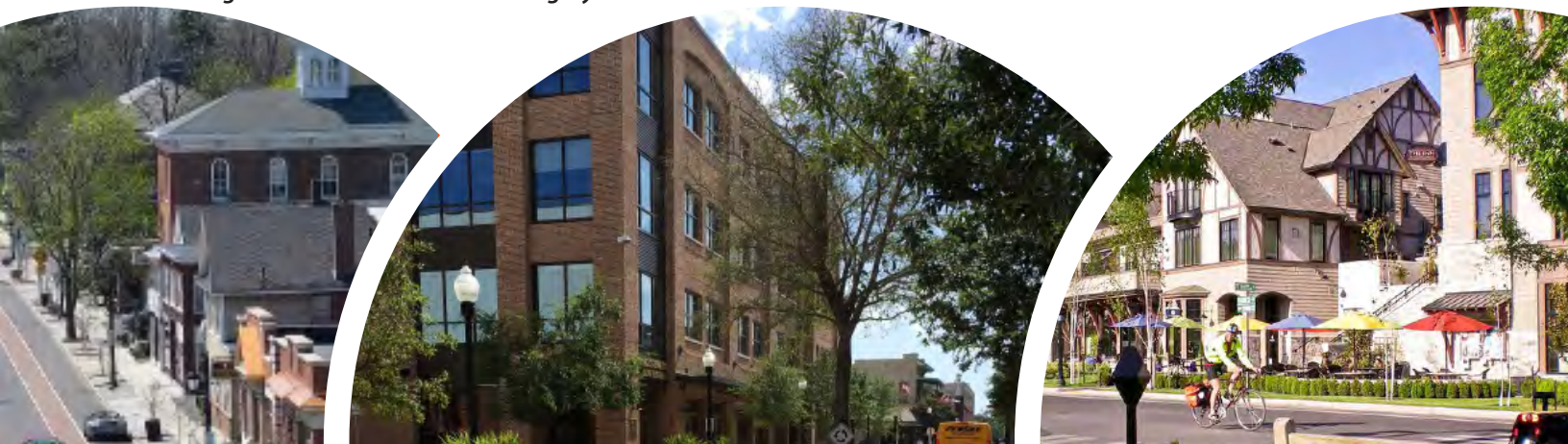
General Design Character	
Building Placement	Building facades are adjacent to the public sidewalk or fronted by a courtyard or outdoor dining area that serves to continue the building wall pattern
Building Frontage Characteristics	Buildings front the primary street Buildings are clustered to form groupings
Building Height Maximum	70 feet
Parking Characteristics	Parking is not allowed between the front facade and the street. Parking between buildings is limited to one double-loaded aisle
Access Characteristics	Limited curb-cuts Shared access Cross access between developments and parking lots
Landscaping Characteristics	Significant constructed screening or landscaping for parking areas and the service side of buildings (typically but not always the rear of the building)
Mobility Characteristics	Accessible by car, bike, and on foot Sidewalks on both sides of the street Marked bikeways Streets are developed in a grid pattern with curb and gutter Transit is feasible and encouraged

The Commercial Mixed-Use (CMU) placetype is intended to capture and encourage more extensive commercial activity than the Neighborhood Mixed-Use or Convenience Commercial placetypes. While retail, service, and office uses dominate this place type, community facilities and small-scale light industrial activities, such as technology or small fabrication and appliance shops may be located away from main street fronts or above street level.

Residential uses such as apartments and condominiums above shop fronts, row houses, and townhouses are permitted as secondary uses in Commercial Mixed-Use areas. This placetype is also a good location for activities including performing arts centers, movie theaters, and similar indoor entertainment complexes. Buildings are arranged to create a street wall to make walking and cycling safer and more enjoyable. Parking lots are located mostly behind buildings. Parking between the front facade and streets is not desired; however, on-street parking is allowed and encouraged.

Envisioning Madison's future, the CMU placetype is expanded along Madison Boulevard, to catalyze redevelopment potential along this aging corridor. The characteristics expressed through application of this placetype along Madison Boulevard west of Celtic Drive are further explored and illustrated in the Midtown Madison case study at the end of this chapter.

*Figure 6.20 CMU Precedent Imagery*





General Use Character	
Existing Acreage	1,061.8 acres/6.0% of city land
Future Acreage	1,262.42 acres/7.2% of city land
Primary Land Uses	Retail Service Office
Secondary Land Uses	Community facilities Hotels
Density/Intensity	Units/acre: none FAR: none Maximum lot coverage: 50%
Development Considerations and Opportunities	Underground utilities Constructed stormwater facilities
Public and Private Amenities	15% of the gross site is dedicated to permanent park, open space or approved public amenities such as outdoor dining, plazas, etc. Fees-in-lieu or offsite-offsets may be required or accepted by the City instead.

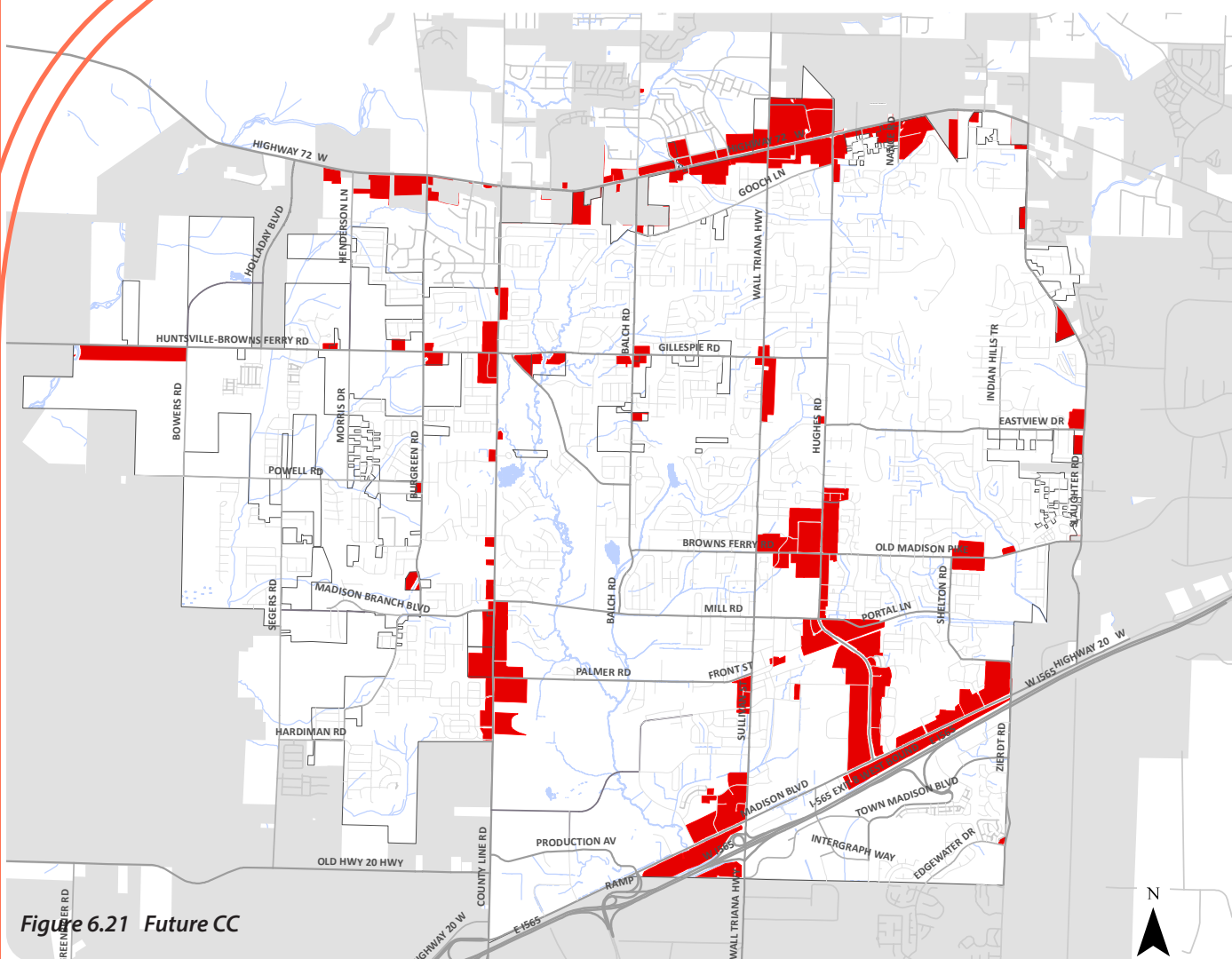


Figure 6.21 Future CC



General Design Character	
Building Placement	Buildings may be set back from the public street Outparcels that screen large parking areas in front of primary buildings are preferred
Building Frontage Characteristics	Buildings front the primary street
Building Height Maximum	60 feet
Parking Characteristics	Parking is allowed between the building and the public street
Access Characteristics	Limited curb-cuts Shared access Cross access between developments and parking lots
Landscaping Characteristics	Significant constructed screening or landscaping for parking areas and the service side of buildings (typically but not always the rear of the building)
Mobility Characteristics	Accessible primarily by car, less so by bike and on foot Sidewalks on both sides of the street Shared use paths encouraged, marked bike lanes as an alternative Streets are developed in grid pattern with curb and gutter Transit is feasible and encouraged

The Convenience Commercial (CC) placetype accommodates auto-oriented retail, service and office uses along primary transportation corridors to and through Madison. Rather than facilitate typical strip center commercial, this placetype encourages out parcels with buildings close to the street to screen larger buildings and parking toward the rear of the lot. Other configurations that create a street presence and screen parking may also be considered under this placetype.

Development sites may allow a range of retail footprints up to and including big box retail. Big box sites are encouraged to use outparcels and landscaping to screen large parking areas. Indoor and outdoor commercial recreation areas such as skate parks and arcades are possible uses where they do not abut residential neighborhoods.

Application of this placetype is restricted to major streets, and development within a Convenience Commercial area should include cross-access easements that allow motorists, pedestrians, and cyclists to move between development sites and parking lots without having to access the public street. In the future placetype map, the Convenience Commercial designation gains limited acreage, but the acreage shifts its focus away from Madison Boulevard toward development potential along County Line and Huntsville-Browns Ferry Roads.

*Figure 6.22 CC Precedent Imagery*





The map displays a network of roads and proposed commercial development areas. Major roads include US 72 Hwy running horizontally across the top, AL 20 W Hwy running diagonally from the bottom left to the right, and several vertical roads like Wall Triana Hwy and Wall Triana Hwy. Local streets such as Bowers Rd, Segers Rd, and Dunlop Blv SW are also shown. Blue shaded regions indicate areas designated for future commercial development. A north arrow is positioned in the bottom right corner.

**Figure 6.23 Future CF**



General Design Character	
Building Placement	Building facades set close to the street
Building Frontage Characteristics	Street-facing facades have at least one entrance that faces the street
Building Height Maximum	40 feet 60 feet for hospital uses
Parking Characteristics	Garages are located behind the front facade or placed to the rear of the lot (a fire station may be the exception) Parking lots are located predominately to the rear of primary buildings and may be accessed by alleyways
Access Characteristics	Limited curb-cuts Individual and shared driveways Multi-family and congregate care homes may provide entry to units through a shared interior space such as a lobby, hallway or foyer
Landscaping Characteristics	Significant landscaping along the perimeter of the site unless adjoining a natural amenity, park, or open space. Street trees on both sides of the street Parking areas have a perimeter landscape buffer where adjacent to streets or property lines
Mobility Characteristics	Accessible by car, bike, and on foot Sidewalks on both sides of the street Cyclists may be expected to share the street or have access to discreet bikeways or shared use paths Streets are typically developed in a grid pattern with curb and gutter Transit may be available

The Community Facilities (CF) placetype accommodates existing and planned public school sites, public safety stations, and hospitals, as well as other institutional or campus-related uses that meet the criteria outlined in the placetype detail. A public safety station may be a stand-alone fire, police, or ambulance service facility, or may incorporate a mix of some or all of these services. This placetype may also include community facilities such as libraries, senior centers, performing arts centers, recreation centers, and similar uses. However, these uses best serve the community when integrated within other placetypes such as Commercial Mixed-Use, Town Center, and even Neighborhood Mixed-Use, depending on the size and scale of the facility.

While there is a slight decrease in the number of acres dedicated to the Community Facility placetype in Madison's future land use map, this is not an indication that there is a reduction in public service facilities. Rather, this reflects refinement in the future siting of facilities needed and the repurposing of existing sites. In addition, future Fire Station #5 is not shown as there are multiple location options for this facility.

**Figure 6.24 CF Precedent Imagery**









General Design Character	
Building Placement	Building placement may vary based on context
Building Frontage Characteristics	Building frontage may vary based on context
Building Height Maximum	65 feet or 4 stories
Parking Characteristics	Parking located internal to the business or industrial park campus Parking areas have a perimeter landscape buffer where adjacent to street(s) or property lines
Access Characteristics	Major destination access provisions apply
Landscaping Characteristics	Significant constructed buffering
Mobility Characteristics	Mobility is governed by a master development plan which should include pedestrian and cycling access both internal and external to the development

The Industry (I) placetype includes employment centers, industrial and business parks, office parks, and expo centers. Lands designated as Industry are generally located around the corridor of Madison Boulevard and I-565 and the portion of County Line Road south of the railroad tracks, although small pockets exist elsewhere in the city. This area is further expanded to accommodate future industrial growth anticipated in Madison. Land previously considered for industrial activities along the west end of Huntsville-Browns Ferry Road has been reevaluated for mixed-use and residential development.

Supportive retail, such as restaurants, daycare centers, institutional and technical schools are encouraged as secondary uses, to serve the employment base within this placetype. New heavy industry (an industry with significant offsite impacts related to noise, light, odor, vibration, dust, and debris) is not anticipated in Madison and not allowed within this placetype.

Employment and institutional areas include a variety of development forms that have their own unique internal layout of streets, blocks, and buildings, typically owned, maintained, or designed by a single entity. Generally speaking, buildings should be located toward the interior of the site or adjacent to public streets at the perimeter. Parking should be placed away from public streets and property lines and buffered against adjacent residential and agricultural uses.

**Figure 6.26** | Precedent Imagery





The consolidated Future Placetype Map (Figure 6.27) reflects where existing land use and development conditions must shift to meet future growth demand and the evolving needs of the Madison community.

	Existing	% Existing	Future	% Future
Commercial Mixed Use	414.2	2.4	626.3	3.6
Community Facilities	835.4	4.8	806.7	4.6
Convenience Commercial	1061.8	6.0	1262.42	7.2
Industry	761.0	4.3	1305.5	7.4
Mixed Residential	1014.6	5.8	1195.6	6.8
Mixed Residential Conservation	246.4	1.4	792.83	4.5
Neighborhood Mixed Use	78.5	0.4	395.97	2.3
Park and Natural Areas	2309.0	13.1	2283.7	13.0
Rural and Transitional	2135.2	12.1	552.65	3.1
Suburban Single Family	8167.5	46.5	8372.43	47.6
Vacant	558.5	3.2	0.0	0.0

Overall, the greatest change between existing and future placetype designations is in the increase in Mixed Residential Conservation, Neighborhood Mixed Use, and Industrial land, and the decrease in Rural and Transitional Areas as well as vacant lands. Much of the acreage assigned MRC, NMU, or I is located on the west side of Madison, both within city limits as well as in the unincorporated county. By applying these placetype designations beyond city limits, policy makers in Madison are provided a roadmap of what development characteristics would be most appropriate should available land be annexed into the city and zoned according to placetype. While annexation requires the provision of services, including schools, the risk of not annexing certain lands means that development quality and density in these areas will fall beyond the City's control, yet will continue to impact Madison's road network, community facilities, and economy. It also limits the ability of the City to capture potential sales tax creation from future commercial development and the ability of Madison Utilities to ensure its service delivery boundaries.



## Future Placetypes

- Commercial Mixed Use
- Community Facilities
- Convenience Commercial
- Industry
- Mixed Residential
- Mixed Residential Conservation
- Neighborhood Mixed Use
- Park and Natural Areas
- Rural and Transitional
- Suburban Single Family

Figure 6.27 Future Placetypes





**Figure 6.28** *Midtown Madison Area of Focus*

The Midtown Madison Key Development Area is a prime example of how innovative redevelopment utilizing the character-forward development principles described in the previous pages of this chapter can offer the City a model for future development and redevelopment, not just in Midtown but applied throughout Madison through the adoption of placetypes. The area of Midtown Madison between Sullivan and Hughes, and specifically the area between the intersection of Celtic Drive and the future extension of Garner Avenue, can serve a role connecting two core catalyst zones in the city - historic Madison Station and the vibrant, growing Town Madison. The redevelopment potential envisioned here leverages existing infrastructure to create a scenario that infuses multi-modal connectivity, a mix of housing types, and commercial redevelopment opportunities to re-invigorate an ageing Madison Boulevard.





## CASE STUDY: MIDTOWN MADISON

Historic Madison Station, with its quaint downtown atmosphere, presents untapped potential. Its urban form is characterized by a one-sided street lined with mostly single-story buildings; the presence of the rail line further restricts development on the north side of Main Street. While the single-story nature of downtown is consistent with the current historic district guidelines and fosters an intimate and approachable street front, it also limits Madison Station's potential for thoughtful integration of upper-story residential development.

While Madison Station currently boasts a modest mix of retail and restaurants, there are no residential uses woven into the commercial district. Madison's historic neighborhoods lie to the north, and new multi-family development is located in close proximity to the south; however, the orientation and infrastructure connectivity has so far limited some of the vibrancy and activity that more dynamic downtown environments enjoy. The City has invested over eight million dollars in recent years to improve the roads and add sidewalks, decorative lighting, and additional parking to serve Madison Station. The development of Home Place Park has added community gathering space and a performance pavilion to the amenities in historic downtown Madison. The alleyway connecting Main and Garner Street serves as yet another location for community events and activities, and the recent Short Street improvements provide an opportunity to further improve connectivity between the heart of Madison Station and Home Place Park. Garner Street and its parallel multi-use path, once completed to Madison Boulevard, will also serve to reinforce connection between the old and new.



*Figure 6.29 An aerial view of Madison Station*



## CASE STUDY: MIDTOWN MADISON



*Figure 6.30 Examples of existing conditions along Madison Boulevard*

Madison Boulevard presents a significant challenge for the Midtown Madison KDA. As a vital gateway and one of two primary transportation corridors to and through Madison, it is home to decades of monotonous, suburban-scaled commercial development patterns, resulting in an outdated auto-oriented environment lacking in both originality and vibrancy. Its design aesthetic is in stark contrast to Madison Station, defined by buildings recessed from the street, vast expanses of underutilized parking, and a stark absence of landscaping and pedestrian connectivity. This corridor, laden with outdated and oversized signage, lacks the street wall frontage or appeal that would otherwise engage passersby and create a sense of arrival.

High vehicle speeds and wide lanes along Madison Boulevard clearly prioritize traffic over pedestrians, creating an environment unfit for multimodal movement. The lack of continuous pedestrian facilities and infrequent, signalized crossings exacerbates this disconnect, stranding historic Madison Station from Town Madison and creating an unattractive and unsafe physical barrier. Sullivan Street offers a multi-use path for cyclist and pedestrian use, providing refuge from high traffic volumes along this corridor. The path ends before connecting to Madison Boulevard, and navigating the Interstate 565 interchange would prove difficult without significant intervention. Due to these constraints, safe passage for bikes and pedestrians may be better served by connecting Madison Station with Town Madison via the future extension of Garner Avenue, where the City proposes to install a traffic signal and have a multi-use path extend from Town Madison via Lime Quarry to the new Garner Avenue intersection.





## CASE STUDY: MIDTOWN MADISON

### Midtown Madison 2045

The Midtown Madison KDA stands poised for transformation. This case study explores how implementation measures reflecting the nine development character principles introduced earlier in this chapter, and through the application of Madison-specific placetypes to guide land use, can reshape Midtown into a vibrant, pedestrian-friendly hub of mixed-use redevelopment in support of plan goals and the community vision embodied in *Madison on Track 2045*.

Adopting the CMU and NMU placetype characteristics to guide the future character of development and redevelopment along Madison Boulevard and in the downtown area:

- Sidewalks would be required along streets. Expanded pedestrian refuge could be explored on corners and in the median, pursuant to ALDOT requirements, creating a safe crossing from the north side of Madison, ultimately connecting to Town Madison's center.
- Building walls would be pulled closer to the right-of-way and adjacent to pedestrian facilities.
- Alternative street design, such as Woonerf<sup>1</sup>, could be implemented to promote traffic calming within the commercial and neighborhood mixed use development.
- Parking would be moved behind the buildings and screened from adjacent properties with appropriate landscaping.
- Mixed residential development would expand behind the higher-intensity commercial mixed-use along Madison Boulevard, creating a seamless transition toward the newly constructed Journey Middle School.
- Neighborhood-scale service and retail uses would be integrated within this mixed-residential environment, offering amenities for residents to walk and bike to easily.
- An extension of Garner Avenue, alongside improvements at the new Garner Avenue/Lime Quarry Road intersection will provide a safe connection from the multi-use Singing River Trail in Town Madison to the downtown area.
- Enhanced multi-modal facilities along Garner Avenue and throughout the development and redevelopment envisioned would create a safe and welcoming entrance to Madison Station from the south, highlighting Home Place Park and connecting more established mixed-use residential development.

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1. A woonerf is a Dutch concept for a shared street where pedestrians, cyclists, and vehicles coexist without traditional traffic controls like curbs or signals, prioritizing safety and social interaction. Designed to slow down cars and enhance livability, woonerven (plural) create a more community-friendly urban environment.









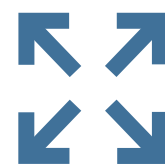
## CASE STUDY: MIDTOWN MADISON



*Figure 6.33 Aerial view of concept neighborhood mixed use and mixed residential development north of Madison Boulevard*



## CHAPTER 7: EXPANDING POTENTIAL THROUGH FISCAL RESILIENCE



The fiscal impacts of development must be examined as part of any comprehensive planning process, to understand how future development directly impacts a city's bottom line. Where and how development occurs matters in terms of its net fiscal impact, meaning the difference between the tax revenues generated by development and the cost of providing infrastructure and public services to that development. There is a vital connection between land use and the cost of government services, and whether a community benefits from future development as a result of positive net fiscal impact can depend significantly on the development patterns resulting from policy decisions on land use and service delivery made by the local government.

Understanding the fiscal impacts related to the preferred growth scenario selected for Madison's future is critical to understanding the policy shifts and land use decisions that will be necessary to maintain economic vitality. The moderate growth scenario described in Chapter 5 of this plan was analyzed for its potential fiscal impact on Madison's service and facility demands, assuming the current level of service is maintained. The analysis confirmed revenues generated by the future development anticipated are sufficient to cover the resulting costs from that development at the current level of service. The following pages are intended to be used to help guide policy decisions and prioritize shifts regarding levels of service and revenue enhancements discussed in greater detail in Chapter 10 of this plan.<sup>1</sup>

1. This fiscal impact analysis should not be viewed as a budget-forecasting document or a definitive roadmap depicting a future course of action. The analysis looks at revenues and expenditures separately and does not project expenditures based on revenues available—unlike the annual budget process where a budget is balanced with the resources available.

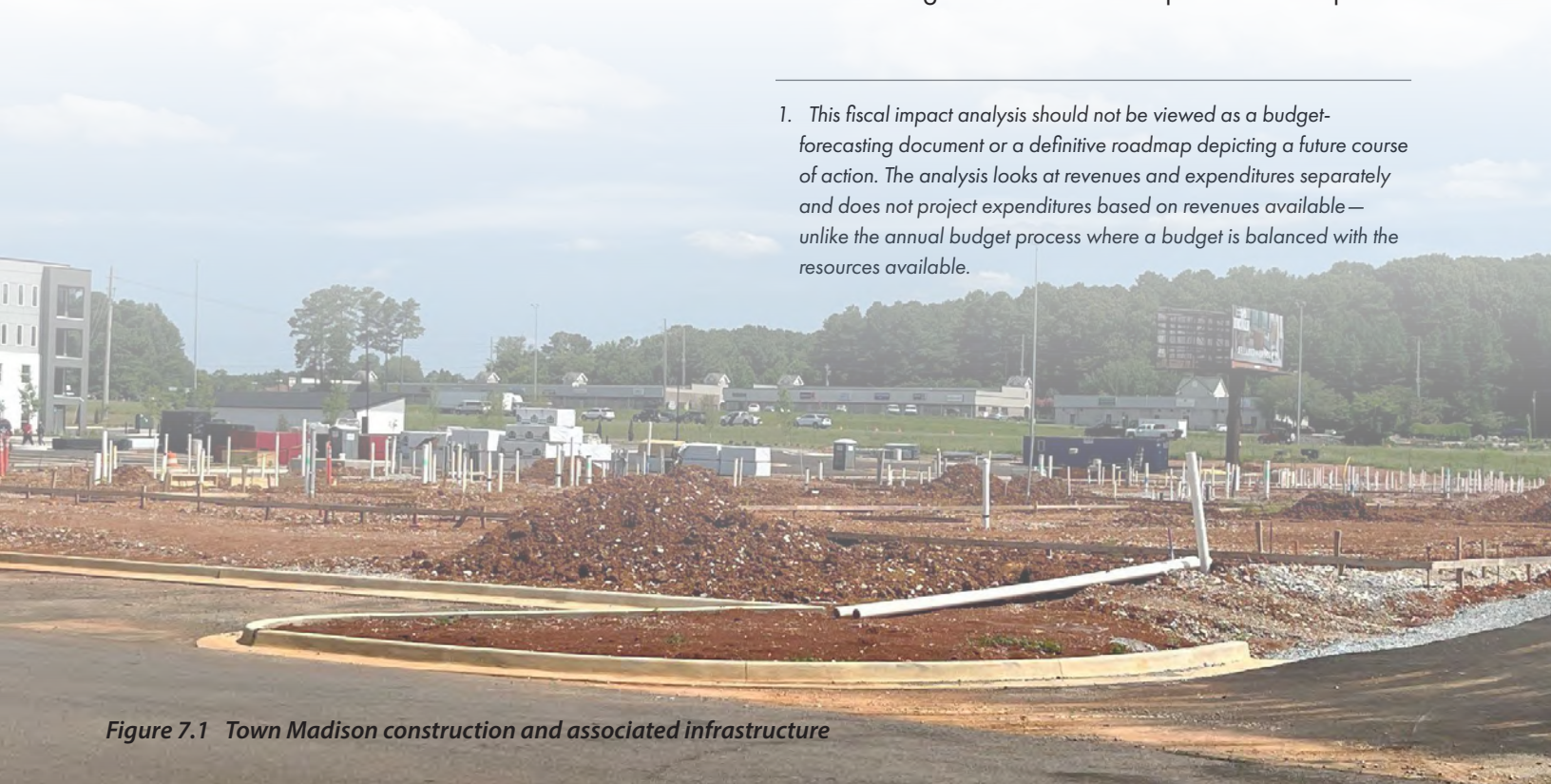


Figure 7.1 Town Madison construction and associated infrastructure



## PREFERRED GROWTH SCENARIO

The Preferred Growth scenario was derived by projecting historic growth trends in population, households, and employment through 2045 using low (1%), medium (2%), and high (3%) growth rate scenarios. These hypothetical scenarios were discussed with community members during outreach conducted in July of 2022, to gauge development and land use preferences in both intensity and location. The project team used input provided by the Madison community to “ground truth” the desired land use scenario. As discussed in Chapter 5, existing conditions and development patterns were assessed alongside current entitlements and land use regulation, balancing available land capacity within the city with the potential population growth anticipated. The result is a realistic growth scenario that represents a lower moderate growth rate for Madison, averaging just over 1.1% annually through 2045. It is anticipated that in this timeframe, the average annual growth will fluctuate, with Madison growing faster at times and slower during others.

**Table 7.1 Summary of Preferred Growth Scenario**

		Total
<b>Residential</b>		
Population		15,680
<b>Unit Type</b>		
Single Family		4,742
Multi-family		3,150
Total		7,892
<b>Non-residential</b>		
Jobs		11,828
<b>Sector</b>	<b>Sq. Ft./Employee</b>	<b>Total Sq. Ft.</b>
Retail	471	1,390,797
Office	307	1,032,936
Industrial	637	771,777
Institutional	350	905,650
Other	653	190,359
Total		4,291,519

Source: City of Madison and Orion Planning + Design

Employment converted to square footage using ITE employment multipliers

Table represents growth anticipated from 2021 forward



## ASSUMPTIONS AND METHODOLOGY

A fiscal impact analysis determines whether revenues generated by new growth are sufficient to cover the resulting costs for service and facility demands placed on the City. It is based on cost and revenue assumptions that reflect a community's current level of service. The fiscal impacts of the development scenario were analyzed based on current citywide levels of service and additional known infrastructure or service needs of the city. The analysis looked at a timeline of 25 years, through 2045, to align long-term trends with the comprehensive plan horizon.<sup>2</sup>

Only operating and capital costs to serve new growth anticipated in the moderate growth scenario have been considered and modeled as part of this analysis. Some costs are not expected to be impacted by demographic changes and therefore may be fixed. General items to note when considering the cost impact analysis and what it means for the City of Madison's future:

- Operating costs are generally projected on an average basis with demand factors specific to the service being modeled. Personnel costs are modeled to reflect the fact that some types of positions (e.g., directors) are fixed and would not increase regardless of growth.
- Capital costs are based on TischlerBise's impact fee study conducted in 2021.
- Debt financing is assumed for capital improvements that are projected to serve growth.

### Levels of Service

Growth cost projections are based on the "snapshot approach" in which it is assumed the current level of service, as funded in the City's FY23 budget, will continue through the planning horizon of 2045.

2. The fiscal impact analysis incorporates an average cost approach, and the assumptions outlined are utilized along with the development projections to determine the potential fiscal impact to the City over the plan horizon. Calculations were performed using a customized fiscal impact model designed specifically for this assignment. Fiscal impacts to entities other than the City of Madison, e.g. Madison City School District and Madison Utilities, are not part of this analysis.

## FISCAL IMPACT ANALYSIS

Current demand base data were used to calculate unit costs by service and service level thresholds. Demand base data included existing population, dwelling units, employment by industry type, and jobs. This "snapshot" does not speculate about how levels of service, costs, revenues, and other factors will change over the next 22 years, but instead evaluates the fiscal impact to Madison as the City currently conducts business under the present budget.

Revenue projections assume that the current revenue structure and tax rates, as defined by the FY23 budget, will not change during the planning period. City property tax was modeled based on the cumulative assessed (taxable) value of projected residential growth, and sales tax was projected based on an analysis of retail demand that apportions a share of that demand on households (virtual sales) versus "brick and mortar" retail space.

### Inflation Rate

The rate of inflation was assumed to be zero throughout the planning period, and cost and revenue projections were assessed in constant 2023 dollars. This assumption was made in accordance with current budget data and avoided the difficulty of forecasting as well as interpreting results expressed in inflated dollars. Including inflation in a fiscal impact analysis of future development is complicated and unpredictable. This is especially the case given that some costs, such as employee salaries, increase at different rates than other operating and capital costs such as contractual and building construction costs. These costs, in turn, almost always increase in variation to the appreciation of real estate. Using constant 2023 dollars reinforces the snapshot approach and avoids potential conflation or inaccuracy.



## Cumulative Net Surplus/Deficit - Combined Funds

### City of Madison Preferred Growth Scenario

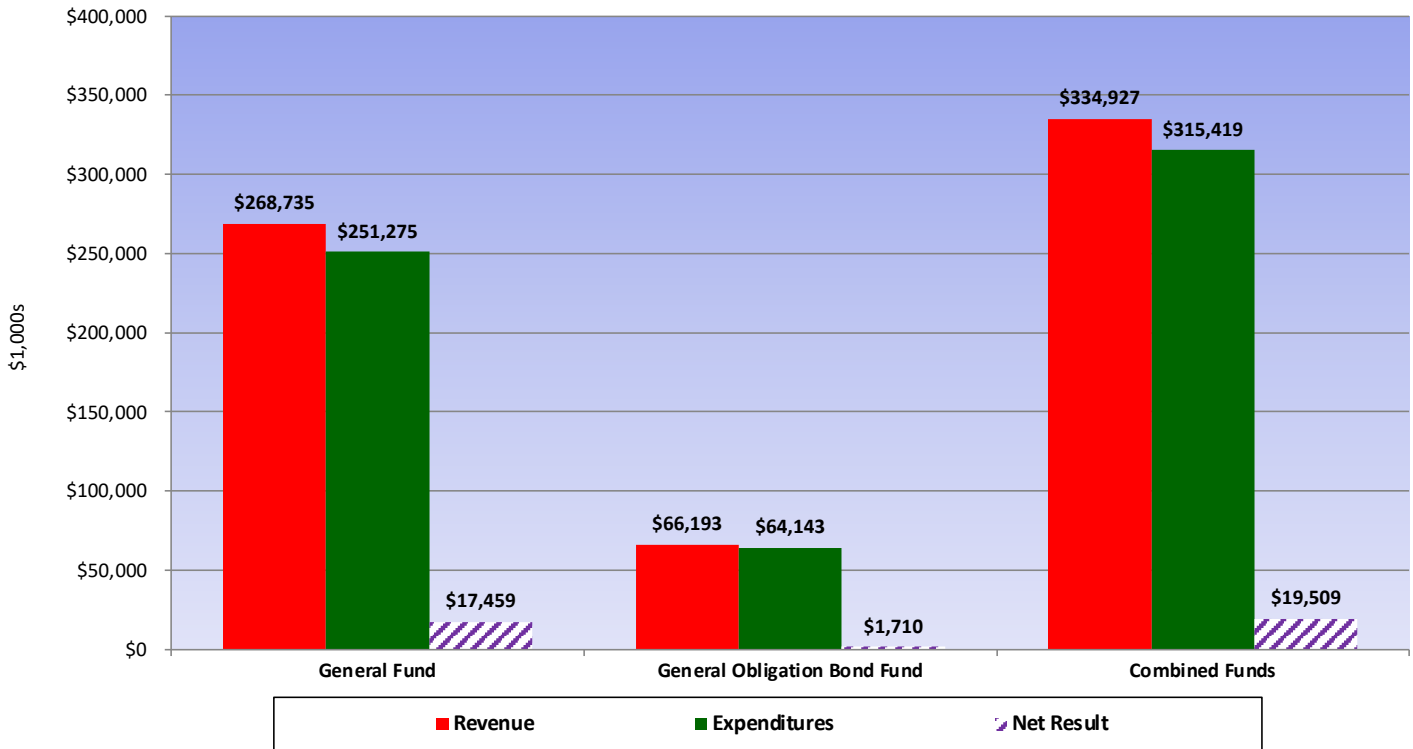


Figure 7.2 Cumulative Net Fiscal Impact Results: Combined Funds

## SUMMARY OF FISCAL IMPACT

### Combined Funds

The fiscal impact analysis conducted for the City of Madison as part of the *Madison on Track 2045* comprehensive plan confirmed the preferred moderate growth scenario determined through the planning process is fiscally positive to the City. The analysis factors in all variable revenues generated by future growth and development in the city, and all operating and capital costs attributable to future development are included in the analysis. Comparing available resources to projected costs reveals sufficient revenues to cover the projected expenditures.<sup>3</sup> The 20-year cumulative net fiscal impact of the moderate growth scenario projected is a \$19.5 million cumulative surplus, with an average annual net surplus of \$975,000.

3. Operating and capital costs are projected separately to identify specific capital costs attributed to the development.



The annual fiscal results of the analysis are shown in Figure 7.3. Net surpluses are generated in each year of the 22-year planning period.

### Annual Net Fiscal Impact - Combined Funds (Non-Cumulative) City of Madison Preferred Growth Scenario

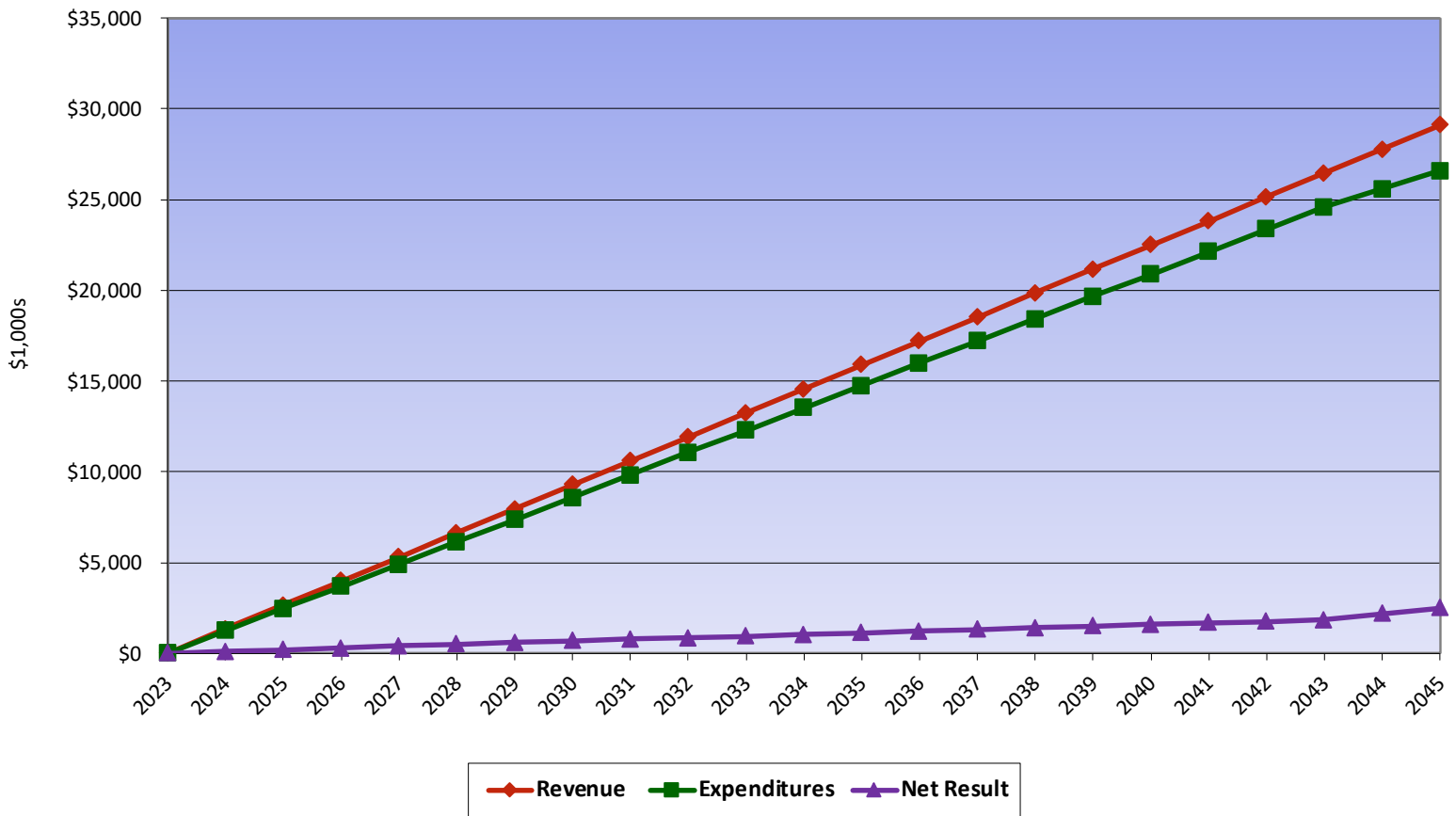


Figure 7.3 Annual Net Fiscal Impact Results (x \$1,000): Combined Funds



## KEY FINDINGS

The fiscal impact analysis confirms the cost of providing services to future development in the preferred growth scenario in the city of Madison can be covered by the taxable revenues anticipated. While this is good news fiscally for the community, it does not negate that additional service delivery and infrastructure may be needed to accommodate growth beyond the preferred scenario. If level of service improvements are needed or warranted to accommodate future growth, this may also impact the overall fiscal picture. Key takeaways from the analysis highlight:

- Annual net surpluses are generated in each year of the 22-year analysis period. However, the average annual net surplus approximates 1.6% of total General Fund and General Obligation Bond Fund revenue in FY23.
- The primary reasons for the surpluses are:
  - The taxable value of new development is generally higher than the values of the existing development base.
  - Sales tax revenue that was once lost to online sales is now captured by the City.
- In addition to the fiscal impacts, the Preferred Growth Scenario will also have positive economic impact on the City and region. To the extent the City can capture the construction phase, indirect (spin-off), and induced economic activity, it will only improve the City's fiscal position.
- The analysis' projection of future sales tax revenue is quite conservative and based on citywide median statistics for disposable income and spending patterns. One reason for conservatism is the fact that no one has a clear picture to what extent online sales will continue to gain ground on "bricks and mortar" retail sales.
- This fiscal impact analysis is not the same as a municipal budget. The City will need to continue to develop a service plan, budget for those services, and identify necessary capital improvements based on revenue available.
- Lastly, it is important to acknowledge that fiscal issues are only one concern. Environmental, housing affordability, jobs/housing balance, traffic, and other issues must also be taken into consideration when making final assessments on what is best for the city.



## CHAPTER 8: CONNECTING PLACE: MADISON'S MOBILITY NETWORK



Figure 8.1 New development in Town Madison.

Land use planning and transportation planning are closely interconnected and influence each other in terms of location and density of residential and commercial development, accessibility and connectivity of different areas of the city, vehicle trip generation and choices between different travel modes, parking demands, and general livability and quality of life impacts. The importance of establishing a complete transportation network within the city of Madison will increase even more as the city continues to grow and evolve. A well-connected multimodal mobility network not only enhances convenience and accessibility, but also provides numerous social, economic, and environmental benefits that contribute to the overall well-being of the community. The following mobility recommendations reflect community desires to prioritize the development of an integrated transportation system that seamlessly connects various modes of travel, such as walking, biking, and vehicles.

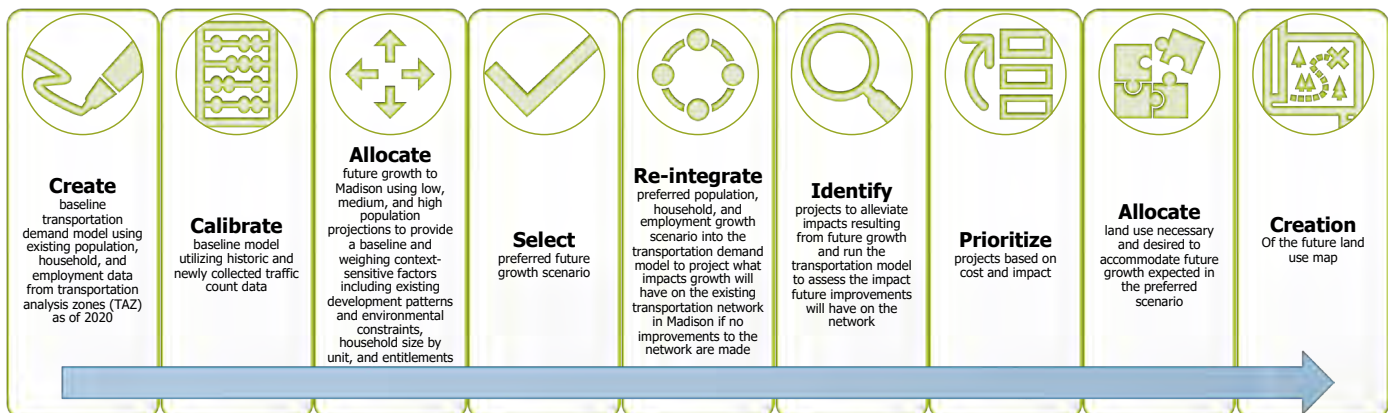


Figure 8.2 Traffic Demand Modeling Process



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## ROADWAY TRAVEL DEMAND MODELING

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This comprehensive planning effort coordinated land use planning and transportation planning analysis to ensure that transportation considerations are integrated into the land planning process and vice versa. A travel demand model (TDM) was utilized to conduct this analysis in the process of future land use planning by means of the following methodology.

### **1. Data Collection**

Relevant data were gathered, including current land use patterns, transportation infrastructure data (such as road networks and conducting new traffic counts), demographic information, and employment data.

### **2. Travel Demand Model Development**

The Huntsville Area Metropolitan Planning Organization (MPO) TDM was updated to reflect current roadway configurations and recent residential and commercial development impacts. The TDM simulates travel behavior based on inputs such as land use, transportation infrastructure, socioeconomic factors, and trip generation data. The unit of analysis is the Traffic Analysis Zone (TAZ), a distinct geographic area that shares similar land use characteristics, transportation infrastructure, and travel patterns.

### **3. Model Calibration**

The TDM was calibrated using updated traffic counts to ensure that it accurately represents observed travel patterns. Validation involves comparing model outputs with real-world data to assess its accuracy. Figure 8.3 on the next page shows the result of the calibration model, indicating traffic Level of Service (LOS) for current-day conditions. LOS is a measure used to assess the quality of traffic flow on a roadway, providing an indication of the level of congestion and the ease of travel experienced by motorists. It ranges from LOS A, free flow conditions, to LOS F, significant congestion. The travel demand modeling conducted for the scenario found that many of the streets and roads serving the city continue to operate at an acceptable level of service; however, some streets and segments were identified as underperforming



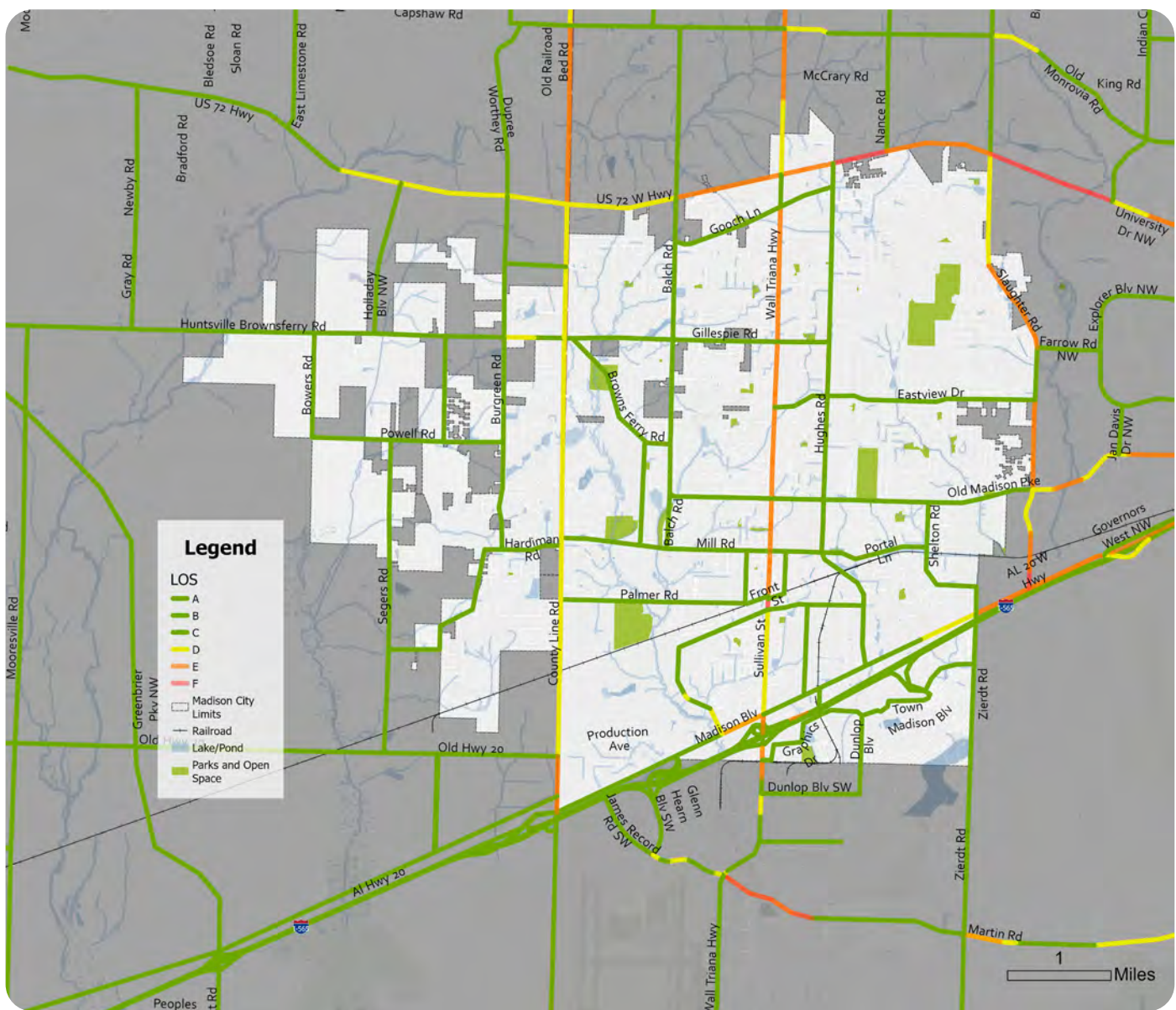


Figure 8.3 Existing Traffic Level of Service



their LOS and may require widening. The model also identified deficiencies in street and road segments that lie outside the City's jurisdiction. While a functional and efficient road network requires an integrated approach to maintenance and improvements, this plan recognizes the City of Madison has no authority over what happens beyond its borders. Based on the results of the analysis, transportation infrastructure projects were identified to alleviate the traffic impacts of future development. Figure 8.5 and Tables 8.1 and 8.2 represent the modeled impact of these roadway capacity projects on predicted LOS. The proposed projects fall in the categories of street capacity, and new street connections.

#### 4. Future Land Development Scenario Analysis

A medium-growth land-use scenario for the plan horizon year of 2045 was selected for analysis based on demographic and fiscal analysis, and Advisory Committee and stakeholder input guidance. The scenario was integrated into the travel demand model by modifying land use inputs such as changing land use designations and densities. The travel demand model was run for the scenario to estimate the resulting changes in travel demand, including changes in traffic volumes, trip lengths, and travel times. The model results are illustrated in Figure 8.4, indicating the impact of future land development on the transportation system in terms of level of service. Only the street capacity and connectivity projects recently completed or under construction were included in the model analysis, including Hughes Road widening from Old Madison Pike to Eastview Road, additional I-565 ramps at Town Madison Boulevard, Westchester Drive extension, and Sullivan Street widening from Madison Boulevard to Shorter Street. This model run is referred to as the No Build Scenario because it does not assume any other improvements to the transportation network.

## SELECTION AND PRIORITIZATION PROCESS

- **Modeled Impact:** The TDM was utilized to determine the traffic LOS impacts of multiple street improvement projects taking into account future land development and redevelopment growth in the city.
- **Previous Plans:** Project recommendations from previously conducted plans were considered, including the Huntsville Area MPO Long Range Transportation Plan (2021) and the Madison Transportation Master Plan (2018), with priority given to fiscally constrained projects.
- **Assessed Feasibility/Viability:** Project feasibility was evaluated based on factors such as right-of-way (ROW) availability, impacts to existing neighborhoods and sensitive environmental areas, and other factors. For example, implications on the Historic District create difficulties in implementing a railroad overpass. However, with select street connections and capacity projects, railroad-related congestion can still be addressed.
- **Connectivity:** New street connection projects were proposed in undeveloped areas to provide a better connected street system and to facilitate orderly land development.
- **Public Engagement:** Input and feedback gathered through the public and stakeholder engagement process factored into project identification and prioritization.
- **The priority describes the importance of a particular project,** with one being the most critical to implement and three being less critical or dependent on a higher priority before starting. Projects located outside of Madison's jurisdictional limits are included due to their influence on the city's transportation network.



Figure 8.4 2045 LOS - No Build

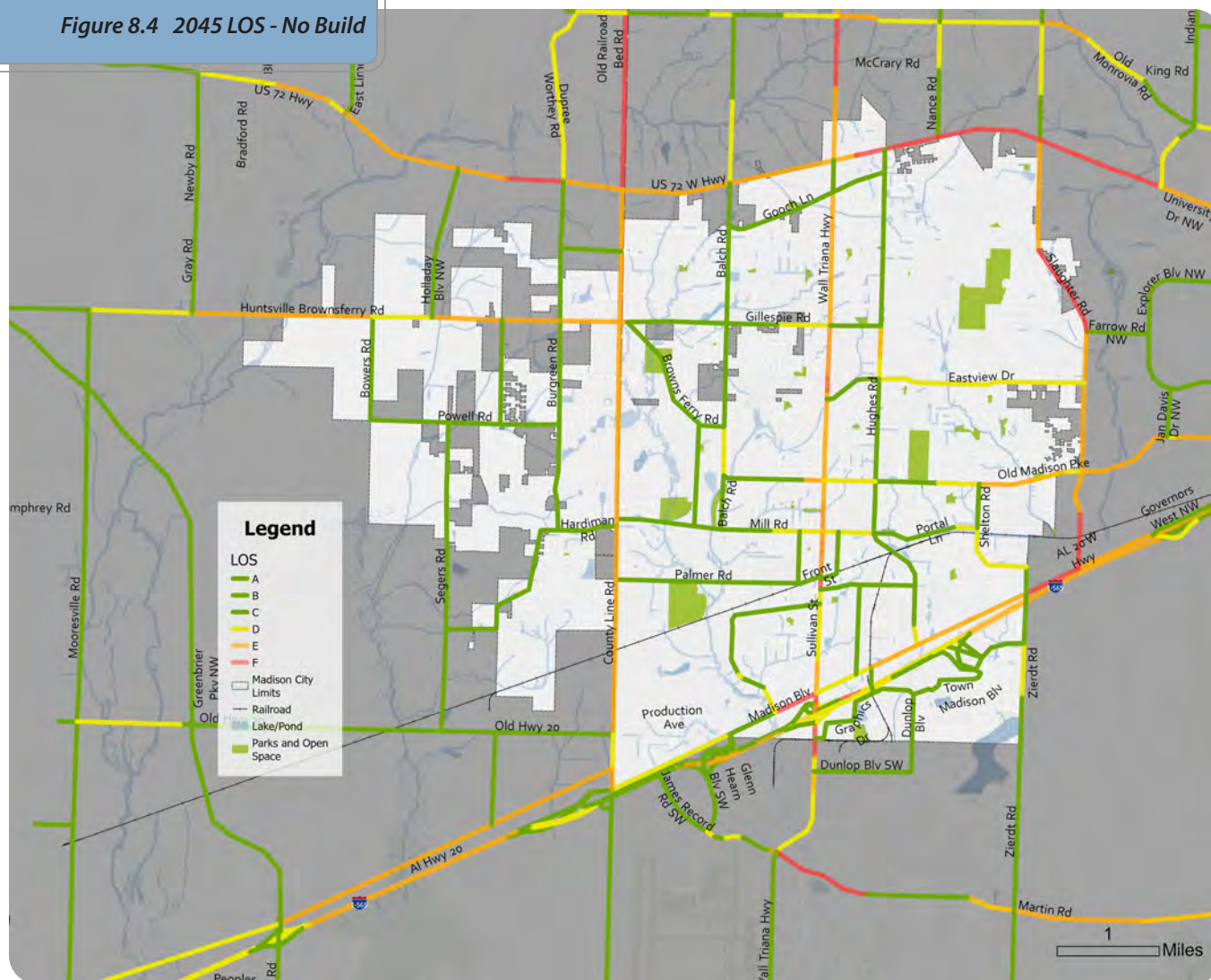


Table 8.1 Recommended Street Projects Within Madison

#	Project Type	Location	Description	Jurisdiction	Priority
S1	New Street Connection	New Road from Hardiman Rd to Segers Rd	New 2-lane street (under construction); potential for widening in the future	Madison	1
C1	Street Capacity	Wall Triana Hwy/Sullivan St from Mill Rd to Gooch Ln	Widen from 2-lane to 3-lane	Madison	2
S2	New Street Connection	Royal Dr extension from County Line Rd to Westchester Dr	New 2-lane street segment from Westchester to Jetplex; new 4-lane street segment from Jetplex to County Line	Madison	2
S3	New Street Connection	Henderson Lane extension from Huntsville-Browns Ferry Rd to Hwy 72	New 3-lane street	Shared	2
S4	New Street Connection	Garner Ave extension from Madison Blvd to Life Way	New 3-lane street	Madison	1
C3	Street Capacity	Slaughter Rd from Old Madison Pike to Hwy 72	Widen from 2-lane to 3-lane	Shared	3
C4	Street Capacity	Huntsville -Browns Ferry Rd from County Line Rd to Greenbrier Pkwy	Widen from 2-lane to 4-lane	Shared	3
C9*	Street Capacity	Old Madison Pike from Hughes Rd to Slaughter Rd	Widen from 3-lane to 4-lane	Madison	1
S5*	New Street Connection	Extension of Zierdt Rd from Madison Blvd to Wesley Lane and Old Madison Pike	New 2-lane street	Madison	3

\* Street Project not reflected in the LOS buildout model



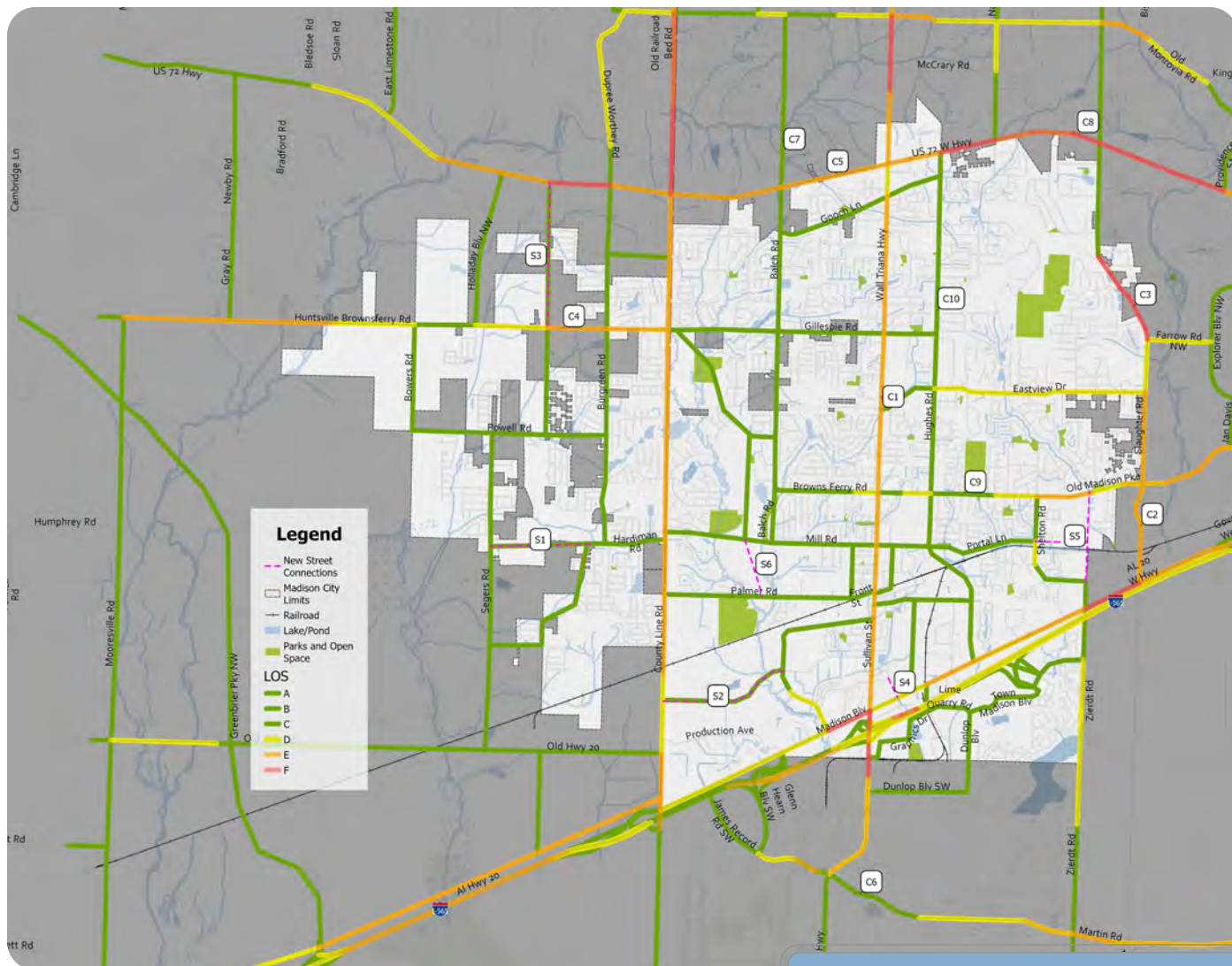


Figure 8.5 2045 LOS - Project Build

Table 8.1 Recommended Street Projects Within Madison (cont.)

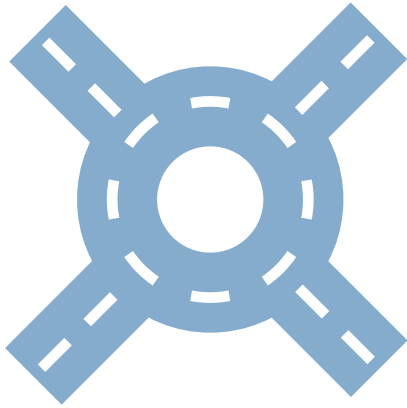
#	Project Type	Location	Description	Jurisdiction	Priority
C10*	Street Capacity	Hughes Rd from Eastview Dr to Hwy 72	Widen from 3-lane to 5-lane	Madison	2
S6*	New Street Connection	Extend Mose Chapel to Palmer Rd	New 2-lane street	Madison	3

Table 8.2 Recommended Street Projects Outside of Madison

#	Project Type	Location	Description	Jurisdiction	Priority
C2	Street Capacity	Slaughter Rd from Madison Blvd to Old Madison Pike	Widen from 2-lane to 4-lane	Outside	2
C5	Street Capacity	Hwy 72 from Providence Main St to County Line Rd	Widen from 4-lane to 6-lane	Outside	3
C6	Street Capacity	James Record Rd SW from Laracy Dr SW to Old Jim Williams Rd	Widen from 2-lane to 4-lane	Outside	3
C7	Street Capacity	Balch Rd from Capshaw Rd to Hwy 72	Widen from 2-lane to 4-lane	Outside	3
C8	Street Capacity	Jeff Rd from Mt Zion Rd/Blake Bottom Rd to Hwy 72	Widen from 2-lane to 4-lane	Outside	3
C9*	Street Capacity	Old Madison Pike from Hughes Rd to Slaughter Rd	Widen from 3-lane to 4-lane	Outside	2

\* Street Project not reflected in the LOS buildout model





## INTERSECTION IMPROVEMENTS

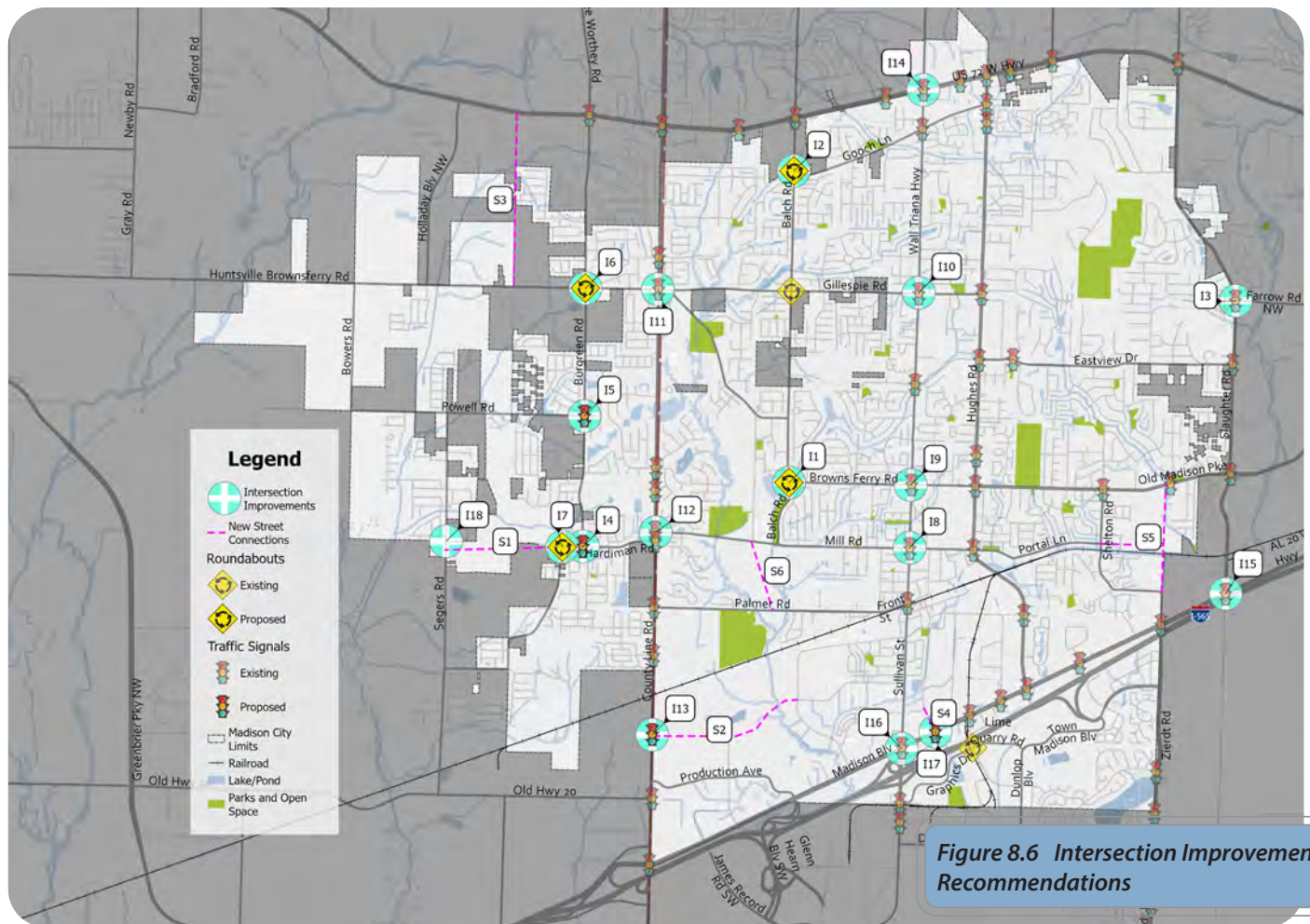
Congestion in a transportation network is typically focused on intersections due to delays caused by the convergence of conflicting traffic streams. While most of the streets in Madison have sufficient capacity and are at an acceptable LOS, many of the intersections are congested during peak hours. Intersections can also be problematic for pedestrians and bicyclists who may face large distances to cross and traffic approaching from multiple directions. Table 8.3 lists different intersection improvement options, along with their potential positive and negative fiscal and user experience impacts.

Intersection improvement recommendations are highlighted in Figure 8.6 and Tables 8.4 and 8.5. The listings and prioritizations are developed from prior transportation planning efforts, more recent intersection traffic studies performed by City engineering staff, and guidance from the TDM update conducted as part of this comprehensive planning project.

**Table 8.3 Intersection Improvement Options**

<i>Improvement Type</i>	<i>Advantages</i>	<i>Disadvantages</i>
New traffic signal	<ul style="list-style-type: none"> <li>• Often less costly than physical improvements, especially if no ROW is required</li> <li>• Provide safer pedestrian/bike crossing if replacing a 2-way stop</li> </ul>	<ul style="list-style-type: none"> <li>• Can reduce traffic flow efficiency on primary street</li> </ul>
Optimizing traffic signal timing, including corridor signal coordination	<ul style="list-style-type: none"> <li>• Increased traffic flow efficiency</li> <li>• Not dependent on ROW acquisition</li> </ul>	<ul style="list-style-type: none"> <li>• Timing coordination must be maintained and adjusted to remain effective</li> </ul>
Adding turn lanes and turn lane signalization	<ul style="list-style-type: none"> <li>• Relatively fast implementation compared to street widening projects</li> <li>• Can address specific directional flow backup issues</li> </ul>	<ul style="list-style-type: none"> <li>• Often dependent on ROW acquisition</li> <li>• Can erode pedestrian safety by increasing crossing distances and creating more conflicts with turning vehicles</li> </ul>
Constructing roundabouts	<ul style="list-style-type: none"> <li>• Steady and safer flow for all modes of travel</li> <li>• Traffic calming</li> </ul>	<ul style="list-style-type: none"> <li>• Greater ROW requirements</li> <li>• Can be costly</li> </ul>
Adding new street connections	<ul style="list-style-type: none"> <li>• Disperses traffic from existing congested intersections</li> <li>• Creates additional and more direct routes for vehicle and bike/ped travel</li> <li>• Can spur new development</li> </ul>	<ul style="list-style-type: none"> <li>• High construction and ROW acquisition costs</li> </ul>





**Figure 8.6 Intersection Improvement Recommendations**

**Table 8.4 Recommended Intersection Improvements Within Madison**

#	Location	Description	Jurisdiction	Priority
I1	Balch Rd and Browns Ferry Rd	Roundabout	Madison	1
I2	Browns Ferry Rd and Old Madison Pike	Widen OMP Alignment	Madison	1
I3	Slaughter Rd and Farrow Rd NW	Additional turn lanes	Shared	1
I4	Hardiman Rd and Burgreen Rd**	Traffic Signal	Madison	1
I5	Powell Rd and Burgreen Rd**	Traffic Signal	Madison	1
I6	Huntsville-Browns Ferry Rd and Burgreen Rd	Roundabout	Shared	2
I7	Hardiman Rd and Madison Branch Blvd*	Roundabout	Shared	1
I8	Balch Rd and Gooch Lane	Roundabout	Shared	2
I9	Sullivan St and Mill Rd	Additional turn lanes	Madison	2
I10	Wall Triana Hwy/Sullivan St and Browns Ferry Rd	Additional turn lane	Madison	1
I11	Wall Triana Hwy and Gillespie Rd	Roundabout	Madison	2
I12	Huntsville-Browns Ferry Rd and County Line Rd	Additional turn lane	Madison	2
I13	County Line Rd and Mill Rd	Additional turn lane	Madison	2
I14	County Line Rd and Royal Dr extension**	Traffic Signal	Shared	2
I15	Wall Triana Hwy and Hwy 72	Additional turn lanes	Shared	2
I16	Madison Blvd and Sullivan St	Additional turn lanes	Madison	3
I17	Madison Blvd and Garner Extension**	Traffic Signal	Madison	2
I18	Segers Rd at Maecille	SB and NB turn lanes on Segers and WB turn lane on Maecille to support new elementary school traffic	Madison	2

\* Project now complete but was not part of the model run.

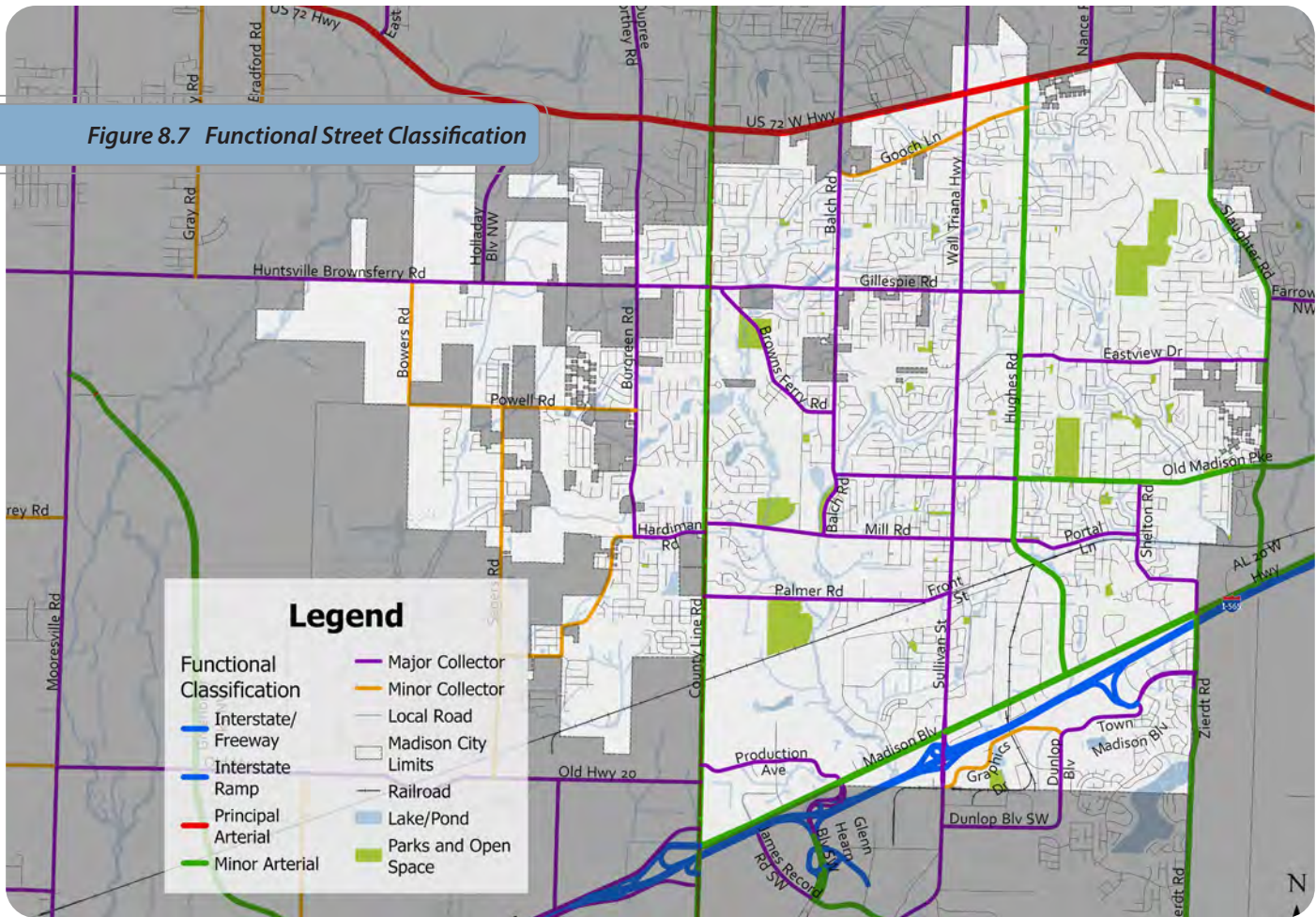
\*\* Recommended traffic signals to be accompanied by appropriate pedestrian crossings

**Table 8.5 Recommended Intersection Improvements Outside of Madison**

#	Location	Description	Jurisdiction	Priority
I15	Madison Blvd and Slaughter Rd	Additional turn lanes	Outside	3



**Figure 8.7 Functional Street Classification**



## STREET CLASSIFICATION

The street functional classification system is a framework used by transportation planners and engineers to categorize and define different types of roadways or streets based on their intended function and purpose within a transportation network. This system helps in designing, managing, and prioritizing road infrastructure by considering factors such as traffic volume, speed, land use, pedestrian and bicycle facilities, and access requirements. The general hierarchy typically includes the following categories:

- **Interstates or Expressways:** These are high-speed, access-controlled roadways designed for efficient long-distance travel and high-capacity traffic movement.
- **Arterial Roads:** Arterial roads serve as major routes for both local and regional traffic. They are designed to handle high traffic volumes and may have controlled intersections with traffic signals or roundabouts at key points.
- **Collector Roads:** Collector roads are intermediate streets that collect traffic from local streets and funnel it onto arterial roads. They provide access to residential areas, commercial centers, and other destinations.
- **Local Streets:** Local streets are the most common street type and primarily serve as access roads to businesses, residences, and other individual properties. They have lower traffic volumes and speed limits, often with on-street parking.

Figure 8.7 represents the most current street classification network for the city of Madison (and greater Huntsville area), including updates recommended as a result of the comprehensive planning process. This was approved by ALDOT and the MPO in Spring 2024.





## STREET SECTIONS

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Complete streets are an important concept in urban planning and transportation design that prioritize the safety, accessibility, and mobility of users of all ages and abilities. The idea behind complete streets is to create mobility corridors that are designed and operated to enable safe and comfortable travel for all users, regardless of their mode of transportation, including walking, biking, public transit, and driving.

Tables 8.6 through 8.9 and corresponding road sections (Figures 8.8 through 8.11) prescribe complete street designs for all new roadways, street retrofits, and new subdivision and site plan development. In situations such as retrofitting or expanding existing streets, environmental, existing utilities, or ROW limitations may preclude full implementation, or may require a phased implementation approach. In order to ensure uniformity in the design and implementation process, engineering street standards and the City's Subdivision Regulations should be modified to be consistent with these new complete road sections. While these street sections generally align with the functional road classifications on the previous page, they are aspirational in identifying elements of a complete road network and are more nuanced and context-sensitive than the classification system employed by the Department of Transportation.

Features common to all of these street types include:

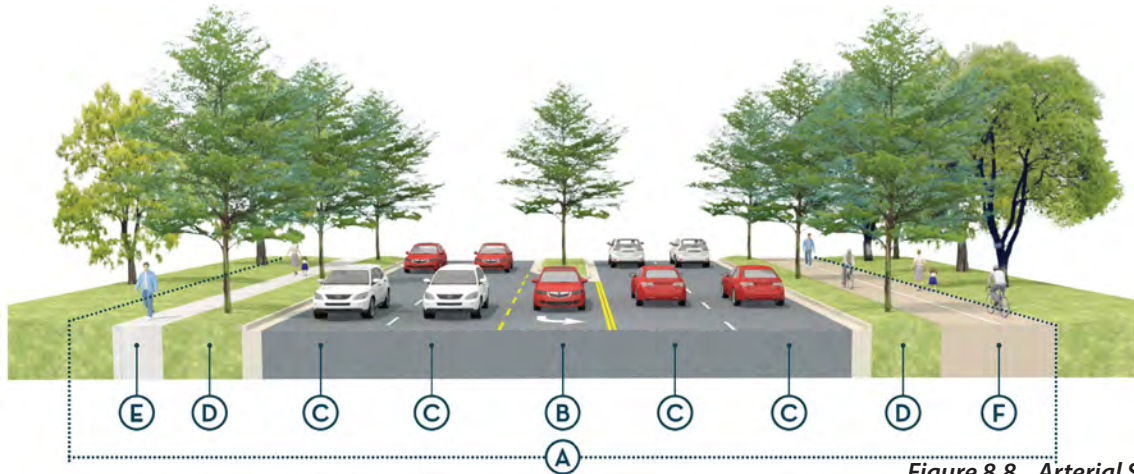
- Narrow travel lanes for traffic calming
- Landscaped medians instead of continuous two-way turn lanes
- Generous landscape verges for large street trees
- Sidewalks on both sides of the street
- Separated bike/ped sidepaths along collector and arterial streets



## ARTERIAL ROAD

**Table 8.6 Arterial Road Requirements**

Component	Description	Dimensions
A	ROW	55 ft - 95 ft
B	Planted Median/Turn Lane	11 ft - 16 ft
C	Travel Lane	11 ft - 12 ft to curb face
D	Verge - Tree Lined	4 ft - 8 ft
E	Sidewalk	6 ft
F	Sidepath	8 ft - 12 ft

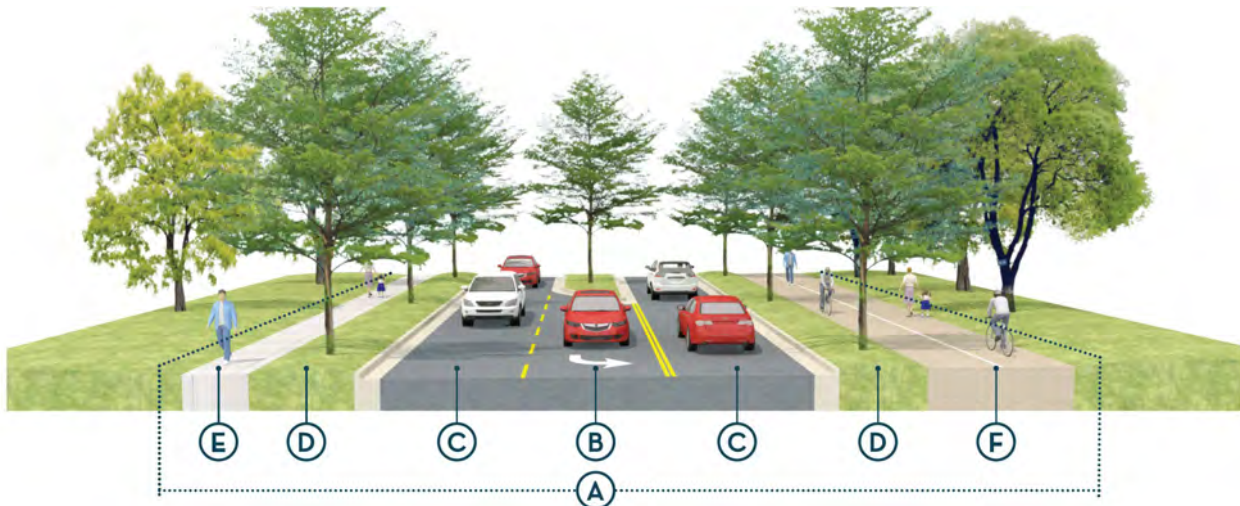


**Figure 8.8 Arterial Street Section**

**Table 8.7 Collector Road Requirements**

Component	Description	Dimensions
A	ROW	55 ft - 75 ft
B	Planted Median/Turn Lane	11 ft - 16 ft
C	Travel Lane	11 ft - 12 ft to curb face
D	Verge - Tree Lined	4 ft - 8 ft
E	Sidewalk	6 ft
F	Sidepath	8 ft - 12 ft

## COLLECTOR ROAD



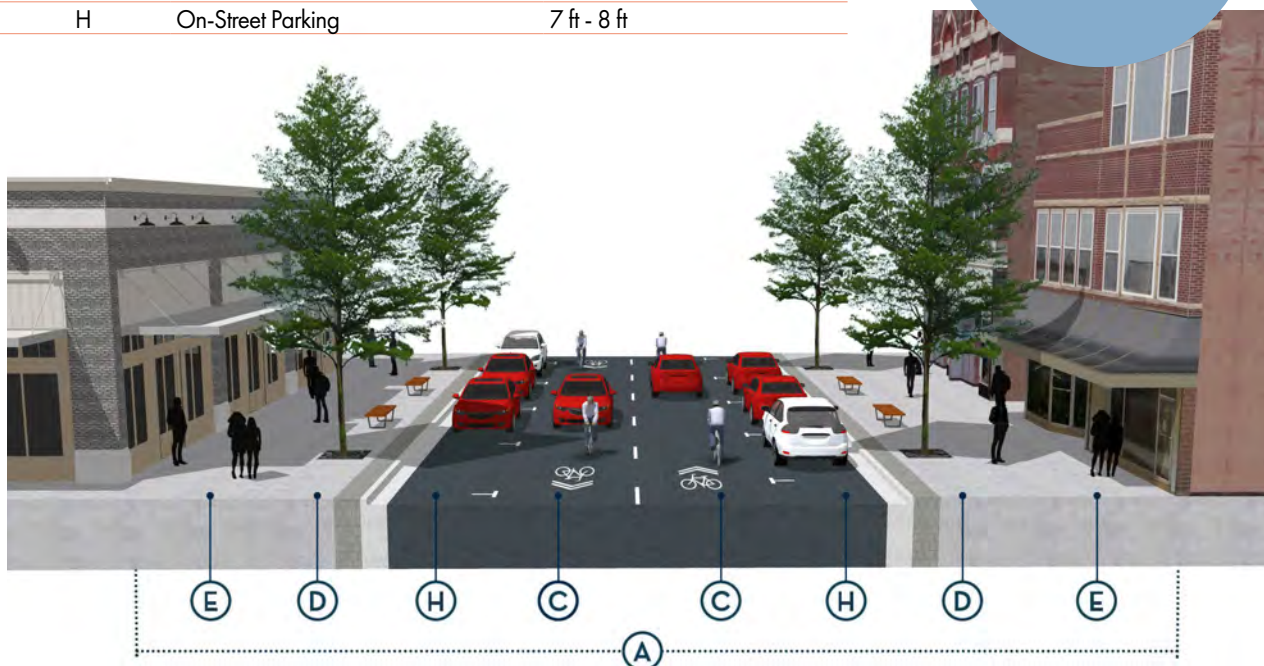
**Figure 8.9 Collector Street Section**



**Table 8.8 Local Commercial Street Requirements**

Component	Description	Dimensions
A	ROW	55 ft - 75 ft
C	Travel Lane	10 ft
D	Furnishing Zone - Tree Lined	4 ft - 8 ft
E	Sidewalk	6 ft - 10 ft
H	On-Street Parking	7 ft - 8 ft

**LOCAL  
COMMERCIAL  
STREET**

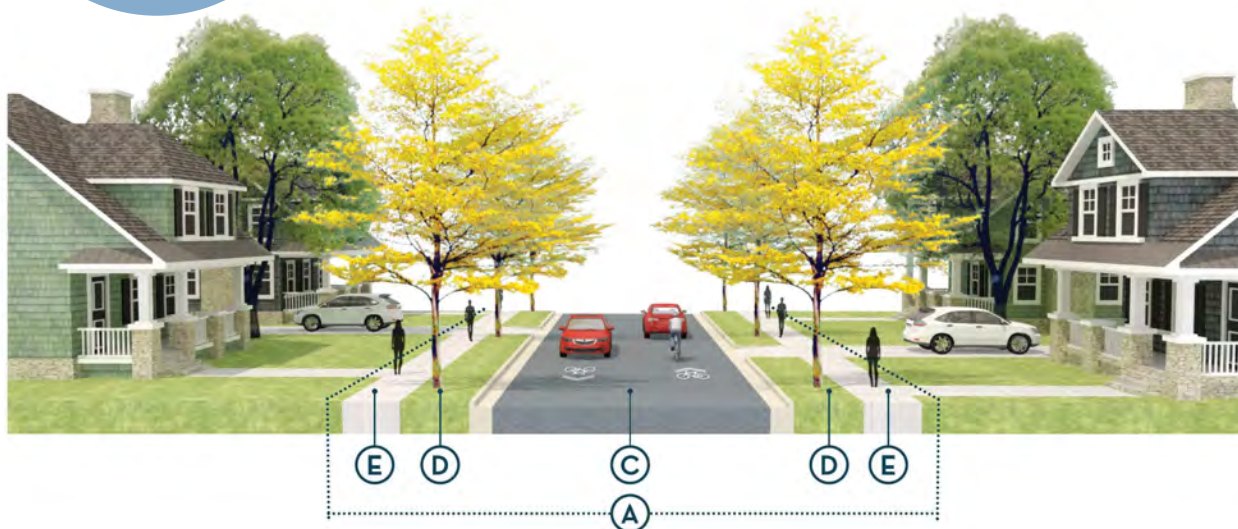


**Figure 8.10 Local Commercial Street Section**

**LOCAL  
RESIDENTIAL  
STREET**

**Table 8.9 Local Residential Street Requirements**

Component	Description	Dimensions
A	ROW	50 ft
C	Travel Way and On-Street Parking	25 ft to curb face
D	Verge - Tree Lined	4 ft - 6 ft
E	Sidewalk	5 ft

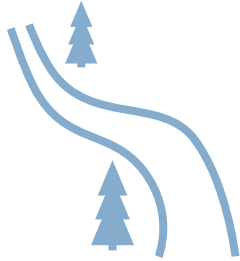


**Figure 8.11 Local Residential Street Section**



## GREENWAYS, SIDEPATHS, SIDEWALKS, AND TRAILS

Pedestrian and bicycle facilities are valuable assets in promoting multimodal transportation and providing recreational opportunities within the city. These infrastructure elements contribute to creating more sustainable, accessible, and livable communities by enabling:



- **Multimodal Transportation:** By offering separate paths away from vehicular traffic, they enhance safety and encourage people to choose active modes of transportation for commuting, running errands, or leisure activities.
- **Connectivity:** They form interconnected networks, linking different neighborhoods, parks, schools, and commercial areas.
- **Recreation and Active Living:** Greenways and sidepaths offer opportunities for recreational activities, such as walking, jogging, cycling, and inline skating.
- **Community Building:** Pedestrian and bicycle facilities serve as gathering places and community assets, fostering a sense of belonging and social cohesion.
- **Tourism and Economic Benefits:** Well-developed greenway systems and sidepaths can attract visitors and boost local economies, especially as the city's network becomes part of the regional Singing River Trail system.



*Figure 8.12 Bradford Creek Greenway*

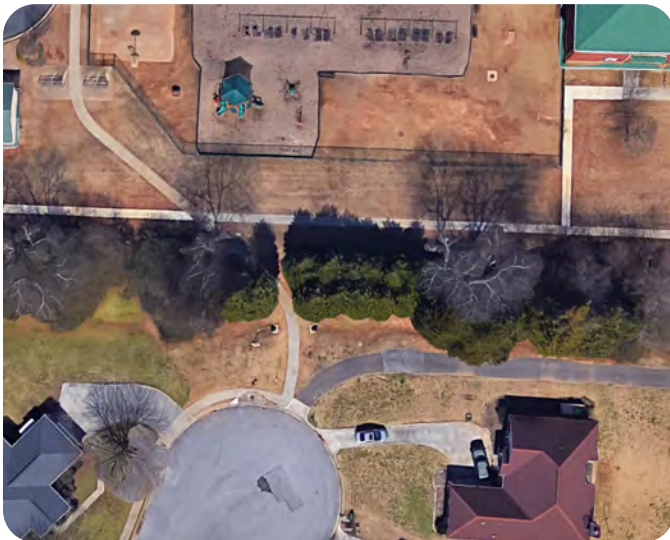


## Greenways and Sidepaths

Greenways are defined as paved multimodal paths at least eight feet in width that often follow creeks or other natural features, while sidepaths are located in street right-of-way, and may be as narrow as six feet. The city of Madison already has a well-developed system of greenways and sidepaths with the Mill Creek Greenway, Bradford Creek Greenway, new Oakland Spring Branch Greenway, and the fairly extensive sidepath system along major street corridors, such as County Line Road and Hughes Road. However, there is still much work to be done in extending these and other creek corridor greenways to connect to more neighborhoods and schools, and many primary street corridors in the city that lack walking and biking facilities, forcing residents to walk in the street with traffic or upon unimproved street shoulders.



**Figure 8.13 Short Greenway Connection at Spotted Fawn Road**



**Figure 8.14 Neighborhood to School Connection at Rainbow Elementary School**

Figure 8.18 and Table 8.11 display and list the existing and proposed system of greenways and sidepaths that seek to meet the objectives to enable multimodal transportation, connect neighborhoods and amenities, provide access to natural areas, and promote community and economic vitality. Projects that provide connections to schools, that join neighborhoods to each other and commercial destinations, and are critical missing links in greenway systems are more highly prioritized. Key priority 1 projects include:

- **Greenways:** Two greenway segments are targeted as priority one projects. The Oakland Spring Branch Greenway from Powell Rd to Huntsville-Browns Ferry Rd (G8) will connect the new neighborhoods on the north end to the existing greenway to the south. The Bradford Creek Greenway extension (G19) is a high priority by connecting Downtown Madison and its surrounding neighborhoods to Palmer Park.
- **Short Connections:** Entire neighborhoods can be connected to each other and to schools by making small connections to each other (G12, G13, G22), and corridor sidepaths can be made complete by closing small gaps (G25)
- **Singing River Trail Link:** The following greenway and sidepath projects will enable linkage to the proposed Singing River Trail<sup>1</sup>, and connect Downtown Madison to Town Madison: G9, G21 and G26
- **Sidepaths:** Constructing sidepaths on Mill Road (G30, G43) will be crucial to providing east/west connectivity, which is currently lacking in the city, and connecting to existing sidepaths on County Line Road and the Mill Creek and Bradford Creek Greenways.

1. The Singing River Trail is a planned 200+ mile, 8 county greenway system connecting communities in North Alabama through health and wellness, educational opportunities, economic development, outdoor recreation, and tourism. More information on the SRT can be found here: <http://www.singingrivertrail.com/>



## Sidewalks and Accessibility

As addressed in Chapter 4, sidewalks were not typically included in older subdivisions, but since the 2000's the City has aggressively pursued sidewalks by requiring their inclusion in new subdivisions and commercial developments, adding them to street capacity projects, and in making new short span connections along existing streets.

For future sidewalk installation projects, the following factors and needs should guide prioritization:

- Within ¼ mile radius of schools
- Within ¼ mile radius of neighborhood parks and ½ mile radius of larger parks
- Near higher density residential development
- Along corridors with a mix of commercial uses

The City of Madison adopted two plans regarding accessibility in 2016:

- ADA Self Evaluation and Transition Plan
- ADA Pedestrian Facilities Transition Plan

Accessible refers to a site, facility, work environment, service or program that is easy to approach, enter, operate, participate in, and use safely and with dignity by a person with a disability. Together the adopted policies enable and require accessibility through the following means:

- Designation of an ADA coordinator and grievance process and form
- Development on private property must provide assessable parking and routes for public access per Americans with Disabilities Act (ADA) standards
- New construction on public ROW must meet ADA and Public Right-of-Way Accessibility Guidelines (PROWAG) standards
- When existing streets are improved or upgraded they must be brought up to PROWAG standards
- New City facilities such as parks and buildings must be designed and built to meet ADA standards.
- Existing City facilities were inventoried for ADA non-compliance and a plan and timeframe established to correct all issues.
- Existing sidewalk facilities were inventoried for ADA non-compliance.



*Figure 8.15 Village at Oakland Springs*





Figure 8.16 Rainbow Mountain Trail System

## Trails

Natural trails, i.e. hiking or nature trails, offer numerous benefits to residents and visitors of the city including providing recreational opportunities, fostering physical and mental health, connecting with nature, and enhancing environmental awareness. Proposed natural trails are indicated in Figure 8.17 and focus on making connections to the existing trail systems on Rainbow Mountain and at the former quarry area off Town Madison Blvd. There is also potential for trail development in the central and western areas of the city as a first phase for future greenway corridors.

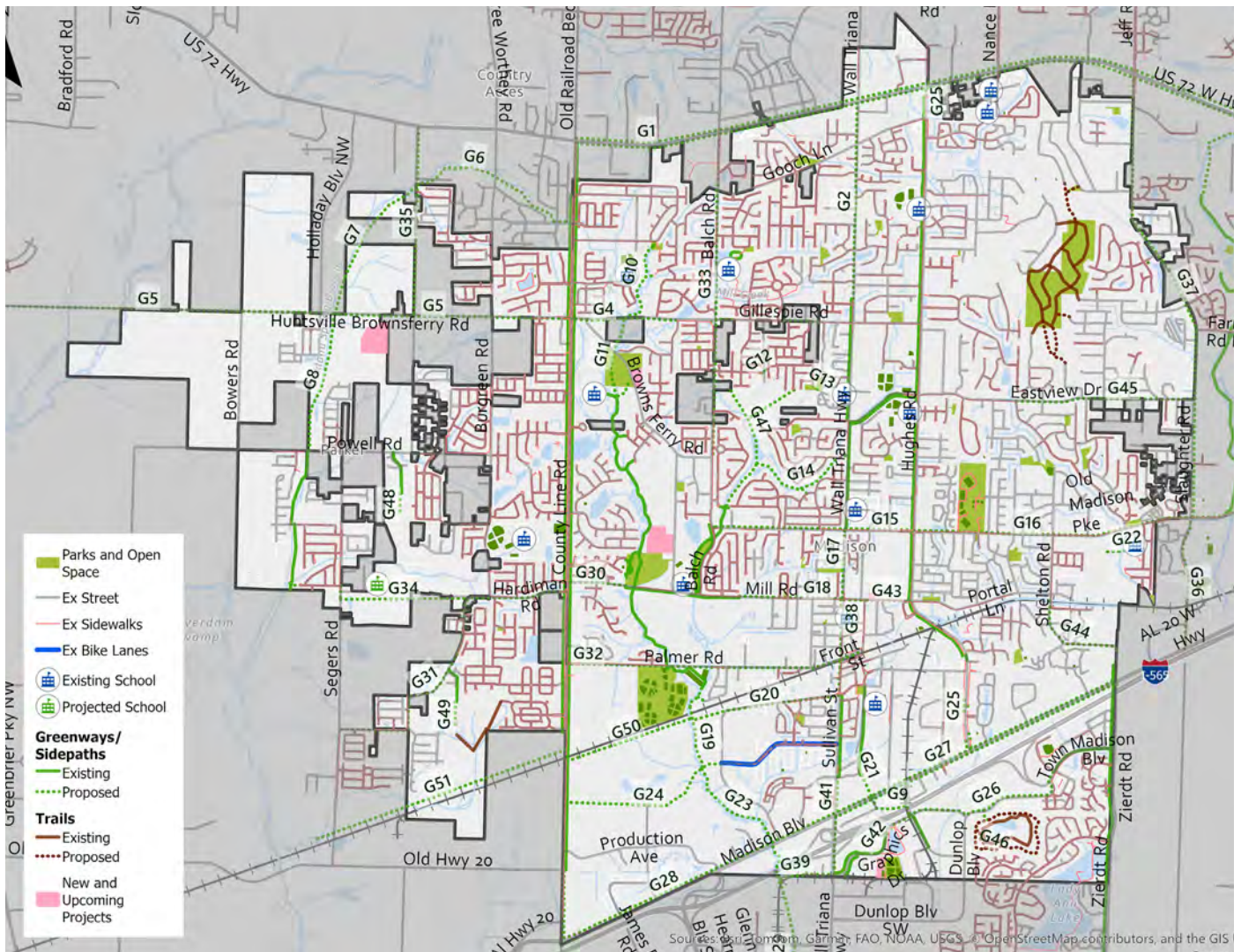


Figure 8.17 Existing and Proposed Multimodal Facilities



**Table 8.10 Proposed Greenway/Sidepath Projects**

#	Location	Jurisdiction	Notes	Priority
G8	Oakland Spring Branch from Powell Rd to Huntsville-Browns Ferry Rd	Shared	Oakland Spring Branch Greenway	1
G9	Quarry Rd from Madison Blvd to Intergraph Way	Madison	Singing River Trail (SRT) Spur	1
G13	Rollingwood Park from Liberty Dr to Jarrett Ln	Madison	Utilize park to create paved greenway connection between neighborhoods; small bridge over Mill Creek	1
G19	Bradford Creek from Palmer Park to Royal Dr extension	Madison	Bradford Creek Greenway	1
G20	Kyser Blvd from Sullivan St to Bradford Creek	Madison	Sidepath and Greenway	1
G25	Hughes Rd connections	Madison	Sidepaths to close gaps on south end of Hughes Rd as well as north end toward Hwy 72	1
G26	Town Madison Blvd/Lime Quarry Rd from Trash Panda Way to Intergraph Way	Madison	SRT Spur; Sidepath	1
G30	Mill Rd from County Line Rd to Bradford Creek	Madison	Sidepath on Mill Rd to connect greenway to County Line Rd	1
G34	Madison Branch Blvd/Macelle Dr from Hardiman Rd to Segers Rd	Shared	Sidepath or sidewalk with new street connection	1
G43	Mill Rd from Mill Park Ln to Red Oak Rd	Madison	Complete Sidepath on north side of Mill	1
G21	Garner Ave extension from Madison Blvd to Life Way	Madison	SRT Spur; Sidepath	1
G2	Wall Triana Hwy from Hwy 72 to Spencer Green	Madison	Sidepath as part of road widening project	2
G4	Gillespie Rd from County Line Rd to Wall Triana Hwy	Madison	Complete Sidepath	2
G10	Bradford Creek from Dock Murphy Dr to Gillespie Rd	Madison	Bradford Creek Greenway; pave earthen trails to Liberty Middle School	2
G11	Bradford Creek south of Gillespie Rd	Madison	Bradford Creek Greenway	2
G14	Mill Creek/eastern Mill Creek branch from Spotted Fawn Rd to Wall Triana Hwy	Madison	Greenway	2
G15	Browns Ferry Rd from Mill Creek to Hughes Rd	Madison	Sidepath	2
G16	Old Madison Pike from Hughes Rd to Indian Creek	Madison	Sidepath	2
G17	Sullivan St from Browns Ferry Rd to Mill Rd	Madison	Sidepath	2
G18	Mill Rd from Red Oak Rd to Hughes Rd	Madison	Sidepath	2
G24	Royal Dr extension from County Line Rd to Westchester Dr	Madison	Sidepath with new street connection project	2
G31	Hardiman Rd from County Line Rd to Segers Rd	Shared	Sidepath	2
G32	Palmer Rd/Front St from County Line Rd to Church St	Madison	Sidepath	2
G35	Henderson Ln extension from Huntsville-Browns Ferry Rd to Hwy 72	Madison	Sidepath with new street connection project	2
G22	West of Horizon Elementary	Madison	Greenway connection from neighborhood to Horizon Elementary	1



**Table 8.10 Proposed Greenway/Sidepath Projects**

#	Location	Jurisdiction	Notes	Priority
G37	Slaughter Rd from Hwy 72 to Old Madison Pike	Shared	Sidepath with street widening project	3
G38	Sullivan St from Mill Rd to Kyser Blvd	Madison	Complete Sidewalk with street widening project	2
G39	Cleghorn Blvd from Wall Triana Hwy to Bradford Creek	Shared	Sidepath and Greenway	3
G1	Hwy 72 from County Line Rd to Hillcrest Ave	Outside	Sidepath on both sides of Hwy 72 widening project	3
G5	Huntsville-Browns Ferry Rd from Mooresville Rd to County Line Rd	Shared	Sidepath as part of road widening project	3
G6	Oakland Spring Branch from Henderson Ln to County Line Rd	Madison	Oakland Spring Branch Greenway	3
G7	Oakland Spring Branch from Huntsville-Browns Ferry Rd to Henderson Ln	Shared	Oakland Spring Branch Greenway	3
G23	Bradford Creek from Madison Blvd to Royal Dr extension	Madison	Bradford Creek Greenway	3
G27	Madison Blvd from Zierdt Rd to Bradford Creek	Madison	Sidepath on both sides of Madison Blvd	3
G28	Madison Blvd from Bradford Creek to County Line Rd	Madison	Sidepath on one side of Madison Blvd	3
G29	Bradford Creek from Madison Blvd to Trademark Dr	Outside	Bradford Creek Greenway	3
G33	Balch Rd from Hwy 72 to Browns Ferry Rd	Madison	Sidepath	3
G36	Slaughter Rd from Old Madison Pike to Madison Blvd	Outside	Sidepath with street widening project	3
G41	Sullivan St and Wall Triana Hwy from W Dublin Dr to InterPro/Graphics Dr	Madison	Sidepath	3
G42	Graphics Dr from Duluth Trading Co. to Inter-graph Way	Madison	Sidepath	3
G44	Shelton Rd from Madison Blvd to railroad tracks	Madison	Sidepath	2
G45	Eastview Dr from McAdoo Dr to Slaughter Rd	Madison	Extend sidewalk	2
G46	Madison Quarry Preserve	Madison	Three miles of wooded hiking trails surrounding quarry	1
G47	Betts Spring/Mill Creek	Madison	One mile of natural trail	2
G12	Monument Ln to Jarrett Ln	Madison	Greenway connection between neighborhoods	1
G48	Extension south of Barkley Ct	Madison	Sidepath	3
G49	Extension south of Parkland Hill Trace	Madison	Sidepath	3
G50	Along railroad from Bradford Creek to County Line Rd	Madison	Greenway	2
G51	Along railroad west of County Line Rd	Outside	Greenway	2





# TRANSIT

The Huntsville MPO is currently conducting a feasibility study for bus rapid transit (BRT) service between the city of Huntsville and the Huntsville International Airport along Madison Blvd, and also potential east/west BRT routing along Hwy 72. BRT is a high-quality bus-based public transportation system that combines the efficiency, reliability, and convenience of rail transit with the flexibility and lower cost of bus operations. BRT systems aim to provide a fast, efficient, and comfortable transit experience, offering an attractive alternative to private vehicles and helping to alleviate traffic congestion in urban areas.

Figures 8.19 and 8.20 illustrate how BRT may be incorporated along Madison Boulevard, showing the evolution of an auto-oriented space into a complete street boulevard with mixed-use development densities that can accommodate BRT service. This intersection with the future Garner Avenue extension is also important in that it is the location for the proposed crossing of the Singing River Trail as it connects to Downtown Madison.



*Figure 8.18 Conceptual Singing River Trail Crossing Madison Boulevard*



*Figure 8.19 Conceptual Singing River Trail Cross Madison Boulevard*



## CHAPTER 9: RETAINING PLACE - MADISON'S PARKS, RECREATION, AND OPEN SPACE

### THE IMPORTANCE OF PLANNING FOR PARKS, RECREATION, AND OPEN SPACES

Parks, recreation, and open spaces (PROS) play a pivotal role in the tapestry of the Madison community. These spaces are more than just backdrops to the development that surrounds them; they are destinations and connections that prove integral to the well-being of Madison's residents, the environmental health of the city, and the vibrancy of the community as a whole. Thoughtful planning of parks, recreation, and open space reinforces Madison's commitment to fostering interconnected environments that catalyze social interaction, contribute to residents' physical and mental health, and protect important natural resources and landscapes. As we chart a course for the future of Madison, a comprehensive approach to planning for parks, recreation, and open spaces is necessary to ensure that these critical assets evolve in harmony with our growing city while maintaining the essence of what makes Madison unique.

Madison's parks, recreation, and open space system serves as more than just a venue for active and passive recreation; the system is the bedrock of the city's ecological framework. Natural areas maintain a healthy ecosystem, provide critical habitat, contribute to clean air and water, and offer solutions for stormwater management and climate regulation. In some cases they serve as the foundation of our food systems, protect against environmental extremes, and elevate Madison's scenic beauty and vistas.

Facing the future, Madison's anticipated growth and demographic shifts pose both challenges and opportunities for both natural and built environment. Planning with foresight ensures the conservation and thoughtful development of land to sustain the city's quality of life. Embedding parks, recreation, and open space as a focus within the *Madison On-Track*

2045 plan reflects Madison's commitment to such stewardship, guiding the responsible growth and enrichment of the city's parks, recreation centers, and open spaces.

#### WHAT WE HEARD

- ① More bike and pedestrian facilities are needed to serve the community
- ① More protected greenspace and greenways are both needed and desired
- ① There is concern about surrounding community growth and its impacts

More than half of all respondents indicated they would like to move around the city by foot on sidewalks and pathways. Additionally, more than 50 percent of the respondents said they would like to move around by bicycle either by protected bike lane or separated bikeway (45%) or by any means possible (8%). Some respondents also cited improved sidewalks, greenways, and cycling infrastructure when asked to list positive changes in the city over the past ten years. Others listed the lack of safe street crossings, not enough greenways, and unsafe cycling routes as negative changes. More than half of all respondents also indicated it is important or very important to create, maintain, and improve sidewalks (86%), walking trails (79%), greenways (79%), and bicycle trails (65%).



## PARK, RECREATION, AND OPEN SPACE TYPOLOGIES

“NRPA does not have a set of specific standards. The reason for this is simple: there is not one single set of standards for parks and recreation because different agencies serve different communities that have unique needs, desires, and challenges.”<sup>1</sup>

There are a variety of park typologies that have been identified and defined over the years, representative of PROS planning best practice, that serve a range of community context and needs. Madison is home to a number of these typologies, as evidenced below:

1. Source: National Recreation and Park Association’s 2023 NRPA Agency Performance Review



Figure 9.1 Palmer Park

### Regional Parks

- ① Description: Large parks serving a broader region than a community park, often with natural and recreational amenities.
- ① Size Range: 100 to 500+ acres.
- ① Characteristics: Sports fields, picnic areas, trails, natural areas, playgrounds.
- ① Uses: Large-scale events, sports, picnics, nature walks.
- ① Best Practices: Balance between developed facilities and natural preservation.
- ① Ownership: Usually publicly owned.
- ① Madison Example: Palmer Park



## Community Parks

- ① Description: Medium-size parks that serve the residents of Madison beyond a Local Park capacity.
- ① Size Range: Typically, 20 to 100 acres.
- ① Characteristics: Sports fields, shelters, walking paths, community features (e.g. public pool or community center).
- ① Uses: Daily recreation and fitness, community gatherings, cultural activities, events.
- ① Best Practices: Inclusive design and accessible facility options, maintenance efficiency, community programming.
- ① Ownership: Publicly owned.
- ① Madison Example: Dublin Park



Figure 9.2 Dublin Park



Figure 9.3 Shelton Park

## Local Parks

- ① Description: Smaller parks that serve the residents of nearby neighborhoods.
- ① Size Range: Typically 5 to 20 acres.
- ① Characteristics: Playgrounds, open lawns, shelters, walking paths.
- ① Uses: Daily recreation, community gatherings, small events.
- ① Best Practices: Inclusive design, maintenance efficiency, community engagement.
- ① Ownership: Publicly owned.
- ① Madison Example: Shelton Park





**Figure 9.4** *An example of a neighborhood park in Madison*

## Neighborhood Parks

- ❶ Description: Accessible spaces within walking distance for residents, providing basic recreational facilities.
- ❷ Size Range: 0.5 to 10 acres.
- ❸ Characteristics: Playground equipment, benches, landscaping.
- ❹ Uses: Play, relaxation, informal sports, socializing.
- ❺ Best Practices: Safe, inclusive play areas, regular maintenance.
- ❻ Ownership: Public or private (to a neighborhood)
- ❼ Madison Example: Brass Oak, Stavemill, or Cedars Park

## Parklets

- ❶ Description: Small public seating areas or green spaces created as a public amenity on one or more parking spot-sized spaces typically in an urban area.
- ❷ Size Range: Usually the size of one or two parking spaces.
- ❸ Characteristics: Benches, planters, bicycle parking, art installations.
- ❹ Uses: Resting, eating, social interaction, beautification.
- ❺ Best Practices: Innovative design, community involvement.
- ❻ Ownership: Public domain but sometimes created or maintained by private entities.
- ❼ Madison Example: none currently, but the potential exists in Town Madison or Historic Downtown Madison for this to occur.



**Figure 9.5** *An example of a parklet*





**Figure 9.6** Windsor Park

## Pocket Parks

- ❶ Description: Small parks created on small, irregular pieces of land or in urban settings.
- ❷ Size Range: Less than 1 acre.
- ❸ Characteristics: Green space, often with seating and sometimes play equipment.
- ❹ Uses: Quick respite, community social spaces, green space in dense areas.
- ❺ Best Practices: Maximizing the utility of small spaces, creative placemaking.
- ❻ Ownership: Publicly or privately owned but publicly accessible.
- ❼ Madison Example: Windsor Park

## Athletic Fields

- ❶ Description: Areas designated for sports and physical activities.
- ❷ Size Range: This can vary based on the sport; a soccer field is typically 1.76 acres.
- ❸ Characteristics: Marked play areas for specific sports, and spectator accommodations.
- ❹ Uses: Organized sports, tournaments, and community recreation.
- ❺ Best Practices: Durable turf management, lighting for night use, accessibility.
- ❻ Ownership: Public or private, often school-owned or municipal.
- ❼ Madison Example: Town Madison Park



**Figure 9.7** Palmer Park above, Town Madison Park below





## Natural Parks

- ① Description: Areas preserved for natural features, wildlife, and habitat protection.
- ① Size Range: Varies widely, and can be quite extensive.
- ① Characteristics: Limited development, trails, protection of ecological resources, and information signage.
- ① Uses: Conservation, education, passive recreation.
- ① Best Practices: Ecological management, habitat restoration, minimal human impact.
- ① Ownership: Publicly owned.
- ① Madison Example: Rainbow Mountain Preserve



*Figure 9.8 Rainbow Mountain Preserve*



*Figure 9.9 Mill Creek Dog Park*

## Dog Parks

- ① Description: Parks specifically designated for dogs to exercise and play off-leash.
- ① Size Range: Typically 1 to 10 acres.
- ① Characteristics: Fencing, waste stations, water fountains, shade structures.
- ① Uses: Dog exercise and community social spaces.
- ① Ownership: Publicly or privately owned.
- ① Madison Example: Mill Creek Dog Park



## Greenway

- ❶ Description: a shared-use path along a strip of undeveloped land, in an urban or rural area, set aside for recreational use or environmental protection.
- ❷ Size Range: Varies.
- ❸ Characteristics: Paved or natural pathway following stream, river, or other natural feature
- ❹ Uses: Walking, running, biking
- ❺ Ownership: Typically publicly owned.
- ❻ Madison Example: Bradford Creek Greenway and Trailhead



Figure 9.10 Bradford Creek Greenway



Figure 9.11 Sweetbriar Park

## Open Space

- ❶ Description: Untouched natural areas focused on conservation and protection of a resource or amenity as opposed to active use or recreation.
- ❷ Size Range: Varies widely, and can be quite extensive.
- ❸ Characteristics: Little to no development, natural trails, protection of ecological resources.
- ❹ Uses: Conservation, education, passive recreation.
- ❺ Best Practices: Ecological management, habitat restoration, minimal human impact.
- ❻ Ownership: Publicly or privately owned.
- ❼ Madison Example: Sweetbriar Park

Open spaces, fundamental to the fabric of urban and suburban environments, are areas predominantly unoccupied by buildings or paved surfaces. These spaces are diverse in form and function, ranging from expansive natural landscapes like forests, wetlands, and meadows to more structured community areas such as parks, gardens, and recreational fields. Typically, open spaces are designed for public use, providing communities with vital areas for leisure, exercise, social interaction, and cultural activities. However, private open spaces, like gardens within residential properties, green areas within corporate campuses, or even agricultural operations also play a significant role in urban ecology.



Open spaces are commonly characterized by their accessibility, natural or landscaped elements, and versatility in usage. They often serve as green lungs for cities, offering crucial environmental benefits such as air purification, heat reduction, and habitat for wildlife. Open spaces also contribute to water management through the absorption and filtration of rainwater, helping to mitigate urban flooding.

Beyond their ecological roles, open spaces are instrumental in fostering community well-being and connectivity. They are venues for physical activities, from jogging and cycling to organized sports, and they provide settings for relaxation and contemplation. These areas often become focal points for community events, cultural festivals, and public gatherings, thus enriching the social tapestry of a neighborhood.

In planning for Madison's future, the strategic development and maintenance of open spaces are crucial. They enhance the aesthetic appeal of a city, support public health, encourage active lifestyles, and facilitate environmental stewardship. As Madison evolves, the importance of integrating and preserving these open spaces becomes increasingly important, ensuring that urban development is balanced with the need for natural, accessible, and communal areas that cater to the diverse needs of the public.

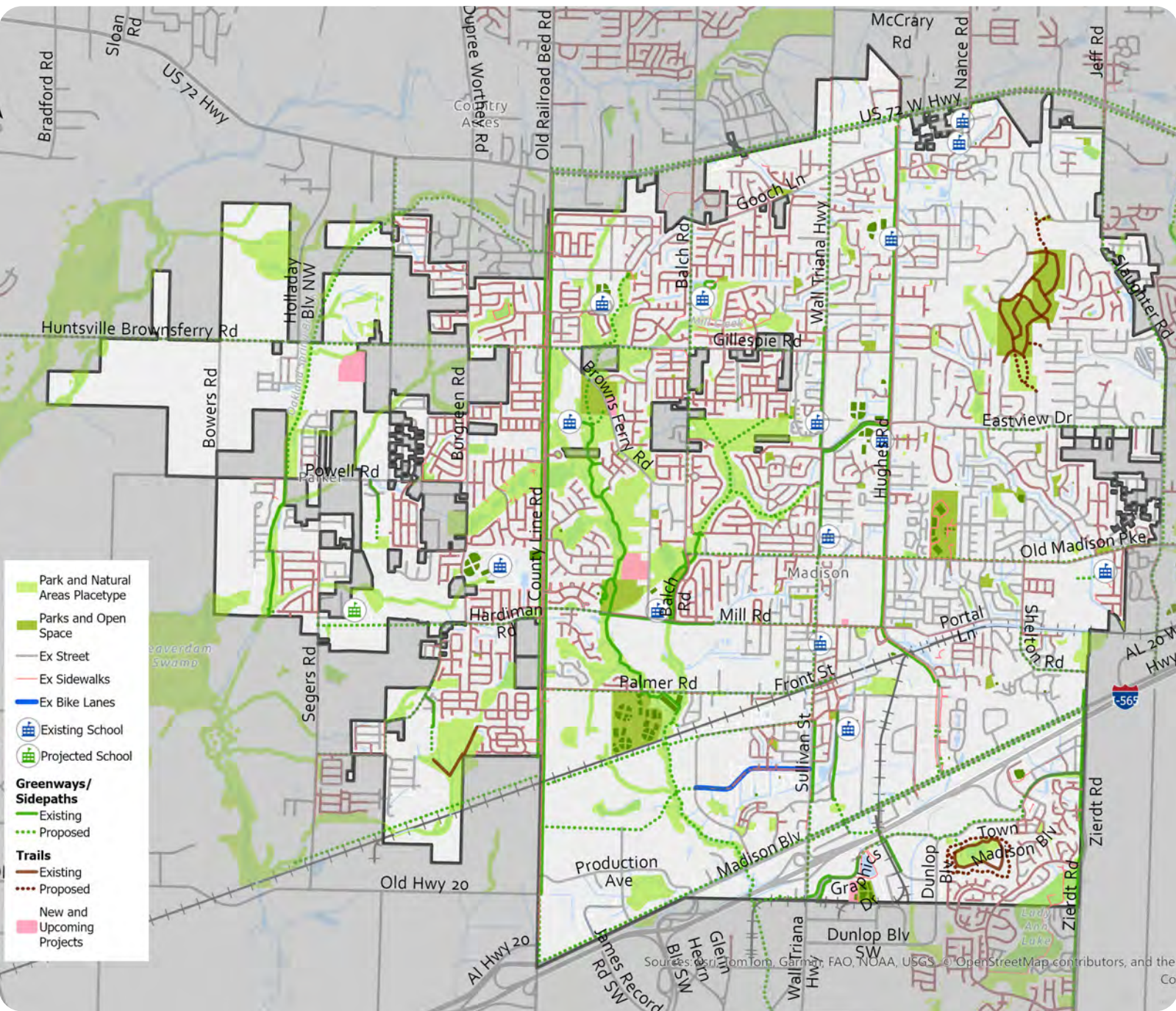
In addition to the park typologies characteristic of Madison, urban trails and greenways provide connectivity between recreational resources and destinations. Throughout the planning process the Madison community highlighted the need for a more extensive, safer, multi-modal network serving Madison. Similar to Safe Routes to School, the concept of Safe Routes to Parks aims to improve accessibility for people walking, bicycling, and taking public transportation, if available, establishing routes that are safe from traffic and personal danger for people of all ages and abilities and ensuring that well-maintained and well-programmed parks are conveniently located within a 10-minute walk (approximately one-half mile) from where people live. Figure 9.12 illustrates existing and currently proposed facilities and greenways, targeting areas most likely to grow in the future.

By focusing on creating safe and appealing routes to parks, communities can enhance the overall well-being of residents, encourage active lifestyles, and foster greater utilization of public spaces. This approach is often part of broader urban planning and public health initiatives.

"Safe Routes to Parks" is an initiative aimed at creating accessible and safe pathways for community members to reach parks and recreational areas. This concept is similar to the "Safe Routes to School" program, which focuses on improving safety for children traveling to and from school. The core objectives of "Safe Routes to Parks" include:

- **Improving Accessibility:** Ensuring that parks and recreational areas are easily accessible to people of all ages and abilities. This includes considering the needs of those with disabilities, seniors, and children.
- **Enhancing Safety:** Addressing safety concerns along the routes leading to parks. This can involve improving crosswalks, sidewalks, bike lanes, and street lighting, as well as implementing traffic calming measures to slow down vehicular traffic.
- **Encouraging Active Transportation:** Promoting walking, bicycling, and other forms of active transportation to access parks. This not only supports physical health but also reduces environmental impact.
- **Community Engagement and Inclusivity:** Involving community members in the planning process to ensure that the routes meet the needs of diverse populations and encourage a sense of ownership and stewardship.
- **Connecting Networks:** Integrating park access routes with broader transportation and pedestrian networks to create a cohesive system for non-motorized travel within a community.





**Figure 9.12** Connectivity between Parks, Recreation, Open Space, and Community Amenities



In addition to traditional park, recreation, and open space typologies, the residual spaces along city right-of-ways, extending beyond the actual roadways, offer opportunities for aesthetic enhancement and functional utility. These areas can be transformed into green corridors, adding to the city's open space network. By incorporating landscaping elements such as trees, shrubs, and flowers, these spaces not only enhance the visual appeal of the city but also contribute to environmental sustainability through urban greening. In some instances, they can serve as miniature parks, providing residents with accessible green spaces for relaxation and recreation. They can also function as ecological corridors, supporting biodiversity and offering environmental benefits like improved air quality and stormwater management. The appearance of these right-of-way spaces is instrumental in defining the city's sense of place. Well-designed and maintained right-of-ways can create a welcoming atmosphere, improve the pedestrian experience, and reflect the community's identity and values. They can serve as connectors, linking neighborhoods and fostering a sense of community cohesion. The Village Green in Downtown Madison exists today as an example of what these set-aside spaces can accomplish. While the property is owned by Norfolk Southern Railroad, the City holds a long-term lease and maintains the site, which is home to a gazebo, Veteran's memorial, and the Roundhouse. As we plan for Madison's future, including spaces like the Village Green and reimagining city right-of-ways as integral parts of the parks, recreation, and open space system is a step towards creating more livable, attractive, and sustainable urban environments. This approach underscores the potential of every urban space, no matter how small, to contribute positively to the city's overall quality of life.

## LATEST TRENDS IN PARK, RECREATION, AND OPEN SPACE PLANNING

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Today's environment is shifting our thinking about how we plan for parks, recreation, and open spaces. In the past, a majority of the planning efforts went with a heads-down or centered approach focusing on what is traditionally thought of in terms of what parks, recreation, and open spaces were. However, there has been a paradigm shift and planners are now looking outside the 'envelopes' or physical site boundaries of the parks and open spaces themselves and considering socioeconomic and environmental issues, community resilience, equitable and inclusive access, economic development, and overall livability of the communities the amenities serve. The once-linear methodology of focusing solely on the level of service and how many ball fields are needed and where could be compared to the usefulness of a landline in 2023. A more contemporary approach to planning for parks, recreation, and open spaces extends beyond traditional recreation and leisure services to encompass ecological, social, and wellness benefits. Reducing barriers to entry, capitalizing on partnerships with healthcare providers and environmental groups, creating welcoming and engaging environments, and connecting historically underserved areas are all tools to expand the benefits of parks and open spaces. This approach aligns well with the planning policies and goals for the City of Madison, which recognize and emphasize the importance and wide-ranging benefits that parks, recreation, and open space opportunities have on the Madison community.



## OVERVIEW OF EXISTING FACILITIES AND PROGRAMMING IN MADISON

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Understanding what the City currently offers its residents and visitors allows existing gaps based on community needs to be identified, helping to position areas ripe for improvement and potential opportunities for future acquisition and expansion. The Community Profile introduced in the summer of 2022 inventoried Madison's many existing parks, recreational facilities, open spaces, and related resources and amenities. This inventory, along with recent additions and improvements to the City's park, recreation, and open space amenities, has been summarized on the subsequent pages.

Assessing Madison's existing amenities, it is easy to see that many of the city's neighborhood parks provide the same or similar recreation facilities – specifically, basketball courts, playground equipment, picnic tables and pavilions. Only 25% of Madison's park facilities are ADA accessible, and the more expansive recreation offerings are limited to larger facilities like Dublin Memorial Park and Palmer Park. The recent complete renovation of Kids Kingdom improved ADA accessible playground opportunities. The recently established Town Madison Recreation Complex along with the new Community Center (set to open in October of 2024) expand recreation opportunities – especially indoor – to the Madison community. Additional parkland and open space acquisition and dedication, including the recently purchased 40 acre property known as Sunshine Oaks Park and the newly-developed Rainbolt Trail expansion to Rainbow Mountain Preserve, will continue to contribute to recreation options citywide. The renovation of Home Place Park completed in 2022 provided a performance pavilion with amphitheater seating for residents. The City also continues to explore the potential for additional open space in the form of a nature preserve near the quarry property in Town Madison. The quarry property was surveyed informally by the Land Trust of North Alabama and Madison Greenways and Trails in Fall 2024. The 66 acres consists of woods and hills, and the preliminary survey indicates potential for up to three miles of hiking trails. The quarry's adjacency to the Singing River Trail that extends through Town Madison expands the recreational benefits of both projects, and a new preserve can also relieve some of the over-usage of Madison's only current preserve, Rainbow Mountain. These ongoing efforts to improve and expand the amount and variety of resources and amenities available to the Madison community are critical; however, also critical is the ongoing maintenance and evolution of facilities within the City of Madison Parks and Recreation Department's (MPRD) purview today. Diversifying infrastructure and refocusing on useable flex space for a variety of activities may be key to meeting the needs of a growing and changing population over the planning horizon.



Table 9.1: Facilities Inventory

## SPECIAL FACILITIES

## AMENITIES

Facility Name	Dublin Memorial Park *	Madison Community Center	Home Place Park	Palmer Park	Town Madison Recreation Complex **	Mill Creek Dog Park	Madison Park	Village Green	Sunshine Oaks Park
Location	8324 Madison Pike	1329 Browns Ferry Rd	100 Shorter Street	574 Palmer Road	190 Graphics Drive	38 Balch Road	1282 Hughes Road	Downtown Madison	Mose Chapel Road
Size (acres)	60	30	2.3	93	18	1.43	1	1	40
ADA Accessible	X	X	X	X					
Basketball	X	X			X				
Baseball				X					
Softball				X	X				
Football				X					
Soccer	X			X					
Lacrosse	X			X	X				
Volleyball	X								
Tennis	X						X		
Pickleball	X				X		X		
Disc Golf	X								X
Gymnasium/Wellness Center	X	X			X		X		
Indoor Swimming	X								
Outdoor Swimming	X								
Playground Equipment	X			X					X
Walking Track	X								
Walking Trails	X		X	X		X			X
Community Garden		X	X						
Open Space	X	X	X			X			X
Fishing	X								
Dog Park				X		X			
Senior Center		X							
Activity Space		X							
Meeting rooms/multi-purpose	X	X							
Restrooms	X	X		X					X
Locker Rooms	X	X							
Concession	X	X		X					
Picnic Area/Pavillion	X		X	X				X	X
Performance Area		X	X					X	
Parking	X	X	X	X	X		X		X

\* Kids' Kingdom was completely renovated and re-opened to the public in Nov 2023. It includes new bathrooms, all new playground equipment, and soft-landing playground surface.

\*\* Newly established since planning process began.



## LOCAL & NEIGHBORHOOD PARKS

	Facility Name	Abington Downs Park	Ashley I and II Park	Brass Oak Park	Cambridge Park	Carter Park	Cedars Park	Chadrick Park	Collinwood Park
	Location	135 Manningham Drive	214 Ashley Way	126 Jay Drive	696 Cambridge Drive	416 Carter Drive	121 Shadow Ridge Drive	521 Brenda Drive	235 Jarrett Lane
	Size (acres)	1.52	3.2	3.1	0.5	2.53	1.48	4.3	1
AMENITIES	ADA Accessible								
	Basketball							X	
	Baseball								
	Softball								
	Football								
	Soccer								
	Lacrosse								
	Volleyball								
	Tennis								
	Pickleball								
	Disc Golf								
	Gynasium/Wellness Center								
	Indoor Swimming								
	Outdoor Swimming								
	Playground Equipment	X	X	X	X	X	X	X	
	Walking Track								
	Walking Trails								
	Community Garden			X					
	Open Space	X	X	X		X	X	X	X
	Fishing								
	Dog Park								
	Senior Center								
	Activity Space								
	Meeting rooms/ multi-purpose								
	Restrooms								
	Locker Rooms								
	Concession								
	Picnic Area/Pavilion	X	X			X		X	
	Performace Area								
	Parking								

*Table 9.1: Facilities Inventory*



## LOCAL & NEIGHBORHOOD PARKS

### AMENITIES

Facility Name	Fieldcrest Park	Governors Park	Hardiman Place Park	Homestead Park	Joe Phillips Park	Leathertree Park	Madison Point Park	Madison Trace Park
Location	120 Arrowhead Trail	101 Bibb Drive	113 Beerli Drive	201 Prairie Drive	154 Joe Phillips Road	221 Gillespie Road	139 Whisperwood Lane	127 Progress Lane
Size (acres)	4	4	0.5	5.28	0.5	5.07	2.32	0.91
ADA Accessible	X		X					
Basketball	X			X				
Baseball								
Softball								
Football								
Soccer				X				
Lacrosse								
Volleyball								
Tennis								
Pickleball								
Disc Golf								
Gynasium/Wellness Center								
Indoor Swimming								
Outdoor Swimming								
Playground Equipment	X	X	X	X	X	X	X	X
Walking Track		X						
Walking Trails								
Community Garden								
Open Space	X			X	X	X	X	
Fishing								
Dog Park								
Senior Center								
Activity Space								
Meeting rooms/ multi-purpose								
Restrooms								
Locker Rooms								
Concession								
Picnic Area/Pavillion	X	X	X	X	X	X	X	X
Performace Area								
Parking				X		X		

*Table 9.1: Facilities Inventory*



## LOCAL & NEIGHBORHOOD PARKS

	Facility Name	Mandolin Park	Mill Creek Park	Rainbow Mountain Park	Rickwood Park	Rollingwood Park	Shelton Park	Silver Creek Park	Stavemill Park
	Location	206 Thomas Drive	141 Teal Park Lane	274 Carter Road	413 Mose Chapel Road	163 Liberty Drive	1035 Shel-ton Road	108 Donash Circle	786 Seina Vista Drive
	Size (acres)	0.525	2.75	1.52	2.5	1.71	2.98	2.77	4.98
AMENITIES	ADA Accessible						X		X
	Basketball		X				X		
	Baseball								
	Softball								
	Football								
	Soccer		X		X		X		
	Lacrosse								
	Volleyball								
	Tennis								
	Pickleball								
	Disc Golf								X
	Gynasium/Wellness Center								
	Indoor Swimming								
	Outdoor Swimming								
	Playground Equip-ment		X		X	X	X	X	X
	Walking Track				X				
	Walking Trails						X		
	Community Garden								
	Open Space		X		X	X	X	X	X
	Fishing								
	Dog Park								
	Senior Center								
	Activity Space								
	Meeting rooms/ multi-purpose								
	Restrooms								
	Locker Rooms								
	Concession								
	Picnic Area/Pavillion		X			X	X		X
	Performace Area								
	Parking				X		X		

*Table 9.1: Facilities Inventory*



## LOCAL & NEIGHBORHOOD PARKS

Facility Name						
	Stewart Park	Stoneridge Park	Sweetbriar Park	West Highlands Park	Westgate Park	Windsor Park
Location	100 Stewart Street	195 Stoneridge Trail	144 Steele Drive	439 Clydebank Drive	276 Pine Ridge Road	183 Amsterdam Place
Size (acres)	0.22	0.5	3.96	2.5	3.05	0.5
ADA Accessible	X					X
Basketball	X					
Baseball						
Softball						
Football						
Soccer						
Lacrosse						
Volleyball						
Tennis						
Pickleball						
Disc Golf						
Gymnasium/Wellness Center						
Indoor Swimming						
Outdoor Swimming						
Playground Equipment	X	X		X	X	X
Walking Track						
Walking Trails		X		X		
Community Garden						
Open Space		X	X	X		
Fishing				X		
Dog Park						
Senior Center						
Activity Space						
Meeting rooms/ multi-purpose						
Restrooms						
Locker Rooms						
Concession						
Picnic Area/Pavilion	X	X		X	X	X
Performance Area						
Parking	X	X				

AMENITIES

*Table 9.1: Facilities Inventory*



In addition to parks and recreation facilities, activities, education, and programming are key contributors to overall quality of life for Madison residents and the economic vitality of the community. The MPRD administers a variety of recreational activities and programming for residents of all ages, and is host to numerous events at various parks within the city. Recreational activities administered by the MPRD and geared toward youth (18 and under) include basketball, baseball, football and cheer, girls' softball, soccer, volleyball, swimming and diving leagues. Other activities and programs are also offered by the Department, including physical education classes for homeschool students and a range of youth camps including soccer, volleyball, and tennis camps, summer day camp, and lesson programs.

Adult programming administered by the MPRD includes volleyball, softball, pickleball, and basketball (men's only) rec leagues. MPRD also administers Membership Plans for Dublin Park. Memberships include access to the Dublin Park Gymnasium and walking track, indoor pool, the Dublin Park outdoor swimming pool (during the season), six outdoor tennis courts and four outdoor pickleball courts (located within the park), as well as water aerobics classes.

The City has also worked to improve its programming for those with special needs. The new Community Center includes rooms and a gym to serve this population. The City anticipates adding a dedicated staff person to coordinate special needs programming in its FY25 budget.

Throughout the *Madison on Track 2045* planning process, concerns were expressed by a wide range of stakeholders about the sufficiency of the aquatic facilities in Madison. The Dublin Memorial Park pool facilities serve the majority of local demand for aquatic sports, as a recreation amenity that is open to the public. These facilities are supplemented by the Hogan Family YMCA, Phaze 3 Fitness, and various community pools, although these require membership for use. The strain on these existing facilities and resources was brought forth numerous times during conversations with key stakeholders and the public as a primary concern for the future of Madison's parks and recreation amenities. As interest in swimming and aquatics courses continues

to grow alongside the population, the question of where, when, and how to finance construction of a new facility will continue to be at the forefront of these conversations. However, aquatic facilities are not alone in terms of growing demand and stress on existing facilities. Interest and participation in lacrosse and youth soccer continues to grow in Madison, as it does nationwide. Similar upticks can be seen across all youth league sports, a direct correlation to recent population growth in Madison over the past decade. Flag football leagues, especially for girls, have recently grown in popularity, especially throughout the southeast. For adults, the sport of pickleball continues to explode as the fastest-growing sport in America. These national, regional, and local trends will continue to place pressure on the existing facilities and activities managed by the MPRD, and must be thoughtfully accounted for in planning for the City's amenities moving forward.

The operational structure of the Madison Parks and Recreation Department is critical to the continued useability and success of the City's recreational amenities and activities, and includes the following core components:

- Administrative Division
- Aquatics Division
- Program Services Division
- Recreation Maintenance Division
- Madison Recreational Advisory Board

The Recreation Maintenance Division's responsibilities are to maintain the City's parks, facility grounds, athletic fields, and recreational buildings in a condition that is safe, attractive, and ready to function as designed. With assistance from the City's Facilities and Grounds Department, this focuses primarily on those facilities and buildings located at Dublin Memorial Park, Palmer Park, the new Madison Community Center, and the new Sunshine Oaks Park and Town Madison Recreation Complex. The Department is also responsible for maintaining the City's athletic fields at the highest level of playing conditions, and promoting and enhancing all parks and recreation facilities for year-round usage. These responsibilities are carried out



## "PICKLEBALL REMAINS FASTEST GROWING SPORT IN AMERICA"

According to Sports & Fitness Industry Association's 2023 Topline Participation Report.

by trained professional staff and licensed contractors, to ensure all physical facilities are maintained at their optimum efficiency and capacity, in a safe, timely, and efficient manner. This includes services such as turf and athletic field maintenance, landscaping, tree maintenance, playground structure installation, repair, and maintenance, building repair and maintenance, and other related activities as needed. Given the number of parks and facilities served, coupled with the growing demand placed on all facilities across the board, this task is quite large.

In addition to facility maintenance and programmatic responsibilities, MPRD also oversees Madison's Assisted Ride System (MARS) and the Senior Center housed in the new Madison Community Center. The MARS provides transportation for medical and/or work purposes to residents who live within city limits and are eligible for paratransit services under ADA guidelines. Currently there are four buses in operation on a full-time basis and a fifth bus available on a part-time basis, with service throughout Madison and to certain areas of Huntsville. The Senior Center component of the Community Center serves as a community focal point and meeting center for older adults, where members can congregate for recreation activities, social events, and educational services. The

staff works in partnership with local agencies and organizations to provide members access to an array of opportunities and services geared toward maintaining long term health, safety, and wellness. A wide range of classes and programs are offered through the Center, from Tai Chi and yoga to billiards, ceramics, nutritional education and health screenings. Water aerobics and lap swimming are popular activities amongst the Center's members, further contributing to the demand these services and facilities face in Madison. These activities and programming require significant resources to administer through MPRD, in addition to those resources and staffing devoted to park maintenance, improvement, and expansion.

A number of boards, committees and organizations assist the MPRD in the operations, maintenance, and advocacy of Madison's park, recreation, and open space amenities. The Madison Recreation Advisory Board reviews and evaluates athletic programs and participation annually. The Board then offers recommendations on how best to fund, improve, expand, or enhance programming to serve Madison residents. The Beautification and Tree Board acts in an advisory capacity to the Mayor and to City Council, offering recommendations on how to enhance residents' quality of life through beautification and environmentally sustainable practices. The Madison Arts Alliance coordinates summer concerts at Home Place Park. The Madison City Disability Advocacy Board advises the Mayor, City Council, and other City boards, commissions, and committees on matters affecting the disability community. The board is also responsible for reviewing City policies, programs, and activities that affect persons with disabilities, and promoting efforts to remove physical and programmatic barriers to access. Community advocacy and education are also critical components of this advisory board's role in the Madison community. The Madison Historical Society coordinates Christmas-themed events in downtown Madison to augment the City's annual parade. The efforts of these appointed and volunteer boards, as well as the community at large, help sustain the efforts of the Madison Parks and Recreation Department and are critical to its continued success.



## SUMMARY OF PAST PARKS, RECREATION, AND OPEN SPACE PRIORITIES

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The *Madison on Track 2045* effort does not happen in a bubble; the City of Madison and the surrounding region have an extensive history in parks and recreation planning that must assist in contextualizing and inspiring any future planning efforts. Previous plan goals, recommended actions, and general findings all contribute to the planning principles and implementation recommendations that are established in this plan. In some cases, implementation strategies that have not been previously executed are carried over into this plan. In other cases, the guiding philosophy of past plans informs the strategies that contribute to the *Madison on Track* vision and principles established in Chapter 4. Throughout the following summary, past plans are condensed and connected to these current principles: **to retain place, expand potential, connect people and place, reinforce identity, and embrace evolution.**

The 2010 Citywide Growth Plan suggested targeted and well-informed development and growth of parks and recreation in Madison. The plan specifically stated the need for new parks space to accommodate the growth in Madison, in order to retain the amenities that draw people to the city. The acquisition of land and facilities to establish the Town Madison Recreation Complex and 23 acres in Limestone County for a future community park, as well as the expansion of existing park facilities at Palmer Park and trail connections like the Rainbolt Trail on Rainbow Mountain, have contributed to the quality and caliber of PROS amenities serving the community.

The 2010 Citywide Growth Plan also recommended a greater parks planning process, executed in 2014 as the Parks and Recreation Master Plan, and a focus on west side growth, executed in the 2016 West Side Master Plan. The listed goals of the 2014 Parks and Recreation Master Plan reflect the continued goals of Madison residents today. During that Parks Master Plan process, residents wanted to see a parks system that is “balanced and inclusive”, “well-maintained”, “high quality”, and that “connects us all”. Each of these listed goals are interminable; they require continued actions

to maintain. This comprehensive planning incorporates these goals into the established planning principles introduced previously in Chapter 4. To retain place is to continue maintenance of the parks facilities. To expand potential is to increase the quality and inclusivity of the Madison parks system. And to “connect people and place” is to provide a network of parks and linkages available to all residents and visitors of Madison.

The construction of a new senior center is a key recommendation of the 2014 Parks and Recreation Master Plan. This project was completed with the development of a the new Community Center. In 2020, the City of Madison acquired 30 acres of land and two buildings located along Browns Ferry Rd. Renovations to an existing 25,000 sf principal building and an adjoining 8,000 sf outbuilding began in 2023. The new center and grounds House senior activities and services, two ceramics studios, an art studio, a music room, a sewing room, a wood shop, multiple fitness rooms, a game room, an inclusive and accessible gym designed for the special needs population, a community garden, an outdoor performance space, 30 acres of greenspace for outdoor recreation, additional parking, and a future connection to the Bradford Creek Greenway. The new center opened in October 2024.

The Madison Greenway & Trails Master Plan (an Element of the Madison Comprehensive Plan, amended August 17, 2006) included a future phase of the Greenways & Trails Network called Betts Springs Greenspace. This Low Impact Development area is ideal for natural trails as well as environmental education areas. The site has been informally surveyed for a possible loop trail as well as a trail that could provide connectivity between Mill Creek and the Gray Cemetery.

The West Side Master Plan assesses and addresses future parks needs synchronously to the growth of the region. Greenways and nature areas are major components of the plan that ensure the west side development is served adequately by parks services, and connected to the City and region as a whole. The first phase of the Oakland Springs Branch Greenway has been completed, representing the first greenway project in the western part of the city, and the aforementioned 23 acre park acquisition in Limestone County will be the City’s first community park on the west side.



A series of transportation and greenway planning efforts are intertwined with parks and recreation planning, especially as non-vehicular modes of transit like walking and biking gain popularity. The recommended actions set forth in the 2000 Greenways and Trails Plan led to the development of a variety of connections across the city, from greenways and trails to bicycle facilities and multi-use paths. The Huntsville MPO Bikeway Plan, and the Huntsville Area MPO Long Range Transportation Plan help to geographically contextualize planning efforts in Madison. These plans focus specifically on connecting people and places; recommending new sidewalk linkages, design strategies for inclusive transportation options, and work on new greenway features to expand Madison's potential. The 2040 Madison Transportation Plan contains similar strategies, narrowing in on connections and improvements to the Madison transportation network that will serve new communities, and enhance service to existing neighborhoods. The principle of connecting people and place may be obvious in these plans, but these transportation-focused plans also strive to create usable and inviting public spaces in order to reinforce identity. They seek to retain place and expand potential through recommendations that consider future growth and demand. And they embrace evolution through expanding the features of Madison that have contributed to the high quality of life that characterize the city. *Madison on Track 2045* builds heavily upon these efforts, and specifically the 2040 Transportation Plan, to reinforce the importance of connectivity and especially its role in a comprehensive park, recreation, and open space system.

Similar to transportation planning, other development and plan efforts influence future parks development and maintenance. The 2018 Madison Industrial Area Plan utilized market analysis not just to guide industrial and business growth, but to also "determine key capital improvement projects for park updates." Recommendations include the development of a park space at Wild Hog Swamp.

The regional Singing River Trail Master Plan outlines a partnered greenway project that spans Northern Alabama. The trail components located in Madison are currently highly prioritized implementation recommendations in both the 2014 Parks and Recreation Master Plan and the greenway recommendations found in Chapter 8 of this plan. Through this partnered

effort, Madison will expand its potential by attracting a new demographic of visitors and reinforce the identity of the city by continuing to create public spaces that are desirable by its residents.

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## ALIGNING PAST PLANS, FUTURE GOALS, AND NEW STRATEGIES

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Throughout the *Madison on Track 2045* planning process, park and recreation facilities, as well as greenways and open space were identified as a core community amenity that must be protected, expanded, and improved to maintain the quality of life so cherished by Madison residents.

To address the evolving needs of the Madison community when it comes to parks, recreation, and open space, an update to the system-wide goals, city policy, and project priorities identified in the 2014 Parks and Recreation Master Plan has been incorporated within the *Madison On Track 2045* Comprehensive Plan, to help the City and its residents prioritize capital investments and the infrastructure needs of the park facilities themselves. While specific projects and policy actions are identified in Chapter 10 of this plan, the overarching goals for Madison's park, recreation, and open space network have been summarized below.

### Create Diverse and Abundant Experiences:

Madison On-Track 2045 aims to curate a rich mosaic of recreational and cultural offerings within the city's public spaces. This goal is rooted in the belief that a community's vibrancy is reflected in parks and programs that cater to a wide spectrum of interests, cultures, and abilities. Madison is committed to fostering a park system where every resident can find joy and fulfillment, whether through tranquil green spaces, bustling cultural events, or engaging recreational activities. Creating parks and recreation areas that not only support but promote physical health and activity among all community members is another critical emphasis of PROS planning. By designing and programming recreational spaces that encourage diverse forms of physical exercise and active engagement, the City reinforces the wide-ranging benefits of an active lifestyle regardless of interests, ages, and fitness levels.



Spearheaded by Madison Greenways and Trails, with assistance from the Land Trust of North Alabama, the city has an active trail building program. Examples include the recently completed Rainbolt Trail/Trailhead and projects in the planning phase at Madison Quarry and Betts Spring/Mill Creek.

While man-made parks provide numerous recreational opportunities, Natural Parks enable two unique forms of outdoor recreation otherwise unavailable in Madison: Hiking and Rock Climbing. Rainbow Mountain Preserve, for example, offers over four miles of hiking trails from family-friendly strolls around a playground to more challenging trails with up to 350 ft of elevation change over rocky terrain. Rainbow gives hikers of different skill levels an opportunity to exercise and experience nature while feeling away from the city without having to travel more than a few miles from home. Rainbow Mountain Preserve nature trails are managed by the Land Trust of North Alabama in partnership with Madison Greenways & Trails. Additional city properties with planned and potential natural trails include the Madison Rock Quarry, Betts Spring/Mill Creek, Sunshine Oaks Park, and the Madison Community Center.

Rock climbing is a relatively new addition to Rainbow Mountain Preserve due to a partnership with the Southeastern Climbers Coalition (SCC) in 2023. Climbing is becoming more and more popular, partially due to recent addition to the Olympics, and Rainbow's wide selection of exposed rock allows bouldering (a form of rock climbing on shorter rocks with a pad on the ground for safety) for the local community. The SCC manages the rock climbing in partnership with the Land Trust of North Alabama with the added benefit of removing unsightly graffiti - one downside of an urban natural park. Madison will continue to evaluate future potential rock climbing locations (such as the Madison Rock Quarry) to further increase these benefits.

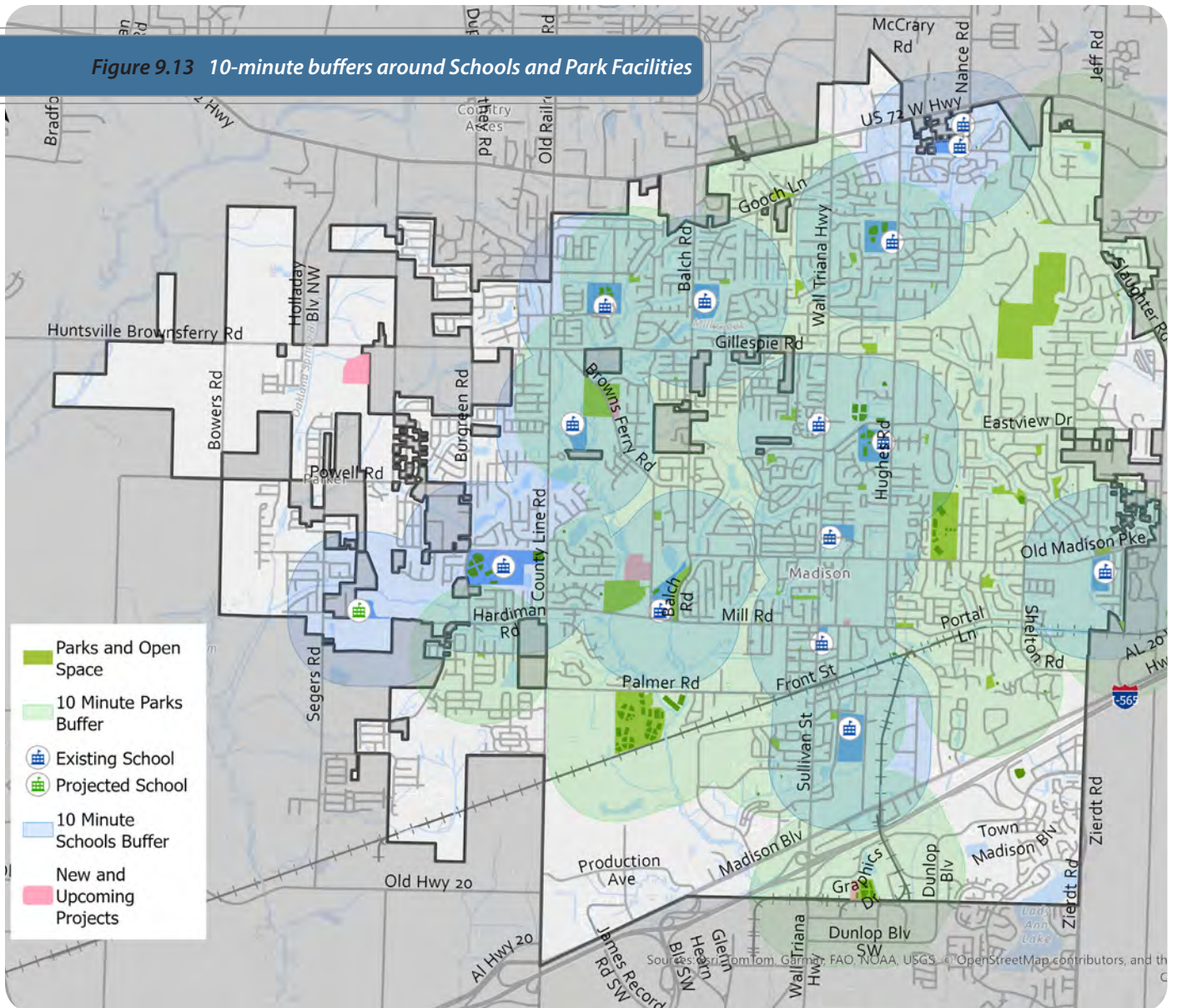
As part of the community input and engagement process, surveys were distributed, asking "What is the biggest challenge facing Madison in the next 20 years?"

**OUT OF 590 RESPONSES, THE FIFTH BIGGEST CONCERN FOR MADISON IN THE NEXT 20 YEARS IS THE LOSS OF OPEN SPACE.**

Through land acquisition and thoughtful enhancements to existing and future parks and amenity spaces, the City can reinforce that its parks and recreational programs are inclusive and reflective of the community's diverse makeup, providing accessible and varied opportunities for personal growth, health, and cultural expression. By embracing a broad definition of recreation, Madison will create a range of environments where all community members can enjoy the myriad benefits of well-designed, equitable, and inclusive public spaces.



**Figure 9.13 10-minute buffers around Schools and Park Facilities**



### Accessible and Connected PROS Networks:

Parks should be designed to be accessible to all, regardless of age, gender, or physical ability. Removing physical and social barriers to create a seamless network of open spaces, recreational amenities, and community facilities is one of the core tenants of this plan and a continued priority expressed by community members through the process. Actions taken to reinforce the 10-minute walk or bike radius between parks, schools, and neighborhoods, especially higher-density neighborhoods and those areas within Madison that are identified as receiving zones for additional mixed-use and residential development moving forward, will be critical as we look toward the Madison On Track plan horizon. Providing a variety of facilities and amenities that cater to different needs and interests, and facilitating safety through environmental design, providing clear wayfinding, implementing greenway, bikelane, and sidewalk connections will help support safe and equitable access. Expanding ADA accessibility throughout Madison's existing parks and recreation infrastructure is a must, to ensure residents and visitors of all abilities have access to these amenities. Taken together, this fosters a community where recreation is not viewed solely as an amenity but essential to daily quality of life for people of all ages and abilities. Madison's commitment to this connected network is a pledge to inclusivity and the belief that a truly vibrant city is one where access to public spaces is a universal gateway to community well-being.



### **Local & Regional Awareness:**

Madison should focus on amplifying the presence and appeal of its park systems both locally and regionally. Prioritization of the adoption of strategic branding, marketing, and community engagement initiatives to enhance the visibility and utilization of Madison's parks can help in this effort. By fostering a strong identity for Madison's green spaces, making them not only cherished local assets but also attractive destinations for visitors and drawing in a broader audience, the City can boost the cultural and economic vitality of the community, making its parks and recreational areas key components of Madison's identity and appeal.

### **Environmental Sustainability:**

Madison's existing and future park, recreation, and open space system offers a unique opportunity to conserve natural resources and nurture regional biodiversity through the integration of ecologically sound practices across all parks and open spaces focused on sustainable management and enhancement. Incorporating green infrastructure and low impact development practices to manage stormwater runoff, like Betts Springs, wherever possible, seeking opportunities for dual-purpose spaces, enhancing nature-based education programs and hosting eco-themed events to promote awareness, and establishing urban forestry standards that extend beyond the borders of Madison's park and recreation resources but contribute to the community's overall health and wellness are just a few opportunities that Madison should pursue to enhance the impact of PROS in Madison. This approach is about more than aesthetics; it's a strategic effort to balance recreational needs with environmental stewardship, ensuring that Madison's parks contribute positively to the city's overall ecological health and resilience.

### **Economic Sustainability:**

It is well-established that parks and recreational amenities can be leveraged as catalysts for local economic growth. Strategic investments in open spaces not only enhance their recreational value but also to bolster the city's economic health. Recognizing parks as key drivers for community development, Madison should continue to seek opportunities to create and expand vibrant, attractive spaces that stimulate local business, tourism, and investment. The city must also establish partnerships and engage the community in initiatives that ensure the long-term financial viability of its parks. This approach goes beyond mere maintenance, aiming to make these spaces integral to the city's economic fabric. Through thoughtful planning and community collaboration, Madison envisions its parks as sustainable assets that contribute to the city's prosperity while offering residents and visitors diverse and enriching experiences.

### **Maintenance and Preservation:**

The importance of anticipating and planning for ongoing care and enhancement of public spaces is a critical component of their success. Recognizing that the lasting appeal and utility of parks are grounded in their well-being, the City must commit to diligent maintenance and mindful stewardship, including not only the upkeep of parks, open spaces, and recreational facilities but also the preservation of natural and cultural assets within them. The focus must be on efficient, sustainable maintenance practices that ensure these spaces are safe, well-kept, and can evolve with evolving demand. The City's dedication to a holistic approach to park management ensures that maintenance is not just a routine task but a crucial element in sustaining the health and vitality of the Madison's shared assets. Additional capital and operational funding are needed to ensure all parks and recreation facilities continue to provide the level of experience that residents seek. A full range of funding needs includes day-to-day operations and maintenance costs as well as capital costs for replacing individual park and recreation amenities at the end of their life cycles, refreshing existing parks, and acquiring and developing new parks and recreation facilities in both growing and established parts of the city.



# CHAPTER 10: STAYING ON TRACK - MADISON'S PATH TO SUCCESS



## IMPLEMENTING THE COMPREHENSIVE PLAN

Implementation is critical to the success of any comprehensive planning effort, and the overarching goal of the *Madison on Track 2045 Comprehensive Plan* is to articulate the vision expressed by the community for Madison's future through a clear, concise, and achievable implementation strategy. The following pages outline policy shifts and project priorities in support of the community values developed over the course of this planning process.

This implementation strategy is focused on meaningful change and how best to accomplish this through actions that identify:

- Alignment with an established community value and associated goal;
- The importance, or priority level, of an identified project or policy;
- The time frame in which a project should ideally be accomplished or a policy enacted;
- Responsibility center for change as well as key partners whose collaboration and support will be critical to implementation success; and,
- Clear benchmarks by which to measure the action's progress and impact.

These elements allow stakeholders to account for what strategy should be undertaken first, by whom, in what approximate time frame, and provide a method by which to measure success.

The implementation of any plan is an incremental process, and *Madison on Track 2045* is no different. Some strategies will require policy changes to occur prior to any action, to lay the foundation for future project success. Financial resources and budgetary demands must be taken into consideration, as some implementation strategies may require more detailed study and significant financial commitment from a partnering source. Some recommendations will require the partnership, cooperation and action of local boards and commissions as well as buy-in and participation from private partnerships and nonprofit organizations. While the plan ultimately serves as a guide to all community members interested in advancing the quality of life in the City, policies and actions focus squarely on those activities that are within the City's ability to affect or control.

The implementation strategy is organized to align specific activities with the community-wide vision. The core planning principles derived from the public engagement and Advisory Committee process provide the framework upon which future policy recommendations and actionable strategies that will be necessary to move this plan forward.



## CORE PLANNING PRINCIPLES

- ① Retaining place.
- ① Expanding potential.
- ① Connecting people.
- ① Reinforcing identity.
- ① Embracing necessary evolution.

Goal statements furthering one or more of the above are organized under the most relatable planning principle in the matrix below, and policy change or actions required to meet the value established are further arranged under the most appropriate goal statement. This creates a clear relationship between principle, goal, and action and further reinforces the community vision from which the planning principles were derived.

The priority column describes the importance of a particular action, with one being the most critical to implement and three being less critical or dependent on a higher priority before starting. Where time frame is described, “immediate” indicates an action will begin within one year of plan adoption (but may take longer than one year to complete). A “mid-term” time frame indicates an action is expected to commence between one and three years of plan adoption, while a “long-term” time frame anticipates a start date of three years or more from the date of plan adoption. It should be noted that just because an action is identified as a high priority, this may not automatically correlate with an

“immediate” time frame based on necessary steps to prepare. In some cases, an action may require ongoing attention, and these have been identified accordingly.

As a working document, this plan is expressly intended to be evaluated routinely and updated regularly to measure progress of implementation. New actions or strategies may be incorporated as a result of new information or priorities coming to light, or as other actions are completed and effectively removed from the implementation matrix. It is also understood that actions identified below may be refined over time, to enhance their implementation or improve effectiveness. The *Madison on Track 2045 Comprehensive Plan* should be viewed as a living document, one that can evolve to meet the needs of the community even after adoption.



## COMMUNITY VALUE: RETAIN PLACE

<i>Goal Statement</i>	<i>Action</i>	<i>Priority</i>	<i>Time-frame</i>	<i>Responsibility Center</i>	<i>Measure of Progress</i>
Continue development patterns that support the quality and character of Madison's neighborhoods	Use guidance from plan placetype classifications to revise existing zoning districts to align with future placetype characteristics.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance and zoning map
	Develop architectural design standards for new residential development and redevelopment in Madison that supports the architectural features (porches, garage orientation, entrance, etc.) present within Madison's established neighborhoods. Specifically, look at regulating higher-density residential development in R-3/3A and R-4 zoning districts that align with MR, MRC, and NMU place-types.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance
	Consider use and adoption of building typologies as part of zoning code update, to better reflect housing types (duplex, triplex, ADUs, quad courts and townhomes, etc.) residents wish to see incorporated (and design regulated) in new and established residential neighborhoods.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance
	Map existing tree canopy in Madison and develop conservation standards for established neighborhoods and areas of redevelopment potential.	2	Long term	City of Madison Planning and Economic Development Public Works, Beautification and Tree Board	Tree canopy mapped and protections in place
	Evaluate the boundary of the Madison Station Historic District for possible expansion.	3	Midterm	City of Madison Planning and Economic Development	Updated Historic District Survey
Continue to monitor growth to maximize land use compatibility, ensure service delivery, and infrastructure needs	Develop a new residential development spreadsheet that tracks new annexation and projects in the context of the Comprehensive Plan Preferred Growth Scenario.	2	Ongoing	City of Madison Planning and Economic Development	Residential development spreadsheet in use
	Evaluate modification of the City's Growth Policy including an increase in the threshold for annexation to address land use compatibility and storm water concerns.	1	Midterm	City Leadership, Madison Planning and Economic Development	Updated Growth Policy



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Support a high-quality public education system while making provisions for future growth	Continue to monitor and pace growth in coordination with the School District.	2	Ongoing	City of Madison Leadership, School Board	Internal policy adoption
Reinforce the importance of park and recreational amenities to serve existing and future development	Encourage and, in some cases, require clustering as part of development approval, especially for development in zoning districts that align with MRC placetype designation.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance
	Create density incentives for open space dedication in all residential and mixed-use zoning districts.	2	Midterm	City of Madison Planning and Economic Development, Parks and Recreation	Updated subdivision regulations and zoning ordinance
	Align the park and recreation dedication required of residential development with the Placetype recommendations.	1	Immediate	City of Madison Planning and Economic Development, Parks and Recreation	Updated subdivision regulations and zoning ordinance
	Allow offsite land dedication as an alternative to onsite pervious land requirements (offsite offsets).	1	Immediate	City of Madison Planning and Economic Development, Public Works	Updated subdivision regulations, internal policy adoption
Support residents' desire to age-in-place through creative housing solutions that expand choice and opportunity	Consider allowing for alternative housing types (through a code update) in select areas of the city where the zoning can support additional, moderate infill density. Housing types could include accessory dwelling units (by-right), patio-style homes configured as duplex/triplex, or quadcourts, and lifestyle communities oriented toward supportive housing for aging in place.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance
	Work in collaboration with local and state agencies and housing groups to identify and prioritize the housing needs of senior and under-served residents in the community through the completion of a Strategic Housing Plan.	2	Immediate	City of Madison	Completion of Strategic Housing Plan
	Use the Strategic Housing Plan to prioritize locations for development opportunities that are close to healthcare and supportive services, near open space or park facilities, are served by transit, and have a complete pedestrian network.	2	Midterm	City of Madison Planning and Economic Development	Priority development areas memorialized in an update to this comprehensive plan.
	Establish design criteria of accessory dwellings in R-1, R-1A, R-1B, and R-2 zoning districts to minimize their impact on adjacent properties and neighborhood character.	1	Immediate	City of Madison Planning and Economic Development	Updated zoning ordinance



## COMMUNITY VALUE: EXPAND POTENTIAL

<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Support quality schools to serve existing and future populations	Continue to inform the School District of proposed projects that may impact school capacity or affect District facilities.	1	Ongoing	City of Madison Planning and Economic Development, School Board	Maintenance or improvement of School District metrics
Support quality healthcare facilities to serve existing and future populations	Continue to ensure sufficient land suitably zoned for health care facilities.	1	Ongoing	City of Madison Planning and Economic Development	Healthcare facilities are expanded as allowable uses in appropriate zoning districts
Maintain efficient public service delivery, including fire and emergency response	Support an update of the Madison County Natural Hazard Mitigation Plan (last updated in 2016) in accordance with the Disaster Mitigation Act of 2000, and require that proposed development within areas identified as natural hazards provide acceptable mitigation through the review process.	1	Midterm	City of Madison Emergency Response	Updated Natural Hazard Mitigation Plan
	Establish a review mechanism during the budget process by which to ensure adequate staffing is provided for fire, police, and emergency response as population growth occurs.	1	Ongoing	City of Madison Leadership, City Police, Fire, and Emergency Response	Review mechanism in place
	Relocate existing Fire Station #3 to the property on the southeast corner of Burgreen and Gillespie.	1	Midterm	City of Madison Facilities and Grounds, City Police, Fire, and Emergency Response	Fire station relocated
	Complete the addition of a Public Safety Annex (Fire and Police) in Town Madison, including Fire Station #4 and a Police Substation.	1	Immediate	City of Madison Facilities and Grounds, City Police, Fire, and Emergency Response	Completion of Public Safety Annex in Town Madison
	Develop a new fire station/police substation to serve the Madison community in order to enhance response time to the south west part of the city.	1	Midterm	City of Madison Facilities and Grounds, City Police, Fire, and Emergency Response	Construction of new fire station/police substation complete
	Convert Temporary Fire Station #4 into a joint training area and include a new animal control building.	2	Midterm	City of Madison Facilities and Grounds, City Police, Fire, and Emergency Response	Completion of Joint Training Area and Animal Control Building
	Evaluate need to augment community amenities, services and facilities, such as satellite book locker locations, as part of annual CIP process.	3	Ongoing	City Leadership, Huntsville/Madison County Library System	Community amenities evaluation incorporated in CIP process



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Reinforce and grow park and recreation amenities to serve a growing community	Prioritize acquisition of new land for parks, recreation, and open space within 1/2 mile of existing or proposed development.	1	Midterm	City of Madison Planning and Economic Development, Parks and Recreation	Internal policy adopted
	Incentivize non-residential development within 1/4 of a mile to an existing (or proposed) park by offering relief from standards.	2	Midterm	City of Madison Planning and Economic Development, Parks and Recreation	Updated zoning ordinance and subdivision regulations
	Develop a capital improvements plan specific to neighborhood parks maintained by the City, and prioritize maintenance and repairs to existing neighborhood parks (especially playground equipment) on a revolving annual basis.	1	Ongoing	Madison Parks and Recreation Department	Parks and recreation facility CIP developed and updated annually
	Launch a new Recreational Tourism Program in coordination with the Madison Chamber of Commerce and the Huntsville/Madison Convention and Visitors Bureau. Develop an action plan to promote tournaments, lodging, and local attractions.	2	Midterm	City of Madison Parks and Recreation Department, Madison Chamber of Commerce, Huntsville/Madison Convention and Visitors Bureau	Recreational Tourism Program established
	Create a committee comprised of representatives from Parks and Recreation, Facilities and Grounds, and Madison City Schools to coordinate on capital improvement needs regarding all facilities, including shared facilities with the schools. Establish a regular meeting schedule to coordinate capital improvement plans, scheduling and maintenance.	1	Ongoing	City of Madison Facilities and Grounds, Parks and Recreation, Madison City Schools	Committee established and meets regularly
	Identify neighborhood parks that can be removed from the City's inventory due to larger facility development and land acquisition.	3	Long term	Madison Parks and Recreation Department	Inventory updated
	Investigate potential for select neighborhood parks to be transitioned to a homeowner's association for ongoing maintenance and upkeep.	3	Long term	Madison Parks and Recreation Department	Inventory updated



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Reinforce and grow park and recreation amenities to serve a growing community (continued)	Evaluate all public facilities and programs under the City's jurisdiction for ADA accessibility, and prioritize improvements to promote accessibility through the CIP planning process.	1	Ongoing	City of Madison Facilities and Grounds, Parks and Recreation Madison City Schools	An ADA accessibility improvement strategy developed with respect to park improvement prioritization
	Update the Palmer Park Master Plan.	1	Immediate	Madison Parks and Recreation	An updated Master Plan is adopted, to guide redevelopment and improvement efforts for this facility
	Develop and implement a strategic plan for Madison Quarry in conjunction with Madison Utilities in order to maximize the value of this resource.	1	Immediate	Madison Parks and Recreation, Madison Utilities	Quarry preserved as a parks and recreation asset for Madison
	Continue to update the Parks and Recreation Action Plan annually, in conjunction with the CIP prioritizing maintenance and improvements across facilities	1	Ongoing	Madison Parks and Recreation	Action plan updated annually, in alignment with annual CIP process
	Plan for and implement Low Impact Development (LID) improvements planned for Rainbow Mountain and Betts Spring, to better manage stormwater infrastructure and serve as testing ground for similar improvements elsewhere in the parks system.	3	Midterm	City of Madison Parks and Recreation Department	LID improvements installed; policy expanded to other park and recreation facilities
	Complete a targeted feasibility study for all parks facilities to quantify demand for specific types of fields and facilities.	2	Midterm	City of Madison Parks and Recreation Department	Feasibility study complete
	Establish the "fee in lieu" option for development proposals, to enable the Park and Recreation Department to prioritize capital improvements made to existing facilities rather than acquire additional land for upkeep and maintenance.	1	Midterm	City of Madison Parks and Recreation Department	Fee in lieu option integrated and subdivision regulations updated
	Explore potential site for a future aquatic center in Madison (in addition to Dublin Park).	3	Long term	City of Madison Parks and Recreation Department	A more in-depth study completed with respect to future aquatics facility



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Plan for sidewalks and greenways as priority infrastructure	Maintain the City's Capital Improvements Program (CIP) and elevate sidewalk connectivity and eliminating gaps in the multi-modal network as a priority for annual maintenance and improvements. Incorporate sidepath, greenway, and sidewalk connectivity projects identified in Chapter 8.	1	Ongoing	City of Madison Public Works Department	City's CIP updated to include the greenway, sidepath, and sidewalk infrastructure recommendations identified in Ch. 8 of this plan.
	Prioritize (through the CIP process), fund, and complete the Priority 1 greenway, sidepath, and sidewalk connection projects within the City of Madison, as identified in Chapter 8 of this plan.	1	Immediate	City of Madison Public Works Department, Parks and Recreation, Engineering Department	Tie 1 greenway, sidepath, and sidewalk infrastructure improvements and additions completed
	Plan for and evaluate on an annual basis all Priority 2 greenway, sidepath, and sidewalk connection projects identified in Chapter 8 of this plan, as part of the annual CIP update.	2	Ongoing	City of Madison Public Works Department, Parks and Recreation, Engineering Department	City's CIP updated annually to consider Tier 2 project priorities
	Plan for and evaluate on an annual basis all Priority 3 greenway, sidepath, and sidewalk connection projects, as part of the annual CIP update.	3	Ongoing	City of Madison Public Works Department, Parks and Recreation, Engineering Department	City's CIP updated annually to consider Tier 3 project priorities
	Integrate Complete Street infrastructure policy recommendations in the next update to the City's Construction Specifications Manual for Public Improvements and Subdivision Regulations.	3	Long term	City of Madison Engineering Department	Updated Construction Specifications Manual for Public Improvements and Subdivision Regulations



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Understand growth's role in supporting community amenities and services	Update the current annexation policy to prioritize areas for annexation based on Madison's continued growth potential. The policy should prioritize land wholly surrounded by the city of Madison, followed by land necessary for infrastructure continuity, and finally lands within an established Key Opportunity Area	1	Midterm	City Leadership, Madison Planning and Economic Development	Annexation policy updated
Support economic development to expand job opportunities and goods and services for residents	Expand uses and incorporate characteristics identified by the NMU and CMU placetypes within the B-1 Neighborhood Business District and B-2 General Business District, and expand these districts' application throughout Madison, to align with the future placetype map.	1	Immediate	City of Madison Planning and Economic Development	Zoning ordinance updated and zoning map updates complete
	Reduce home-based business regulations to support flexible work formats that enhance the work-life integration of potential start-ups, young entrepreneurs, and millennials.	2	Midterm	City of Madison Planning and Economic Development	Zoning ordinance updated
	Remove hierarchical use structure within the existing zoning code, moving toward district-specific, context-aware permitted uses that differentiate commercial and industrial environments, improving attractiveness to potential investors. This includes transitioning away from permitted use lists that build upon lower intensity districts, instead favoring an updated and consolidated use table.	1	Immediate	City of Madison Planning and Economic Development	Zoning ordinance updated
	Extend infrastructure to support property zoned for industrial activity.	1	Immediate	City of Madison Engineering Department	Prioritized as part of the CIP process



## COMMUNITY VALUE: CONNECT PEOPLE

Goal Statement	Action	Priority	Time-frame	Responsibility Center	Measure of Progress
Enhance all network facilities in order to safely and efficiently move people to and through Madison by car, on foot, and by bike	Ensure that infrastructure improvements and maintenance are prioritized and funded through annual evaluation of the City's CIP.	1	Immediate	City Leadership, City of Madison Engineering, Public Works Department	Infrastructure improvements recommended by this plan adopted and prioritized as part of the CIP
	Pursue and prioritize funding for the installation of multi-modal infrastructure as part of the annual CIP evaluation process.	2	Midterm	City of Madison Engineering, Public Works Department	Infrastructure improvements recommended by this plan adopted and prioritized as part of the CIP
	Integrate mobility standards in the zoning ordinance to address the transportation needs of residents by requiring sufficient and appropriate vehicular, bike, pedestrian, and transit infrastructure wherever development or redevelopment occurs	1	Immediate	City of Madison Planning and Economic Development	Zoning ordinance updated
Improving road infrastructure to further connectivity, reduce congestion, and support future growth by creating a more functional transportation network	Incorporate the street connection and capacity project priorities identified in Chapter 8 of this plan within the City's CIP. and complete the following street capacity improvement projects:	1	Immediate	City of Madison Engineering and Public Works Department	Infrastructure improvements recommended by this plan adopted and prioritized as part of the CIP
	Prioritize and complete construction of Tier 1 and 2 street connection and capacity improvement projects identified in Chapter 8.	2	Midterm	City of Madison Engineering and Public Works Department	Tier 1 and Tier 2 projects completed
	Prioritize and complete construction of Tier 1 and 2 intersection improvement projects identified in Chapter 8.	2	Midterm	City of Madison Engineering and Public Works Department	Tier 1 and Tier 2 projects completed
	Align future infrastructure connectivity and capacity needs for areas outside of Madison, identified in Chapter 8, with the priority areas established by the annexation policy.	2	Long term	City Leadership, City of Madison Planning and Economic Development, Engineering	Annexation policy adopted with future infrastructure priorities in mind
	Develop a city access management plan to reduce congestion and ensure quality transportation infrastructure.	1	Immediate	City of Madison Engineering Department	Access management plan in place
	Prioritize recommended street improvements to serve property zoned for industrial activity with insufficient access.	1	Immediate	City of Madison Engineering Department	Prioritized as part of the CIP process



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Expand mobility and reduce congestion by adding sidewalk, greenway, and bike lane connections in key locations, especially those that promote safe routes to schools.	Prioritize (through the CIP process), fund, and complete the Priority 1 greenway, sidepath, and sidewalk connection projects within the City of Madison, as identified in Chapter 8 of this plan.	1	Immediate	City of Madison Public Works, Engineering, Parks and Recreation Departments	Tie 1 greenway, sidepath, and sidewalk infrastructure improvements and additions completed
	Plan for and evaluate on an annual basis all Priority 2 greenway, sidepath, and sidewalk connection projects identified in Chapter 8 of this plan, as part of the annual CIP update.	2	Ongoing	City of Madison Public Works, Engineering, Parks and Recreation Departments	City's CIP updated annually to consider Tier 2 project priorities
	Plan for and evaluate on an annual basis all Priority 3 greenway, sidepath, and sidewalk connection projects, as part of the annual CIP update.	3	Ongoing	City of Madison Public Works, Engineering, Parks and Recreation Departments	City's CIP updated annually to consider Tier 3 project priorities
	Identify Safe Routes to School infrastructure projects as priorities within the CIP, and seek state and federal funding to support their completion.	1	Ongoing	City of Madison Engineering	Safe Routes to School projects prioritized in annual CIP evaluation and update
	Identify bike/ped infrastructure that fails to meet ADA accessibility requirements (specifically crossing and crosswalks), identify as priorities within the CIP and seek state and federal funding to support their completion.	1	Ongoing	City of Madison Public Works and Engineering Departments	ADA accessibility improvements prioritized in annual CIP evaluation and update



## COMMUNITY VALUE: REINFORCE IDENTITY

Goal Statement	Action	Priority	Time-frame	Responsibility Center	Measure of Progress
Create inviting spaces that define and enhance Madison	Develop a beautification program in collaboration with local business organizations and business owners.	3	Long term	City Leadership, Beautification and Tree Board, Chamber of Commerce	Beautification program established
	Adopt standards for outdoor seating in the zoning code for all commercial and mixed use zoning districts.	2	Immediate	City of Madison Planning and Economic Development	Zoning code updated
	Create a Tree Canopy Preservation Program, and apply requirements to all future development and redevelopment actions.	3	Long term	City of Madison Planning and Economic Development, Beautification and Tree Board	Tree Canopy Preservation program developed and implemented through updates to zoning and subdivision review requirements
Prioritize and improve the entrance experience to better announce arrival into the city and clearly set Madison apart from its surroundings	Use gateway signage and design to brand Madison and set it apart from the region.	2	Immediate	City Leadership, City of Madison Planning and Economic Development	Gateway signage implemented
	Incorporate corridor-appropriate landscaping standards for median plantings in the zoning and development regulations	2	Immediate	City of Madison Planning and Economic Development, Engineering Department	Zoning code updated to include landscape requirements specific to corridors
Invest in redevelopment opportunities that promote the quality and type of growth and development Madison residents would like to see	Focus retail recruitment on neighborhood-scale retail, specialty grocers and shops, and other small businesses in historic downtown Madison.	1	Ongoing	City of Madison Planning and Economic Development	Continued private investment in downtown
	Improve the B-3 General Business zoning district to include a broader mix of uses and site design standards to promote higher densities and more attractive redevelopment. Consider rezoning portions of the Madison Boulevard corridor in alignment with the CMU placetype designation and associated changes to the B-1 and B-2 zoning districts	1	Immediate	City of Madison Planning and Economic Development	Zoning code updated
Better defining Madison's "character" and requiring future development to reflect this ideal	Develop architectural design standards for new development and redevelopment in Madison that support and enhance the character of development the city wants to see, specifically within commercial and mixed use districts that align with NMU, CMU, and CC placetype designations.	1	Immediate	City of Madison Planning and Economic Development	Zoning code updated



## COMMUNITY VALUE: EMBRACE NECESSARY EVOLUTION

<i>Goal Statement</i>	<i>Action</i>	<i>Priority</i>	<i>Time-frame</i>	<i>Responsibility Center</i>	<i>Measure of Progress</i>
Understand the physical and financial implications of continuing to apply a uniformly suburban development pattern	Use guidance from plan placetype classifications and the development of building typologies to revise residential and mixed-use zoning districts to meaningfully accommodate accessory dwelling units, cluster developments, missing middle housing, neighborhood-scale retail, and multi-family residential uses where appropriate.	1	Immediate	City Leadership, Planning and Economic Development	Fewer challenges to higher density development by the public
Incorporate appropriate mixed uses, medium density residential development, and creative solutions to address future growth anticipated in and around Madison, especially in new development	Require zoning districts that align with the MR and MRC placetype incorporate a minimum of two different types of housing (through establishment of building types).	1	Immediate	City of Madison Planning and Economic Development	Zoning code updated
	Proactively rezone properties from business zoning districts to mixed-use districts based on the placetype categorizations and Key Opportunity Areas proposed in plan.	1	Immediate	City of Madison Planning and Economic Development	Zoning code updated, zoning map amended
Prioritize the redevelopment of underused and out-of-date commercial corridors	Develop and adopt building types and design standards for mixed-use zones.	1	Immediate	City of Madison Planning and Economic Development	Zoning code updated
	Ensure that adaptive reuse is not prevented or discouraged through unnecessary zoning restrictions or building regulations.	2	Immediate	City of Madison Planning and Economic Development, Public Works	A comprehensive assessment of the zoning, subdivision, and building code completed
	Encourage the adaptive reuse of older buildings by developing an inventory of existing vacant or out-of-date buildings and identifying appropriate uses and updates.	3	Long term	City of Madison Planning and Economic Development	Building inventory complete
Explore technology advancements and their impact on future growth in Madison	Evaluate the zoning code for opportunities to incorporate EV charging stations, especially in Madison's public places (parks, government buildings, etc.)	2	Immediate	City of Madison Planning and Economic Development	EV standards and incentives adopted in the zoning and development code



<b>Goal Statement</b>	<b>Action</b>	<b>Priority</b>	<b>Time-frame</b>	<b>Responsibility Center</b>	<b>Measure of Progress</b>
Seek partnerships in support of public transit opportunities to connect Madison residents to regional employment centers and transportation hubs.	Participate as a stakeholder and collaborate with ALTrans and Huntsville Transit on ongoing bus rapid transit (BRT) and commuter van service plans for the Madison Boulevard corridor and surrounding areas.	3	Long term	City of Madison Planning and Economic Development, Engineering Department	Participation in regional transit conversations accomplished
	Require development along BRT and other identified transit routes to incorporate bus stops and pull-outs in support of transportation alternatives.	3	Long term	City of Madison Planning and Economic Development, Engineering Department	Zoning code and subdivision regulations updated
Seek to effectively explain the relationship between the amenities and resources valued by residents that have resulted from growth over the last twenty years, and engage the public in decisions necessary to support expanded and additional value-adding amenities.	Conduct a community survey on priority amenities, services, and infrastructure-specific needs in conjunction with the City's CIP update.	2	Annually	City of Madison Leadership	Survey created and distributed annually, to inform the annual CIP process



## MAINTAINING AND UPDATING *MADISON ON TRACK 2045*

It is recommended this plan be reviewed annually to assess its implementation progress and measure ongoing success. Best practice indicates a comprehensive plan is most effective when updated every five years, with a maximum timeframe of ten years in between updates. This timeframe allows the community to evolve under new policy and project priorities while simultaneously evaluating for changing conditions, technologies, evolving market and economic realities, and other opportunities that arise. The community's vision and core planning principles may remain intact through a comprehensive update down the road; however, it is productive to revisit these elements with key stakeholders and the public as population demographics in Madison continue to change. Lower priority implementation strategies will require reconsideration, as policy is changed, projects are completed, and the planning landscape shifts.

From time to time it may be necessary to make zoning decisions that appear to be in conflict with the Future Placetype Map included in this plan. A site previously identified for a community facility may need to shift, the borders of a place type necessarily grow or shrink, or growth and development patterns naturally dictate that one placetype designation is more appropriate as another. The Future Placetype Map should be viewed as a guide and not a mandate. To the extent possible, it should be followed, but when circumstances dictate otherwise there are a few guidelines for change that the City should follow.

### **Guidelines for Changes of the Future Placetype Map**

- 1) New place type applications must be consistent with the fiscal goals of the City and the ability of service providers and infrastructure, including schools, to accommodate increased demand due to a change in land use, project density, and current level of service.
- 2) Expansions to what is shown for the Suburban Single-Family placetype are discouraged. There is currently a significant amount of this placetype in Madison.
- 3) The desirability of applying a new placetype to any area, especially those prioritize through annexation, will be determined based on street type, access, surrounding placetypes, and the need for more of a particular placetype than is shown, as determined by the City.
- 4) Where smaller pockets of the Rural & Transitional placetype contain no agricultural uses and are adjacent to urbanizing areas, it may make sense for them to transition to a more urban place type. Appropriate placetypes for consideration include any covered by this plan except Suburban Single-Family.
- 5) Changes to the Park and Natural Area placetype should be discouraged except for small adjustments needed as determined by the City during the rezoning process.
- 6) Changes to the location of facilities such as schools or public safety stations are permitted based on service area, land availability, and access as determined necessary by the City.
- 7) Changes to the Industry placetype that would reduce the amount of land available for industrial development are discouraged.





## **Environmental Focus Group February 1, 2022 at 2:00 p.m.**

- 1. What is the city's greatest environmental challenge? Why?**
  - Growth, managing and keeping up with erosion and stormwater
  - Getting support for land set asides for stormwater ponds, green infrastructure
  - Changing permit requirements: EPA and ADEM
  - Density—more water use
  - Lack of city personnel dedicated to environmental management
  - Considerable funds have been spent by service providers over the past 8 years dealing with inflow and infiltration (I&I)
  - Would like to have a permitting process for all utilities working in the city
  - High groundwater table
  - Balancing growth with green space (undeveloped buffers—Land Trust can help)
  - Arsenal concerned about Bobcat Creek—runoff from city threatens it
  - The city doesn't have a good way to fund greenway expansions
- 2. What is the city's greatest environmental asset? Why?**
  - Bradford Creek Greenway
  - Land Trust preserve
- 3. Are there coordination issues between the city and neighboring cities or county, state, or federal agencies concerning protection of assets or enforcing regulations?<sup>1</sup>**
  - They have developed relationships with surrounding jurisdictions related to water and sewer
  - Madison serves all the way to the TVA power lines to the west
  - The Arsenal has a good relationship with the city
  - Coordination needs to happen among the people doing the work, not just the political leaders
  - City needs to do a better job meeting its neighbors to gain cooperation (individual property owners)
- 4. If Madison could only do one thing to protect or improve its environmental resources, what would that be?**
  - Stop growth
  - Annex—developers developing land in the county are impacting the City but the City has no control over what they do
  - Sewer is \$200-\$250 per foot. Currently there are public streets without sewer. Leaky septic tanks are a problem.
- 5. Are there archeological or historic sites that need to be accounted for in the plan? What are they?**

1. Triana enacted growth limits for single family subdivisions and strict limits on multi-family projects in 2021, and a moratorium on large scale development projects was enacted in June 2022.



- Unmarked graves off Balch on city property and one on/off Hughes—having to reroute water/sewer lines
- 6. Does the city currently protect its environmental and archeological/historic assets? If so, how? If not, why, and what recommendations do you have for their protection?**
- Stormwater, but need more protected green space
  - Protected green space is a huge economic benefit; this is often not considered
  - City has mapped floodways for unregulated creeks/streams (non-blue line)
- 7. Other issues?**
- Arsenal is working with TARCOG to update the Joint Land Use Study — mainly heights
  - Past crop-dusting of airfield; possible brownfield
  - The city has a tree ordinance
  - City engineering plants trees to meet MS4 requirements and public works cuts them down because people complain about grass
  - Madison Rotary is planting pollinator gardens
  - There's not a lot of disclosure regarding constraints on land due to floodplain, easements, etc.
  - Info on urban run-off low impact development available on EPA website

**Attendees:**

- Sharon Thompson - OMI, Inc.
- Jesse Wheat - OMI, Inc.
- Andy Prewett – Land Trust of North Alabama
- Mark Bland – Madison Utilities
- Emory DeBoard – Madison Utilities
- Jason Leggett – Madison Utilities
- Jake Roth – Redstone Arsenal Planning
- Gina Romine – City of Madison, ADEM Compliance

**Invited but unable to attend:**

- Eduard Morgan, City of Madison
- The Sierra Club
- Tennessee Riverkeeper
- Geo Solutions, LLC





## **Schools and Education Focus Group**

**February 1, 2022 at 3:30 p.m.**

### **1. How would you characterize the quality of schools in Madison?**

- Superior ratings. 46<sup>th</sup> best in the country, top 5 in the state.
- Been around about 23 years; a young school system
- Enrollment is 12,500
- Average 400-500 new students per year
- Strong/educated community
- Tax base is very limited, ad valorem
- High concern for funding
- Schools have their own taxes or portions thereof
- Calhoun has a large campus just down the road; offers dual enrollment
- Demand for job training for next 20+ years; vocational technology
- College enrollment is 8,750 students
- Parent involvement and education level is high
- 70% of voters voted to raise taxes by 12 mils two years ago to build new schools
- 70% go to 4-year college; the rest go to community college, workforce, or in the military
- 86 different languages spoken in the school system
- Triana presents a challenge because they attend Madison City Schools; was part of the consent decree.
- No control over Triana's growth!
- School board is appointed by council

### **2. Are there specific school programs that are particularly noteworthy?**

- Over 30 AP courses; high-level and rigorous
- 10 hands-on career tech programs – technology and health sciences are high priority
- Dual-enrollment programs—200 in Calhoun and others at UAH
- 25% score 30 or greater on the ACT

### **3. What are the threats now and in the future?**

- Growth—numbers pre and post COVID
- With COVID education is looked at in a different way; parents are more open to virtual learning; they have a virtual academy
- There was a cycle of purchase/rent based on school attendance, but COVID changed some of that; some parents want to stay with virtual learning
- There are 3,000-4,000 homes not yet built but entitled, building about 500 homes per year
- There are .47 kids per rooftop
- People move to Madison for the schools. Thousands of homesites committed—can handle this with school expansions already planned



- Already having to plan the next Elementary school - on west side
- Still having to pull students from west to east to balance socioeconomics
- Every school in the system is a Grade A school
- Plans include 1 new elementary, rooms for 500 at the High School, rooms for 500 at Bob Jones

**4. What are some of the mobility issues impacting students and how might these be addressed?  
What percentage of students walk or bike to school?**

- Many parents would like for their kids to walk to school; there are walkers now
- There has been some encouragement for walking and biking but nothing formal
- County Line Road is a challenge for walking and biking; but some do
- James Clemens has a lot of walkers and there are dedicated pathways
- Biggest challenge is street design—there are few connections for alternative motorized routes

**5. Other issues?**

- They have leveraged growth in one place to get a reduced price on a school site
- The City and schools interact over growth matters. Regulate school growth vs. addressing the number of bedrooms

**Virtual Roundtable Follow-up Discussion (March 1, 2022 at 5:30 PM via Zoom)**

- Madison has exploded in terms of development
- Schools and Education
  - Madison's relationship with Triana is challenging
  - Triana now has a comprehensive plan, hadn't had one since 1968 (specific to schools?)
    - Has around 6,000<sup>2</sup> students, City of Madison has nearly 18,000 (check this number)
    - The term "negatively impacting" is inaccurate – cannot be discounted, does have an impact, price that homeowners will pay for a home in Triana is much lower than in Madison
      - Median price of a new house in Triana is between 300-400k
  - Biggest hurdle related to Madison City Schools is the ability to grow as a City, which impacts the ad valorem (property tax) and its ability to cover cost of growth and impacts to the school district
    - This was a big issue years ago when the Westside Master Plan was adopted –the City was adding rooftops and not keeping up with the cost of the rooftops
    - Need to raise property and sales taxes to pay for schools
  - New middle school – serving all neighborhoods
  - Impact fees for schools must be done as an amendment to the state constitution, only one County has done it

**Attendees:**

- Dr. Ed Nichols, Superintendent
- Eric Terrell, Assistant Superintendent
- Demetria Freeman, Horizon

<sup>2</sup> Total number of Pre-K through 12 grade students from Triana for 2024/2025 is actually 1,090.



- Dr. Bryan Clayton, Principal, James Clemens High School
- Patricia Batchelor, Parent Teacher Association (PTA)
- Jimmy Hodges, Calhoun Community College
- Luis Ferrer, School Board Member

Invited but unable to attend:

- Jamie Hill, Principal, Discovery Middle School
- Tim Holtcamp, School Board President
- Dr. Georgina Nelson, Principal, Heritage Elementary School
- Quincy Bowie, student
- Cameron Cummings, student





**Neighborhoods Focus Group  
February 1, 2022 at 3:30 p.m.**

**1. Where do you live in Madison? If you chose to live in your neighborhood, why did you make that choice?**

- Heritage Plantation, largest neighborhood in Madison
- Bradford Farms
- Abingdon
- Cedar Springs Place
- Cedar Springs Station HOA
- Edgewater
- Hill Chase Association

**2. What characteristics of your neighborhood do you like/appreciate most? Are there characteristics you would change?**

- Size (619 homes in Heritage Plantation) of neighborhood, amenities – pool, gyms, lakes, wildlife refuge, development is 22 years old, looked for a year and a half for a home in Madison, inviting, friendly environment
- Challenge – keeping up with the growth, streets, schools
- Main attraction – lake in Edgewater (600 homes, split between Madison and Huntsville), established neighborhood (built in the 1990's)
- Bedford Farms, Rainbow School, Bob Jones, drives market demand due to proximity to schools
- James Clemens School, Limestone County side
- Cedar Springs Station – attraction of not having to go through school zone or church zone

**3. Are neighborhoods well connected to parks and retail for walking and biking?**

- Neighborhoods abutting Bob Jones, 4-minute bike ride, many students in Heritage Plantation walk to school
- New families, young families, 2-5 kids
- Corner of Hughes and Eastview, crosswalk removed due to construction

**4. General discussion:**

- Housing options are needed beyond young families, smaller homes in same neighborhoods, proximity to hospital – an example of this is Belmont (along County Road), allows residents the ability to downsize but stay in Madison
- Safety aspect is key, residents know the politicians, mayor, have access to elected officials, live in the neighborhoods together, have influence and representation
- Wish everybody (else) would leave!
- Arsenal was a big draw in terms of proximity; responsible for approximately 70% of jobs in Madison – traffic congestion and back-up
  - Redstone Arsenal – what % of tenants will come back, in-person? Will tele-working continue? Brand new FBI building



- Hughes Road serves as a community “hub” – from City Hall to Bob Jones, approximately; Dublin Park “hub” exists on the east as well
- Growth = traffic; north/south connectivity okay (but congested), the City hasn’t really looked into improvements or adequate east/west connections
- City made big mistake in building Hughes Road, repeating same mistake on Sullivan, challenge of having no sidewalks along major thoroughfares
  - Smart thing – widened County Line Road before anything was ever built on it – pre-planned for development capacity
  - Why weren’t Sullivan, Hughes, or Wall Triana widened? Financial constraints
- Growth is going to happen, more you can control as the City of Madison, the better off you’ll be (in reference to annexation)
- Differences in traffic patterns pre and post pandemic
- Trash Panda ballpark off-ramp needs completion
- Huntsville annexation surrounding Madison, understand the historical implications, need to be part of conversation/include City of Huntsville at the table
- James Clemens immediately went to 7A rating once built
- Transportation management is an issue, not just insufficient infrastructure
- Better working relationship between the City and the School district – need better overlap between the two entities
- (Road) construction projects taking too long
- Annexation of land, infused growth, influence over services and facilities
- Smaller schools desired, smaller class sizes
- Shine is starting to wear off on Madison – growth is TOO good, work-from-home contingency wants to live further from the City, 40% of workforce would move if untethered
- Potential (future) high school location near Clifts Farms north of Highway 72
- Engineers and teachers are frugal! Higher-end business do not thrive in Madison
- Environment, wildlife, road kill – developers not creating usable greenspace in new subdivisions
- Downtown has not changed, questionable expenditures on Short Street, apartments have ruined downtown
- Too many police?

**Attendees:**

- Greg Williams, Cedar Springs HOA
- Kevin Barnes, Cedar Springs HOA
- Hal Earnest, Hillchase Neighborhood Association
- Kaye Goldthorpe, Heritage Plantation
- Kathy Offutt, The Cedars HOA
- Paul Hurst, Bradford Farms HOA
- Aubteen Pour-Biazar, student at Bob Jones High School
- Drew Crocker, student at Bob Jones High School
- Bebe Oetjen, Madison resident
- Madison Shaw, student at John Clemens High School



- LeAnne McGee, Edgewater
- Tom Mankoski, Ashbury

**Invited but unable to attend:**

- Dennis Vaughn, Madison resident, Downtown





**Madison Planning Commission  
February 1, 2022 at 5:30 p.m.**

**1. How effective do you feel past planning efforts been in Madison? Do you feel the previous comprehensive plan and 2010 Growth Plan have been effectively implemented?**

- Need to watch out on the West Side, Limestone County
  - East side of the City pretty well-developed
  - West Side Master Plan designated spaces for parks and recreation facilities, did not come to fruition
    - End of Kyser Road, perfect for a soccer complex, developer offered some road connections and council caved
  - Parks and recreation needs – too many kids/people, too few facilities
    - Westside was envisioning a complex for soccer, specifically – property identified is now being developed for residential use
    - Still high demand for additional recreational opportunities; the City has been working on additional greenways trails and connections
      - When a subdivision comes in for approval, the Commission looks at connectivity as part of the development proposal, particularly in east/west connections
      - City almost has to buy recreational land from developers to make it worthwhile
      - Palmer and Dublin Parks – donated by TVA
- Need to be more vigilant on preserving/constructing park space, as agricultural land gets developed

**2. What has gone right with past plans?**

- Efforts in Downtown – getting Martin Street improved, The Avenue apartments, new outdoor stage and venue (in warehouse buildings)
- Back in the day, Madison and Huntsville fought like cats and dogs
  - Annexed every intersection between Huntsville and Madison
  - Plan needs to appreciate what Huntsville has to the west of Madison (70,000 people and 20,000 jobs anticipated)

**3. What are some of the opportunities and challenges faced by Madison?**

- Major driver of growth is north Alabama, not simply the school system
- Barnett's Crossing – mixed product type, single family detached residential, patio homes/cottage homes
- Not enough opportunity to downsize – Belmont Place is the closest thing to this concept, and Madison is really lacking in this type of housing (generally)
- Commercial is so critical, mom and pop businesses come and go, struggle to sustain, no place for people to really go and shop

**4. What should this plan consider going forward?**

- Placetype characteristics in the Westside Master Plan were good



- There is too much single-family development, property tax does not cover city services necessary to provide to this type of housing
- Need to think of other development types such as mixed residential, cluster zoning, etc.
  - Recent apartment approvals represent a shift in product type
  - Would like to assess how much and of what product type/square footage is needed moving forward, to combat data vs. perception
  - Need to look at the number of students coming in from Triana and how this impacts the school district
- Hard for public service providers (teachers, police, fire) to live in Madison; housing affordability is an issue
  - Shifting demographics in young family dynamic – couples, smaller households vs. large families
  - Town Madison is focused on this shifting demographic
  - How we work and live is changing based on current conditions, Covid, personal priorities, demographics
  - Plan shouldn't think about things "going back to normal"; things like virtual learning may be the new normal

#### **5. Any challenges to keep in mind?**

- Confusion over City boundaries, even for residents
  - Receive a lot of tax payments from people who think they live in Madison
- Whole town was built on farm roads; retrofitting transportation network will be a challenge
- Want to see more mixed-use and cluster development
- Need to study the ratio of apartments to single family detached housing
- Need senior housing and more affordability!

### **Virtual Roundtable Follow-up Discussion (March 2, 2022 at 5:30 PM via Zoom)**

- West Side Master Plan, Comprehensive Plan
  - Documents are used for guidance, staff reviews as part of their report to the Commission
- If zoned for residential, developer basically gets what they want
  - If coming into the City, more negotiation
  - Challenge is when development occurs within close proximity to City limits, within service range, school districts, etc., and the developer chooses to build in the County so they don't have to bother with City (regulations, taxes, fees, etc.)
  - County has regulations but it feels like you can do whatever you want
- Examples of good development that implements the plan
  - New large development under consideration on the West Side, 300-400 houses, incorporates a school, adds park space, adds east/west connectivity
  - Town Madison has been a good example, has contributed additional tax base
- Madison is boxed in, growth will stop at some point, not much land left to develop
- Traffic is a concern
  - No good east/west connectivity
  - Decent north/south connectivity but many roads need to be improved, widened
  - More greenways, more sidewalks needed, want to see more of this (Commissioners look specifically at greenway plans when reviewing development proposals)



- Can use leverage and negotiate actual construction of greenways when a developer comes in for annexation; have less ability to require greenway construction when developing somewhere that's already zoned for residential
- Look at connectivity to the Singing River Trail, as well as the Indian Creek greenway
- Personal anecdote: left at 6 AM on to head west on Highway 72 and experienced traffic until west of Greenborough, much heavier in and around Madison
- Development Pressure
  - Housing prices are skyrocketing, pricing many people out of the Madison market, especially younger families
  - Hit the brakes a few years ago
  - Construction of James Clemens High School; implemented a ½% property tax to help fund the new school
  - Tailoring some development toward older adults, testing the water to preclude children, smaller lots; senior housing development has been controversial
  - Newbies, everybody wants Madison to be like where they came from (very cosmopolitan area, referred to as the Redneck Silicon Valley)
- Schools study (review)
  - Looked at houses that exists, are under construction, potentially available – projected growth of 500+ students
  - Growth Policy is not dead, not being followed as closely as in the past
  - Study determined the need for two additional schools to handle growth at the time; will need a new grammar school soon
- Huntsville Growth Study
  - Greenbrier
  - Madison expansion of Capshaw, north of Highway 72
  - Improvements to Madison Boulevard would release a lot of pressure on Highway 72 and add throughput along a crucial corridor
  - More traffic circles needed, better coordination of traffic signals
  - Opportunity to tap into transit projects the Huntsville MPO is working on
  - Need to be careful to observe where land is inside the City or outside City (in the plan)
- Specific opportunities for E/W connection
  - North/south access connecting Balch Road from Mill to Palmer Park, connection to recreation facilities and ball fields
  - Royal and Westchester connection to County Line Road, pretty lake to preserve, could be open space potential there
  - Realignment of Production Avenue/Old Highway 20 to serve future Toyota/Mazda second tier suppliers
  - Master plan for greenway along RR line, through Palmer Park (to the north), connect to existing greenway along Mill Creek
  - Maceille to Halsey connected through development (City funded, less than ¼ mile of road)

**Attendees:**

- Carmelita Palmer
- Michael Potter
- Terri Johnson
- Steve Ryder



- Cameron Grounds
- Troy Wesson

**Invited but unable to attend:**

- Stephen Brooks
- Cynthia McCollum
- John Seifert





## **Intergovernmental Coordination Focus Group**

**February 2, 2022 at 9:30 a.m.**

- 1. What is the current level of coordination between the city, its neighbors, the region, and the state?**
  - Improving, collaboration is happening
    - Primarily in economic development projects
    - Huge increase in Huntsville/Madison County Convention and Visitors Bureau (CVB) coming to the Madison Chamber
  - Madison finally told the truth and said it couldn't be autonomous
  - Madison participates (has been invited to sit on) various boards
  - There was a discussion about having to have a regional land use plan, but everybody decided to address transportation and other issues like that as surrogates
  - Chamber, MPO provide some level of coordination
  - The RPO is under TARCOG and will begin working with rural areas and small towns
  - Not enough coordination with Triana
  - No coordination with the airport—need that
- 2. What is the most significant roadblock to effective coordination?**
  - Madison has had limited funds to throw at projects so they've been left out. However, that is changing.
  - Trust has been a problem in the past, but that is changing too
  - Had to sue Limestone County to address the taxing issue related to schools; working with them is still a problem, but their relationship is getting better every day
  - Madison County and Limestone County don't work well together and that creates problems for the city
  - Committee of 100 – organized around amenities
- 3. In your own words, why should Madison be concerned about intergovernmental coordination?**
  - Managing growth takes cooperation and coordination
  - Transportation—currently working on a regional transit study
    - Highway 72 as a bus rapid transit (BRT) corridor
    - Madison Boulevard
    - HDR and Calthorpe working on the study
  - Workforce development and growth
  - Don't want to outgrow infrastructure
- 4. If you could change one relationship regarding intergovernmental coordination what would that be? Why? How would you do that?**
  - Stronger relationships with utilities, although their relationship with Huntsville Utilities is good



**5. Other issues?**

- Need to build relationships with Mooresville and Triana

**Attendees:**

- Paul Finley, City of Madison
- Steve Smith, City of Madison
- Dennis Madsen, City of Huntsville
- Phoenix Robinson, TARCOG
- Erin Tidwell, TARCOG
- Marley Hix, TARCOB
- Brenda Bushman, business owner, Chamber, BOA

**Invited but unable to attend:**

- Steve Haraway, Madison County
- Jason Black, Limestone County
- Erin Koshut, Huntsville Chamber of Commerce
- Kathy Martin, City of Huntsville





**Parks, Recreation, and Greenway Focus Group  
February 1, 2022 at 1:30 p.m.**

**1. How has the 2014 Parks and Recreation plan been implemented?**

- A lot has changed, needs have changed, implemented about 20% of the plan since adoption. Recreation campus would have included aquatic and basketball facilities, not funded at last minute; would have been next to Madison Stadium.
- Not enough facilities, especially on west side
- Greenways and trails have been developed, need better E/W connection
- New downtown park recently completed, including amphitheater; first event held in December
- Westside park was developed as residential instead

**2. What facilities are most needed, and where?**

- All facilities are over-capacity
- Softball facilities, soccer, football fields; can also generate income with tournaments
- Basketball facilities are overbooked, not enough room for spectators
- Don't have adequate space for swimming, aquatics

**3. Are there areas or facilities that are under-utilized in Madison for recreation, and why?**

- No

**4. Are there opportunities for better east/west greenway connectivity we should be aware of?**

- Mill St.
- Along railroad to connect to Downtown

**5. What about natural/passive open space that is accessible?**

- Rainbow Mountain logged record visitation since pandemic; issues with parking, traffic
- Quarry could be good passive trail area; not sure who owns now
- Land Trust looking for new properties

**General Notes on Discussion:**

**Land Development:**

- Some developers approach the Land Trust looking to donate property; not as much lately; property more expensive
- Many neighborhood parks are unusable spaces; changed regulations to only accept good properties
- Looked at impact fees to fund upgrades

**New Facilities:**

- Recreational programs - swimming at capacity, turning away kids



- Palmer Park could use updating for softball, parking; first phase was completed, 2<sup>nd</sup> and 3<sup>rd</sup> phase waiting for funding; built in 80's, needs updating; holes and maintenance due to fields not built right, getting overplayed; parks and rec budget low compared to other cities in the state
- Soccer - can handle local recreation but not travel leagues
- Fields getting flooded more often
- Not able to get low-income grants; city doesn't always want to match grants
- Golf Course - activity picked up during the pandemic; over-capacity now; driving range/practice range with lessons
- Last major recreation facility built was 1997

#### YMCA:

- Incredible growth since pandemic; way over-capacity
- Usership indoor decreased but almost back to pre-pandemic amounts; outdoor facilities; worried about staffing
- Indoor and outdoor pool
- Not able to expand land-wise

#### Pool:

- Share with Madison Swimming Association, high school teams, other activities (water aerobics, laps, water polo, etc.); programmed from 6 am-8 pm; no open pool time until 7 pm
- Pools are 20-25 years old; will need replacing in 5-10 years
- If 3<sup>rd</sup> high school is built they will need to build an aquatic facility

#### Comp Plan:

- Don't want to overpromise in plan, needs to be realistic, don't shoot for the moon
- 2014 parks and recreation plan was a little over-optimistic

#### New Park Development:

- Land acquisition for westside park or recreation center needs to happen now/soon or land will be snatched up/developed
- Madison Boulevard could be a good area for new greenspace development
- County Line Road, near creek and railroad, SE quadrant also good spot
- 30 acres needed to be acquired on Rainbow Mtn., southern end, near peak; in conjunction with the southern trailhead
- Trail with boardwalk was planned for Betts Spring (status?)

### **Virtual Roundtable Follow-up Discussion (March 1, 2022 at 5:30 PM via Zoom)**

- Parks and Recreation Concerns
  - Outdoor pool, pent-up demand, impacts on the YMCA, struggling to staff facility
  - Just don't have enough of the facilities we need



- Not enough parks, soccer fields or other recreational facilities; need more basketball courts and a community center with a pool
- Parkland dedication requirements do exist, for certain development
- YMCA facility expansion potential?
  - Westside expansion to create two facilities a possibility. Would love to acquire land over by County Line Road but the cost is just too high, would require a capital campaign that takes time, and time is running out
    - Public private partnership potential?
    - Mazda/Toyota land donation?
- Palmer Park fields are really not great for soccer, huge influx/interest in the sport in recent years
  - Dublin fields are also not enough to handle the soccer demand, also a big push for baseball and softball
- Missing out on revenue for sporting events
- “When a Madison resident leaves, someone with a kid is moving in”
- Can impact fees be part of the equation?
- Parks and recreation are usually not a priority for aging, stable communities – Madison is the opposite of this, growing, dynamic

**Attendees:**

- Henrietta King, Madison Dolphins
- Marie Bostick, Land Trust of North Alabama
- Garrett Fahrman, Trash Pandas
- Steve Woolwine, Madison Golf Center
- Jennie Steuer, Madison Golf Center
- Buster Brasfield, Madison YMCA
- Kory Alfred, Madison Parks and Recreation
- Robert Patterson, Madison Softball
- Kelly Johnson, Madison Parks and Recreation
- Buster Brasfield, Executive Director, Hogan Branch YMCA

**Invited but unable to come:**

- Brenda Buschmann, Insanity Complex
- American Youth Soccer Organization (AYSO), Region 498
- Jim Graves
- Paula Robley
- John Kvach, Singing River Trail
- Huntsville Track Club
- Gene Scherer





## **Community Character Focus Group**

**February 2, 2022 at 11:00 a.m.**

### **1. What does “community character” mean to you?**

- "Build it they will come"
- Preference for traditional, not modern; community likes brick, porches, columns
- Don't want anything edgy or progressive (in single family)
- Want timelessness – apartments can push the envelope a little (considered edgier)
- This is a practical town filled with engineers; people come here for the schools
- Madison is not a pretty town; people choose functionality over aesthetics; not sure anyone is really in love with it

### **2. What is the most loved place in Madison? Where would you take a visitor?**

- Madison needs a nucleus. Downtown is too small and the footprint needs to be expanded.
    - Wish there was more of 'Providence' style development
    - Should move city hall to downtown... would help give a sense of place
  - Madison suffers from sprawl; density needs to be increased
  - The rules in Madison are too rigid and force a sprawl pattern
    - Zoning code is out of date and is prohibitive
    - Only way to get a good product is to have a large tract like Providence but you can't do that with a 40-acre tract
  - Madison needs multiple price points in housing and higher densities; an ideal neighborhood would include:
    - Multiple price points
    - Higher density
    - More neighborhood services
    - Allow houses to house 'By Appointment Only' businesses such as doctors from Huntsville being able to operate one or two days a week.....not allowed now
  - Anti-growth people force big lots
  - Madison will allow more density, but only if it is not mixed use
    - Need more land use regulations that would allow for mixed-use type developments
    - Lack of zoning flexibility allows strip center redevelopment; need an overlay district
    - 2 to 3 acre lots are standard
    - Need zoning to allow cottage courts, park-frontage homes, etc. – need development flexibility
  - There is an opportunity to infill on the Hughes-Madison Pike, and other older areas
  - Brown's Ferry is a key corridor and needs to be expanded (issues exist with annexation)
- ### **3. Think of a community about the size of Madison that you really like. How does Madison compare to that community?**
- Franklin
  - West Huntsville (example of infill occurring in an older community)



- Providence/Oakland developments
- 4. What is your favorite place in Madison? What are the qualities that make it so?**
  - None, except maybe Downtown
- 5. What is a less favorable place in Madison? What do you think makes it so?**
  - The entry corridors are awful (especially Wall Triana, Madison Boulevard)
  - Madison is filled with strip centers
- 6. Other issues?**
  - Infrastructure is an issue - flooding, traffic
  - Pandemic-related shifts: adjustments particularly in multi-family; having to make larger units to accommodate workspaces in the homes
  - There is NO noteworthy type of development in Madison...this is worthy of repeating
  - Missed opportunity: schools not incorporated into the surrounding communities
    - Neighborhoods turning their backs on them
    - No incorporation of proper planning principles

### **Virtual Roundtable Follow-up Discussion (March 2, 2022 at 12:00 p.m. via Zoom)**

- Placemakers are mixed-use developers, have been in Madison 25 years and watched the sprawl happen; want to create community, not just develop
  - Only large-scale development in Madison has been the Village at Oakland Springs, \$200 million under construction in the area total, \$70 million under construction at present
    - Westside Master Plan had just been adopted when began entitlement process
    - Working on the TND code at the time
    - Followed a PUD process for development approvals
- Is the developer responsible for utilities? Yes, developer pays to put all utilities, then the utility companies take over and get all the revenues (City of Huntsville, Providence example)
- Highway 72 is the transportation bottleneck in Madison
  - State road, City can't control, look for alternate routes on roads under City jurisdiction
  - Need to coordinate better with DOT, development
  - Mixed use takes some of impact off the roads (by offering services and amenities close by), need to better convey this message to the public, how mixed use can have a net benefit to the City, it's neighborhoods, and a development's surroundings
    - No square footage requirements (in Placemakers' neighborhoods)
    - Smaller lot, smaller unit
    - Single family for rent product
    - Community gardens
- Potential for hotel in Oakland Springs; expect the development to be 90% leased out before done
  - Desire to attract local businesses that want to be part of the fabric of a community
  - Attempt to check all boxes in terms of housing affordability (small, medium, large/good, better, best)
  - There is a greater expense related to infrastructure costs (alleys, front porches)
  - Workforce housing means something different depending on geography
- Madison needs to make more room for mixed-use development, have enough housing stock in traditional single-family developments



- Need more developments like Providence  
Potential for assisted living, transitional lifestyle development, aging-in-place model

**Attendees:**

- Brenda Buschmann, Madison Zoning Board of Adjustments and Appeals, broker
- Jeff Burgreen, resident/landowner
- Tammy Burgreen, resident/landowner
- Charlie Murphy, home builder
- Frank Nola, NOLA/Van Peurse Architects, PC
- Allen Yates, CDG Engineers, homeowner
- Mark Harris, Mark Harris Homes
- Clayton Stephens, Murphy Homes
- David Slyman, Placemakers
- Paul Hurst, Bradford Farms HOA

**Invited but unable to attend:**

- Donnie Spencer, Woodland Homes
- Wes Alford, Breland Homes
- Amy Sturdivant, homeowner
- Bebe Otjen, homeowner
- Cindi Sanderson, Historic Preservation Commission





## **City Council Focus Group**

**February 2, 2022 at 12:00 p.m.**

### **1. How effective do you feel past planning efforts been in Madison? Do you feel the previous comprehensive plan and 2010 Growth Plan have been effectively implemented?**

- 2010 Master Plan did not have as great an impact as the West Side Master Plan – West Side provided more specificity which was helpful to see through
- Amendment vs. change – impacts how effective; seem to be doing a lot of amending of the plan, would like to see the plan changed less
- One variable that can't be controlled – landowner is king, market will bear what the market will bear
  - Defining what we'd like it to be, looking at the market dynamics
  - Habit/perspective of Council not paying attention to the plan
    - Would like the plan to look at infrastructure needs to accommodate development (fire, police presence, stormwater, etc.)
    - Prepare, don't react

### **2. What would be most helpful to you, for this plan to accomplish?**

- Need to make sure the infrastructure will support the growth
- Forward-thinking
- Need to be more self sufficient
- Roads, greenways, connectivity
- Quality of life preserved
  - Public safety – first responders, stronger presence on the west side of town
  - Greenways, SUP's
  - Road/transportation issues – utility conflicts
  - Connectivity is important
- Want to see the City presented as attractive to future commercial investment
- Want to see the amount of residential balance what it costs to provide services
- Impact fees – commercial and residential
- Internet sales tax – Madison has the highest rate of online sales
  - State assesses 8%, keeps a portion, part goes to County, part goes to City; schools get no part of the sales tax (SSUT used to be part of the education fund budget, this now goes to Counties, want to raise state tax assessed to 9% and send 1% back to the schools directly)

### **3. KDA's – are they still accurate?**

- In terms of focus, KDA's are generally still accurate
- More greenspace, more green energy
- Broadband/fiber infrastructure needs
- Huntsville, mid-City, charging stations, Mazda/Toyota
- Town Madison, places in other cities that travel with electric cars

### **4. Growth and development**

- Rapid growth previously – what's on the horizon



- Projected to top off at 75,000, currently at 65,000+
  - 65k was cap during growth committee for a 3<sup>rd</sup> high school
  - Not looking for high density anywhere except for Town Madison
  - Pace of growth is overwhelming in parts of the city
- Wall Triana – 150 years old, can't be widened easily without eminent domain, but needs to be; on the wishlist
- Defined Madison border – not possible?
  - Annexation
  - Utility service areas, interest of Madison Utilities to close the door on Huntville Utilities
    - Would it be more advantageous to have utility providers under City jurisdiction? Madison Utilities used to be under the City, separated at one time (why?)
- City is old, pace of growth is incredibly fast (FBI, Google, Facebook, defense industries)
- Demand for apartments, younger generations, trends in single family housing
- Senior/independent living
- Really good at building homes, want to emphasize commercial aspect, don't want to be just a bedroom community, want to generate industry and not just rooftops
  - 4.7% occupancy rate
- Where will retail be located in the future, especially on the east side?
- 5. Are there major policy shifts needed or under consideration that we should be considerate of through this process?**
  - Literacy Act – every student by end of 2<sup>nd</sup> grade must be able to read (effective date – couple of years down the road); will direct more growth toward Madison to take advantage of the schools
  - Desegregation of Madison School System, Triana allowed Madison to meet the consent decree; Triana demographics have shifted, so having them be part of the school system is less important now
    - Only one commercial venture (Dollar General) in Triana, looking for more opportunity to gain revenues
  - Need to look at impact fees
  - Can there be extra territorial jurisdiction (ETJ) in Limestone County?
  - Should Madison Utilities be under the control of the City?

**Attendees:**

- Connie Spears
- Maura Wroblewski
- Ranae Bartlett
- Karen Denzine
- John Seifert

**Invited but unable to attend:**

- Teddy Powell
- Greg Shaw





**Services Focus Group**  
**February 2, 2022 at 1:30 p.m.**

**1. What are the most significant service delivery issues facing Madison?**

- Fire
  - Evolved to four stations (temporary Station 4 is an old building, should come down, new Station 4 to be built at Town Madison); Station 1 next to City offices, Station 2 on Hughes Road, Station 3 on County Line Road
  - Public safety training center to go in old Station 4 (once moved)
  - Need a fifth station on Hardiman Road, southwest area of Madison
  - Three main areas that don't meet response times (4-minute travel time)
    - NE area of City off Slaughter Road, due to Rainbow Mountain
    - Town Madison
    - SE corner near industrial park
  - They respond to ALL MEDICAL CALLS
    - ALS across the board, HEMS Incorporated, if they get a call into the City, Fire Department responds (exceptions would only be doctors' offices)
    - Assist Madison Hospital on critical patient transports
    - LUCAS machines, automated CPR
    - Nursing homes are a huge draw on resources for these types of calls
  - Down 10 people and it's going to get worse; takes a year to hire and train before getting them out in the field
- Police
  - Biggest area of concern – western expansion, how it will develop, population-wise
  - Less constrained response times (than fire)
  - With continued growth, will have to lean more towards substations
  - Continued growth in Town Madison is of interest, expect to have to concentrate more resources toward this area; eventually will need to be designated as a response zone all by itself, may utilize new Station 4 for office space
  - Transient population, illicit drug activity concentrated in Madison Avenue corridor, no other hotspots
  - Increased growth = increased traffic, impacts ability to respond in an emergency
  - Highway 72 traffic is especially bad (on weekends) due to way corridor has developed; light-timing adjustment (ALDOT)
  - N/S and E/W corridor development is key for future planning and service delivery
  - Staffing levels are low – generational shifts in workforce, declining interest in working in public service (for variety of reasons), challenges to recruitment
  - Police down 10-14 positions
    - Don't even have the staff to recruit! Don't have a recruiting budget



- City policies prevent recruiting as much as they would like; set by HR committee, HR is responsible for all recruiting in the City (current staff of 4)
- Used to not have to recruit, would have 100 applicants and be turning good people away
- Required to pass the CPAT test, half don't show up, half don't pass, then get knocked out due to felony on background check or having to take up to a year to train/get through school
- The amount of people needed to serve projected growth is going to need to grow as well, won't be able to serve the residents at the level of service they currently expect
- Can't pre-hire before someone leaves (HR policy)
- Pay structure between jurisdictions (Huntsville and County poaching employees)
  - County took several officers; Huntsville pays more in raises, pay compression is a huge issue
  - COLA, merit raises aren't keeping up
  - Disparity in pay, pay compression, officer could quit and rehire and make more
  - Scales have not kept up with inflation
- Dedicated resource officers in all schools; elementary school officers rotate, middle school/high school all have one dedicated officer each
  - Has impacted patrol division; size of patrol has not increased because demands elsewhere have increased
  - Four more patrol officers (net) today than in early 1990's, just based on service expansion – doing more with same ratio so feels like less
- Library
  - Staffing down by 10 as well
    - At one time were very attractive place for students to work, but not seeing many students in the applicant pool recently
    - Salaries are historically not competitive on a nationwide scale; library board has recognized
  - Fall under City from a budgetary standpoint
    - About 10% budget comes from County, State
    - One of ten branches throughout Madison County
  - Covid impacts
    - Primary role in community has been serving families with small children, supporting schools and resources needed
    - Historically strong adult use of the library by outside groups for classes
    - During lockdown, children's resources have been in high demand, don't have enough to keep up
    - Since re-opening, seeing more business people come in and work in small conference rooms (Zoom meetings)
    - Organizations using conference rooms for outreach activities
    - Not enough small spaces for quantity of people wanting to use them



- Increased digital footprint, demand for ebooks, audiobooks, video streaming components; circulation in last year has gone up about 20%
- Have increased time limits, reduced fines to encourage use
- Have moved into new building – needed 45k sq. ft., couldn't afford that space at the time so now have 25k sq. ft.
- 10-year benchmark from 2018 to look at potential new facility on Westside, additional growth pressures from City of Huntsville
  - Spatial changes to how groups use space, need to physically spread out
  - Newly annexed Huntsville residents on the west side will be coming to Madison libraries instead of driving all the way to Huntsville so the space issue will worsen
    - Virtual school demand, some families don't have internet at home, increased Wifi hotspots by 300%
    - Have seen increase in transient population, especially during cold-weather months
  - Huntsville Library provides services to transients – many use facilities and Wifi to reconnect with and research family

## 2. Other issues?

- Commission on Accreditation of Law Enforcement Agencies (CALEA) – accreditation of law enforcement, annual audit of standards; internal affairs
  - Mike Allen, Uniform Control Operations
- Public works, huge safety players – Continuity of Operations Plan (COOP) in development (Steve Perry, battalion chief, emergency manager, city safety manager)
  - Direct communications with dispatch center
  - Community tornado shelters – don't exist in the City, NEED them, too expensive to build to standard (new fire stations, new library)
  - Lots of residences have tornado shelters, but the trailer park does not, public buildings do not, older apartment buildings do not; big area of concern

## Virtual Roundtable Follow-up Discussion (March 1, 2022 at 5:30 PM via Zoom)

- Public services
  - Funding – a little comes from the City but most comes from the federal government; fire comes from the City
  - Insurance ratings could be impacted due to excessive growth and City's ability to serve
  - Interest exists from a certain percentage of students who continue to want to learn virtually, have to balance this with having enough students to make this a viable option
    - Only 10 providers statewide that offer this service
    - Pre-COVID it was niche, post COVID it feels more doable to offer as an alternative
  - State of Alabama has a different methodology in the way taxes are distributed regarding online sales; state gets 8% from online sales, distributed across the state by county, doesn't get distributed to the City or the schools



**Attendees:**

- Sarah Sledge, Madison Public Library
- David Bailey, Madison Fire
- Terrell Cook, Madison Police
- Mike Allen, Madison Police

**Invited but unable to attend:**

- Mary Lynne Wright, Madison Hospital





**Utility Focus Group**  
**February 2, 2022 at 1:30 p.m.**

1. **Who are the current utility providers within Madison?**
  - Water: Madison Utilities (provides treatment in Town Madison), Limestone
  - Sewer: Madison Utilities
  - Gas: North Alabama-mostly, Huntsville Utilities
  - Electric: Huntsville Utilities-primarily, Athens (Limestone County)
  - Fiber: AT&T, WOW, Google (periphery), Unity, school systems, (Madison Utilities uses AT&T for one SCADA system)
2. **Are there capacity challenges with current utilities? (water, sewer, stormwater, power, telecom, gas)**
  - Water - no; Madison Utilities been close to consent decree due to I&I (inflow and infiltration)
  - Sewer - no
  - Electric - Athens, yes. Every time it's really cold it goes dark on the east side of Limestone Co.
3. **Where and with what frequency does flooding occur?**
  - All creeks originate inside the city and flow out
  - Indian passes on the east, Limestone on the west
  - Small intense storms cause most of the problems; they are increasing
  - Undersized pipes cause a lot of problems
4. **Does a lack of utility capacity or other infrastructure hinder new development?**
  - Madison Utilities - not at the moment; expanding water plant capacity
  - Limestone Utilities - not at the moment
  - Madison Utilities - \$10m expansion now
5. **Stormwater?**
  - 25-50-year is detained; above that is retained
  - Can't control what is not inside the city limits (growth causing runoff that the city has to account for)
  - Have a stormwater user fee
6. **Does the City have its CRS rating from the NFIP?**
  - No. Would start at a 10, but not enough manpower to get below an 8
7. **Utility Conflicts?**
  - Yes. In many, many places.
  - AT&T, WOW, and others are hard to work with
  - Can franchise agreement help?
  - 5G is going to complicate the situation
8. **Other issues?**
  - Transportation demand and growth is hard to predict when there is so much growth outside the city that impacts the city



- New council changes attitudes which changes demand which changes how utilities operate
- Where does the city see densification in older areas? Need to know this.
- Plan changes “are not miniscule” to the utilities; upgrades are expensive. Who pays?

**Attendees:**

- Emory DeBord, Madison Utilities
- Mark Bland, Madison Utilities
- Jason Leggett, Madison Utilities
- Carson Smith, Huntsville Utilities
- Glen Partlow, Huntsville Utilities
- Daryl Williamson, Limestone County Water
- Alan Lash, Limestone County Water
- Gina Romine, ADEM Compliance Officer, City of Madison
- Eduard Morgan, City of Madison
- Austin Maynard, Krebs Engineering

**Invited but unable to attend:**

- David McCarley, Northern Alabama Gas Districts
- Tony Burns, Northern Alabama Gas District
- Richard Johnson, Athens Utilities





**Economic Development Focus Group**  
**February 3, 2022 at 9:30 a.m.**

- 1. How would you characterize the current economic climate in Madison? Improving, stagnant, or on a decline?**
  - Growth is rapid
  - Polaris cannot hire, assembly lines shut down, even with a \$2/hour raise four months ago (up to \$17/hour)
  - Disconnect between current work force
  - Heat map exists showing in-migration/out-migration (find this!); 17,000 going out, 1,400 coming in
  - More commercial growth would be helpful, more CRP-type companies
  - Hospitality, residential development are big economic drivers, but more commercial is needed
  - Internet sales and tax implications are a concern
  - Part of workforce Region 1, includes 17 counties: 2.2% unemployment; Coleman has 1.8% unemployment
  - Triangle, lots of people moving in and out, most people are remote working
  - Job seekers are pinpointing this area for jobs, not moving in fast enough to fill jobs available
  - Alabama Industrial Development Training
  - Past recruitment drawing from local environment, currently have to bring them in from outside the region
- 2. What are the key drivers of Madison's economy?**
  - CRP is largest employer
  - Service jobs, can't manufacture engineering jobs, need to look at other opportunities
  - Staffing is the biggest problem, poaching occurs between retail and service industry based on hourly rates
- 3. What new significant projects have emerged in Madison in the past 5 years?**
  - Town Madison
- 4. Are there any key development sites/receiving areas for new investment?**
  - Madison Avenue, prime area for redevelopment, Terrame Spa location especially
  - Tourism, especially sports tourism, brings in hotel guests that would pay resort tax
    - Only indoor track in Birmingham – revenue is unbelievable for the City
  - Need more meeting space – don't have space to do any large meetings or conferences in Madison proper
  - Aesthetics/appeal of development, lack of consistency, visual attractiveness
    - Atlanta, Birmingham, Hoover all seen as examples of good development
    - Tree by tree approach from Vermont on beautification
  - Growth too fast, too many changes approved that don't comply with the vision and intent of the plan/code
  - Redevelopment should have to comply with plans
  - No more self storage, no more car washes



**5. Any key projects in REGION that will impact Madison? (i.e. employer, significant private development, etc.)**

- Providence is going to be building similar to development in Huntsville
  - This type of development doesn't attract as many families with kids
- Town Madison has evolved from a regional shopping outlet to a live/work/play destination

**6. Who are Madison's anchor businesses?**

- Market is shifting, people looking to plant capital, out of town money seeking a home, opportunity for density if the City can leverage potential and find opportunity to increase
- Property purchase and Airbnb issues, external investments driving up affordability for young families/starter homes
- Construction projects have sustained market but not keeping up with demand
- 7,800 hotel rooms currently in the Madison County area
  - Would you have enough inventory in the hotel industry if the workforce came back?

**7. Are there impediments to new growth, investment?**

- Supply chain, 58-week lead-time to construction
- Not enough housing
- Can't get transformers for a year, limits residential development, especially single family
- Apartment rents have gone up 30-50%
- Engineers are cannibalized every day; area has highest number of green engineers per capita
- Blessing and a curse – much easier to recruit to our market because of amenities, quality of life, but more people/growth have strained resources, housing market, facilities
- From watercress capital of the world to the moon; 300% growth
- Commutes are getting longer, don't have to live in Madison to work/shop in this area, not as much pushback to traveling 50+ miles per day
- Residential market is pretty much saturated at this point – has attracted the "ideal" resident
- Restaurant visitors live in Madison but don't work in Madison
- University engineering students not interested in working in the service industry
- Will there be sufficient work force for all the new restaurants coming online?

**8. Other issues?**

- Employment challenges; struggling to build back workforce
  - Quarter of Champy's staff come from Scottsboro
  - Long commute - what about carpools to bring in skilled personnel to a geography? Employer-subsidized shuttle service? No public transportation in Madison. Consider a special work visa, work part time/go home to international location?
  - Struggle with employees just not coming to work, don't let you know, never show up again; cultural difference
  - 2.2-2.3% with 400-500,000 less people in the workforce; unemployment rates
    - Growth rate is essentially flat due to death rates and Covid
- High school kids have exited the workforce
- Limestone County is doing well with the tech industry
- Resettlement opportunities to support workforce exist
- Airport – 78% of passenger traffic as compared to 2019, a lot of leisure travel going on, restaurant/hotel struggles (operated with 7 employees for a time)
  - All employees with the exception of Delta are contract employees, have all had to raise their rates/benefits, 3 different employers handle the contract services



- Can't even hire temp employees for custodial work
- Phase 3 – new gym/fitness club, good example of a good business, could put 2-3 more in the area, attractive design
- New library is great, aesthetically appealing
- Need to think about how to diversify demographic base, too many young families with school-aged children creates strain on the system
- Lack of job field for millennials
  - Millennials are gravitating toward development more like Town Madison, need to have more to do with
  - 1,200 for a one-bedroom apartment (720 sq. ft.), 1,400 for a 3/2 unit
- Road congestion, no breakdown lanes – unsafe to ride on roads with a bike
- Look into Hispanic business organization (or Chamber?)

#### **Attendees**

- Brooks Kracke, NAIDA
- Barbie Peek, Port of Huntsville
- Bobby DeNeefe, Madison Industrial Development Board
- DeWayne Howell, Polaris and City of Madison Chamber of Commerce
- Chip Cherry, Huntsville/Madison County Chamber of Commerce
- Jamie Koshofer, Huntsville/Madison County CVB
- Pamela Bass, Virtuous Realty Group and Huntsville Young Professionals
- Joe Fitzgerald, Decision Sciences
- Eugene Jung, Champy's

#### **Invited but unable to attend:**

- Meghann Delashaw, South and Pine Home
- Herman Neese, Breland Companies
- Joey Ceci, Breland Companies





**Mobility Focus Group**  
**February 3, 2022 at 9:30 a.m.**

**1. What are your mobility-related goals for Madison?**

- Transit hub on Hwy 72
- Safer streets for walking and biking
- More neighborhood commercial to enable short trips
- Adopt complete street ordinance and progressive standards (NACTO and CNU-ITE)
- Move traffic
- Work with ALDOT
- East/West greenway connections
- Both road capacity and bike/ped projects
- Mountain biking trails
- Connect neighborhoods together with small greenway connections, avoid main thoroughfare streets
- Control speeding in neighborhood streets

**2. What are the access and connectivity problems and opportunities?**

- Widen Slaughter Rd., add bike path
- Connect neighborhoods on east to the Indian Creek Trail and research park
- School streets - close to cars during school opening and closing hours

**3. Is it easy or difficult to walk and bike around the City? Can kids walk or bike to school?**

- Easier but still difficult; one participant walked 2.5 miles to the meeting, no sidewalks on part of the route

**4. What projects are you excited about?**

- MPO bus rapid transit (BRT) study, will include Hwy 72 and Madison Blvd.; HDR and Calthorpe are doing transit-oriented development (TOD) study; connect to airport, connect to new auto plants; potential Federal Transportation Administration (FTA) funding for implementation

**5. Other comments:**

- If adopt complete street policy, make sure it defines roles and interdepartmental cooperation
- Traffic Signals:
  - Only side street detection
  - On Hwy 72 signals are split between Madison, Huntsville and County. The widening project will coordinate the signals and put them under ALDOT RTOP control.
  - Worthwhile to coordinate the signals on other city corridors (Wall-Triana, County Line and Hughes) since signals are approximately ¼ mile apart



## **Virtual Roundtable Follow-up Discussion (March 1, 2022 at 12:00 p.m. via Zoom)**

- Lifelong resident of Huntsville, has worked for the City of Huntsville for 12 years, with the MPO for 10 years
- MPO includes eastern third of Limestone County
- King of revenue is sales tax, annexation wars 20-30 years ago, will compete for those things that generate tax revenue
- Madison, Huntsville, Madison County; recent project, Restore Our Roads 2 – improving regional connectors (Highway 72 West and Highway 565), Huntsville increased sales tax a few years ago for roads, looking for federal match, ALDOT was saying weren't going to get any large infrastructure projects done for next twenty years, requires 70/30 match, still looking at mix of funding sources
- Regional Transit Study (Calthorpe/HDR)
  - Bus rapid transit project, regional transit study, CIG grant from FTA, from University Drive along Highway 72 West, all the way to Walmart
    - Final report in next few months, presenting findings
    - Project development by end of the year
  - Other regional transit project – airport transit service
    - Express bus service along Madison Boulevard – good opportunities for redevelopment along this corridor
    - Madison, University Drive are best roads for corridor grant
- More fiber infrastructure needed in Madison, Google fiber being installed now
- Research Park Master Plan – subarea plan as part of “The Big Picture”
  - Greenway plan, getting additional links into the City of Madison
  - Singing River Trail, connecting the research park to the City better
  - Prioritize side paths, challenges with lack of curb and gutter; people want to be able to walk from their homes to the greenways
  - Madison has done really well at adding multi-use paths along roads that are being worked on
- Demographic information – Census 2020
  - The state did a great job getting the word out about the Census
  - Madison, Huntsville overperformed in terms of generated response, what has been recorded
  - Census better reflects current conditions, brought everything up to date, more accurate than previous estimates
  - Has a high level of confidence with the data
- Land use and development patterns
  - Seeing an increase in multi-family development
    - Diversifying housing stock is very good
    - Make sure these projects remain viable, don't fall into blight in next 20 years
    - Pushback on multifamily depends on where a project is located
    - Larger complexes locating around research park, not seeing a whole lot development adjacent to single-family residential



- Make sure retail reflects the market, what happens after Covid, are we still going to need retail moving into the future?
- Mix of housing types is needed, mix of uses, making Madison a place where people can live their whole life (transition from family housing to single, “empty nest” homes)
  - Good examples of the mix desired - Clift Farms, Providence, Town Madison, Village of Oakland Springs
  - Demand for more of this in the southwest/west side of Madison

**Attendees:**

- Larry Mason, HUBS Coop and City of Madison representative on MPO Citizen Advisory Committee
- Rodney Ellis, Alabama Department of Transportation (ALDOT)
- Michelle Dunson, Madison Engineering
- Terry Price, Spring City Cycle Club
- Steve Haraway, Madison County Commission
- Tim Cowles, former City Council and Planning Commission member
- Dennis Madsen, City of Huntsville/MPO
- James Vandiver, City of Huntsville/MPO

**Invited but unable to attend:**

- Jason Black, Limestone County
- Collin Daly, Limestone County
- Kent Smith, City of Madison
- Joey Cook, Madison Disability Advisory Board member
- Huntsville AMBUCS
- Huntsville Track Club





## **Housing and Community Development Focus Group**

**February 3, 2022 at 11:00 a.m.**

### **1. What are the current housing issues in Madison (cost, amount, type, quality, location, etc.)?**

- First-time homebuyers have an issue buying in Madison due to cost
  - Plenty of apartments but that's not what they want
  - Rents are even going up
  - Least expensive houses are too far away from schools
- A ton of out-of-town money coming in to development in the form of multifamily units; especially in unincorporated areas, this trend has run land prices up into the \$100k/acre for multifamily development
- Land is now in the \$50k/acre price range, on average; there's not a lot of difference between Madison and Huntsville markets now—schools aren't making a difference
  - Green Mountain Community in SE Huntsville is outselling Madison homes 3:1 (mid \$500k's)
- Supply chain issues are mostly resolved; labor supply has largely rebounded as well
- Part of the value creation for developers is annexation, but Madison won't annex anything
- The Growth Policy is compounding issues
  - Big challenge out on the West Side - cheaper homes being built on Huntsville properties right adjacent to Madison annexed land (200-300k homes being built right next to 500k homes within Madison City limits)
- "Ultra-low density" in Madison means 1-2 units/acre
- Forced to ask for R-3A zoning just to get the setbacks they want even though they are building on large lots
- The City has designed the system to not allow starter homes
- The building permit fees are the highest in the market
- There's not a lot of available land left in the City
  - Projected to reach buildout before 2035 (based on previous planning)
- Triana is building out and impacting schools (when the city won't annex)
  - Madison needs to grab all the land they can out in Triana because Madison utilities are being used
  - Triana is also landlocked by Huntsville

### **2. What housing types other than single-family detached should be provided?**

- The school premium (education tax) makes active adult communities not very feasible
- Mixed-type developments like in the West Side plan were great but the market didn't support it
- RC-2 cluster works
- Need density to make affordable housing work (Crown Creek in Huntsville north of Madison is an example)
- Need PUD flexibility
  - Developer's are doing PUD's in Huntsville allowing for 40 foot wide lot homes in the low \$200k's making them more affordable (Crown Creek)



**3. Are you familiar with the term “missing middle housing?” What role should it have in meeting Madison’s housing needs?**

- The group wasn’t very familiar with this term
- Limits on lot coverage are an issue, especially for accessory dwelling units (ADU’s)
- There’s room for that product in any market, but it is part of the commercial/residential mix
- State considers duplex, triplex, and quads as commercial for permitting and inspection purposes, which limits the market/possibilities

**4. What has to happen to facilitate redevelopment?**

- Some offset of land costs
- Density – Madison is limited by elected and appointed officials that are totally against this
- Madison doesn’t have a redevelopment agency but may need one in the future as it approaches buildout and then must become a redevelopment city vs. a fast growing greenfield development

**5. Other issues?**

- Comfortable with impact fees in past, but now they can sell in other areas at the same price as in Madison
  - Impact fees are a short-term solution in Madison because land is limited
  - Not going to be successful because you can go across the street (outside of Madison) and then not have to pay them
  - Developers not for them
- There’s some possibility for redevelopment, but limited and scattered; small-scale opportunities for infill
- Empty seats at the City have created real difficulties in getting things done; makes builders nervous to work here
  - No engineer in 9 months
- The big, gaping holes of unincorporated spaces will be something the City pays for in years to come
- If young people/families can’t buy here, over time the school system-based model doesn’t work
- Single family detached and semi-detached rental neighborhoods are popular now (need to be platted separately for future possibility of ownership); The Cottages at Old Monrovia is an example
- Madison makes it very hard to get anything approved; the sign ordinance was discussed; confusing permit forms; multiple trips
- Post Office forces cluster mailboxes: that needs to be addressed between the City and the PO

**Attendees:**

- Derek Williams, Valor Communities
- Matt McCutcheon, Huntsville/Madison County Builders Association
- Olly Orton, Enfinger Development
- Thelma Dawson, ReMax Unlimited
- Bill Stewart, Stewart and Associates Real Estate
- Donnie Spencer, Woodland Homes/Diltina Development Corp.
- David Slyman, PlaceMakers



**Invited but unable to attend:**

- Top of Alabama Regional Housing Authority
- Clay Stephens, Murphy Homes
- Kevin Cardinal, Goodall Homes
- Todd Whetstone, developer
- Jeff Mullins, Mullins LLC
- Jason and Tammy Burgreen
- Wes Alford, Breland Homes





## Land Use Focus Group

February 2, 2022 at 11:00 a.m.

### 1. How would you describe the growth patterns that have occurred in Madison?

- Growth policy trends more toward infill, anywhere there's residential zoning
- Historically, low-density single family
- Limestone County portion of Madison didn't take off until the school was constructed (2010)
- Covid put a damper/softened the office market, especially in places like Town Madison
- Multifamily housing is a product to serve younger employees, generally singles
  - Some people are renting multi-family as their homes are built
- Two and three unit attached dwellings are growing in popularity
- Have tried to emphasize or prioritize senior housing – have seen more (growing) demand for active lifestyle center housing (as long as there are no second stories)

### 2. Other development issues concerning Madison?

- Multi-family housing
  - Acceptance of multi-family housing that is developing on periphery, south of interstate
- Subdivision
  - Infill challenges - roads, curb and gutter, have had to retrofit (sometimes successfully, sometimes, unsuccessfully)
  - Cost of services (public works)
  - Delay in transformers has slowed construction considerably
- Development type
  - Many people consider a 10,000 sq. ft. lot to be high density
  - When smaller streets or alleys introduced, fire department has concerns
  - Utility companies don't want their utilities in the streets
  - High-quality development is seen as a priority for Madison
  - City does not allow private streets; from a maintenance standpoint, more compact development can create some headaches for public works, so maybe allowing private streets would alleviate some of this?
    - Publicly owned/built, privately maintained – this could also create challenges
  - A lot of support from the City Council to expand the commercial base; if they didn't have to approve another residential development they'd be happy
  - Unincorporated property, road in front of it is similarly unincorporated
- Commercial/industrial development
  - Location of industrial appropriate for airport needs
  - An Industrial-zoned property on County Line was zoned mixed use at one time, but reverted back to industrial during the recession – want to increase job base in Madison
  - Madison Avenue is the desired location for future commercial redevelopment; would not be appropriate for multi-family due to school impacts



- Spencer Square – prime opportunity for redevelopment; new middle school is being built to the immediate north
    - Challenge to getting decision-makers to change commercial zoning back to residential
      - Past performance conversation in the 2010 growth plan; timing right now makes it challenging
    - Not a lot of commercially zoned land in Madison
      - Mazda/Toyota has a 1.5 mile buffer around the plant
  - Future transit opportunities
    - Calthorpe/HDR BRT studies – best opportunities are along downtown, CRP, Madison Blvd., airport, and Highway 72
    - Limit units/number of bedrooms to limit impacts to schools
  - Annexation
    - Bill comes up every year in the legislature to allow municipalities to annex
    - Huntsville annexed area almost entirely industrial zoned west of town
    - Road network and annexation patterns cause public works a lot of headaches (maintainance related)
  - Additional comments?
    - More open space on west side of Madison desired
  - Need to balance development types and services to limit trips per day
- 3. What are development patterns like in Limestone County?**
- Not restricting anything, a lot of development is coming into the unincorporated areas around Madison
  - East of Highway 65, upwards of 7,000 homes proposed, much of it will be centered around the East Limestone area
- 4. What are the Airport Authority's future development/expansion plans??**
- Noise and height of buildings – required to oppose any residential development within the noise contour
  - Mixed-use can be challenging when it occurs near the airport
  - Just finished master plan – planning to build three additional runways to the west

**Attendees:**

- Mary Beth Broeren, City of Madison, Planning and Economic Development
- Johnny Blizzard, City of Madison, Planning
- Dustin Riddle, City of Madison, Building
- Kent Smith, City of Madison, Public Works
- Michelle Dunson, City of Madison, Engineering
- Dennis Madsen, City of Huntsville/MPO
- Alan Lash, Limestone County Water and Sewer Association, Engineer
- Amy Nation, Huntsville-Madison County Airport Authority

**Invited but unable to attend:**

- Cameron Grounds, City of Madison
- Mark Bland, Madison Utilities
- Jason Leggett, Madison Utilities
- Kaela Hamby, Redstone Arsenal



# MADISON **IN THE MOMENT**

*A profile of Madison's*  *past,*  *present,*  *and future.*



*Release date:  
November 1, 2022*



MADISON  ON TRACK  
2045



# MADISON ON TRACK



Comprehensive plans have been used for decades to aid decision-makers in the process of building and maintaining cities. **Madison on Track 2045** will help the City plan strategically for both short and long-term growth scenarios so that decisions can be based on sound information, core values, and agreed-upon goals, strategies, and priorities. This organized and steady approach, enabled by Alabama statute, will help Madison keep perspective as the City looks toward 2045. The first step toward plan development is understanding existing conditions in Madison today.





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# AN INTRODUCTION



Madison's future begins with a healthy understanding of the city's present day and how existing conditions, recent trends, and past decisions influence the current landscape as well as what is to come. While each of these factors readily influence Madison's future, the Madison community has agency over what happens next. The goal of this profile is to provide a baseline report of conditions today in order to set the stage for constructive decision-making through the composition and adoption of the **Madison on Track 2045** comprehensive plan.

The community profile contains data and background information assembled through various sources including the U.S. Census Bureau, Alabama Economic Development Institute, ESRI Business Analyst, and private firms (Colliers International, CBRE, JLL, and Tischler Bise), as well as independent research and data collection, proprietary computer modeling, and first-hand accounts provided by key stakeholders in February of 2022. Wherever possible, sources are cited for clarity; however, the narrative intentionally synthesizes inputs to produce a snapshot of Madison as it presently exists, informed by both qualitative and quantitative research and historic trends. Considering facts, figures, and trend lines alongside personal accounts and public perception is imperative in telling Madison's full story and preparing for future growth and change.

This document has been structured to be a core component of the overall comprehensive plan, which is expected to be finalized in late fall/early winter of 2022. It has been organized in a manner that takes the reader from historic context to existing conditions, setting the stage for public discourse on potential scenarios Madison needs to consider in planning for 20 years into the future. These scenarios and preferences will be investigated through public engagement activities leading up to and part of Community Planning Week in the summer of 2022.

*"Your present circumstances don't determine where you can go; they merely determine where you start."*  
– Nido R. Qubein







*Madison's Past*



*Madison's Present*



*Madison's Future*

*Elements of the profile are organized in three sections – Madison's Past, Madison's Present, and Madison's Future, and include the following elements:*

- A discussion of Madison's roots and historic context, including the city's relationship to Madison and Limestone Counties, the city of Huntsville, the city of Athens, and the region as a whole.
- Analysis of past plans and planning efforts and their role and influence in the **Madison on Track 2045** process.
- A reporting and analysis of past, current, and future demographic trends in Madison as well as compared to surrounding cities and counties and the region as a whole.
- An evaluation of Madison's current market position with respect to its economic targets, to help develop an understanding of the city's current economic base and provide guidance on future land use and development needs.
- Summary data and discussion related to the natural environment, public utility infrastructure, service delivery, schools, parks, and open space.
- Summary data and discussion of the existing transportation network serving Madison, including current road counts, multi-modal infrastructure present, and greenway connectivity.
- Summary data and discussion of development patterns and community character representative of Madison.
- An assessment of existing land use and future development implications based on current zoning and development practices. (pending)
- Identification and discussion of key growth opportunities for consideration as the planning process moves forward. (pending)
- Identification and discussion of constraints to growth that must be considered when looking at future land uses, development practices, implementing regulation, and growth scenarios. (pending)
- Key development areas and their role in catalyzing economic growth and mobility in the city and the region. (pending)

Combined, these elements provide the foundation from which the plan will take shape. The third section, Madison's Future, and associated elements will be completed following inputs gleaned during Community Planning Week. The community's vision, derived from intensive interactions over the course of this planning process, will be the driver in charting Madison's next steps and the course of the city for years to come.





# MADISON'S PAST



Founded in 1856 as a railroad-based textile town, the city of Madison today is a rapidly growing municipality located in the center of one of the nation's largest high-tech research economies. John Cartwright received a federal land grant for property in the Mississippi Territory that would later be called Madison Station. The Memphis and Charleston Railroad Company laid tracks through the area in 1856, and a depot was constructed in what is now Downtown Madison<sup>i</sup>. By this time, Madison County had become a center of cotton production, consistently harvesting one thousand pounds of cotton per acre. In 2017, cotton was still produced on more than thirty thousand acres in Madison County<sup>ii</sup>.

Despite boom times in the early 1800s, the economy of the city and the South stalled during the Civil War. The railroad track, which helped create a community core and provided opportunities for new residents, also offered a direct route for Confederate supplies to be shipped to Georgia. As a result, the railway was seized by the Union Army in 1864 in an action that came to be known as "The Affair at Madison Station."<sup>iii</sup>

Madison remained a small town until changes in the county began during World War II. In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal. Later that year, land adjacent to the Arsenal was purchased to house the Redstone Ordnance Plant. By 1943, the site had grown and was redesignated Redstone Arsenal<sup>iv</sup>. Today, the Arsenal contains 38,000 acres and is the home of the Army's Materiel Command, the Army's Aviation and Missile Command, the Defense Department's Missile Defense Agency, NASA's Marshall Space Flight Center<sup>v</sup>, and nearly sixty other federal organizations and contractor operations. The Arsenal employs 37,000 people<sup>vi</sup>. The main gate of the Arsenal is less than a mile from Madison's corporate limits.

In 1962 another significant growth and employment factor for Madison was the creation of Cummings Research Park<sup>vii</sup>. Wholly located in Huntsville today, the park abuts Madison to the east. It contains 300 companies engaged in various activities, including aerospace-related research and technology, biotechnology, and a community college and state university. More than 26,000 people work in the park,

i. <https://www.madisonal.gov/247/History-of-Madison>

ii. <https://www.madisoncountyal.gov/government/about-your-county/history#ad-image-0>

iii. <https://www.madisonal.gov/247/History-of-Madison>

iv. The United States Army | Redstone Arsenal Historical Information

v. Redstone Arsenal | Military Base Guide

vi. Team Redstone - Huntsville/Madison County Chamber ([hsvchamber.org](http://hsvchamber.org))

vii. <https://cummingsresearchpark.com/about/#::~:~:text=After%20the%20death%20of%20Milton,known%20today%20as%20CRP%20West>

Founded in 1856 as a railroad-based textile town.

The Memphis and Charleston Railroad Company laid tracks through the area in 1856, and a depot was constructed in what is now Downtown Madison.

Railway was seized by the Union Army in 1864 in an action that came to be known as "The Affair at Madison Station".

In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal.



many of whom have chosen Madison as their home. Of course, Madison also has industry and jobs that attract residents. Still, the growth of Redstone Arsenal and Cummings Research Park has been a primary factor in its rapidly growing residential sector.

The other significant factor fueling growth is the high quality of life enjoyed by city residents and, most notably, the performance and reputation of Madison City Schools. The City established its school system in 1998 by separating from Madison County Schools. The system serves the city of Madison as well as nearby Triana. Madison's highly educated high-tech environment led city residents to overwhelmingly support a city system that could take childhood education to a higher level. As a result, today and for many years since 1998, Madison City Schools frequently rank as some of the best schools in Alabama and compete successfully on the national level<sup>viii</sup>.

viii. <https://www.madisoncity.k12.al.us/domain/125#:~:text=The%20Madison%20City%20Schools%20system,education%20to%20a%20higher%20level>

## Major Growth Factors for Madison

- ① The Memphis and Charleston Railroad Company laid tracks through the area in 1856.
- ① In 1941 the U.S. Congress approved money to create a chemical war plant called Huntsville Arsenal that later became Redstone Arsenal and which now employs nearly 37,000 people.
- ① In 1962, Cummings Research Park was created just to the east of Madison and employs nearly 26,000 people today, many of whom moved to Madison.
- ① In 1998 Madison City Schools were created. The performance and reputation of Madison City Schools coupled with the high quality of life enjoyed by city residents has fueled Madison's growth.
- ① Other growth factors affecting Madison include industrial and commercial development in the city of Huntsville adjacent or close to Madison.

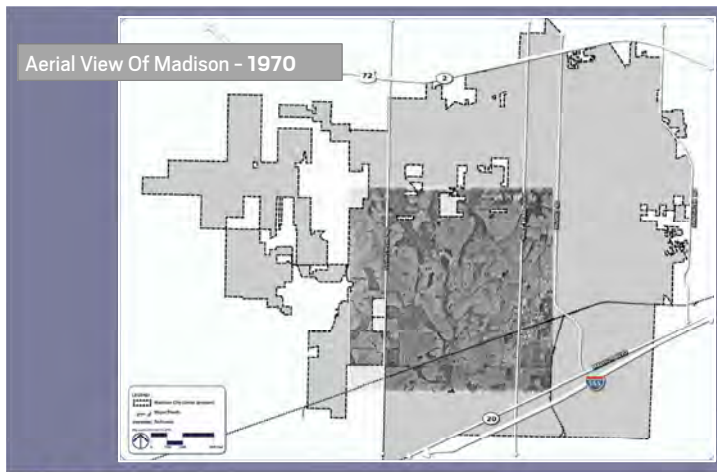
Other growth factors affecting Madison include industrial and commercial development in the city of Huntsville adjacent or close to Madison. These areas include the rapidly growing Southwest Subarea identified in Huntsville's *Big Picture* plan. This subarea wraps around Madison from Cummings Research Park to the east to the airport area to the south to industrial growth and planned residential and commercial locations to the west. A small sliver of this subarea also runs down U.S. 72, encompassing commercial development and lands targeted for new commercial and medium and high-density residential development.

By 1943, the site had grown and was redesignated Redstone Arsenal.

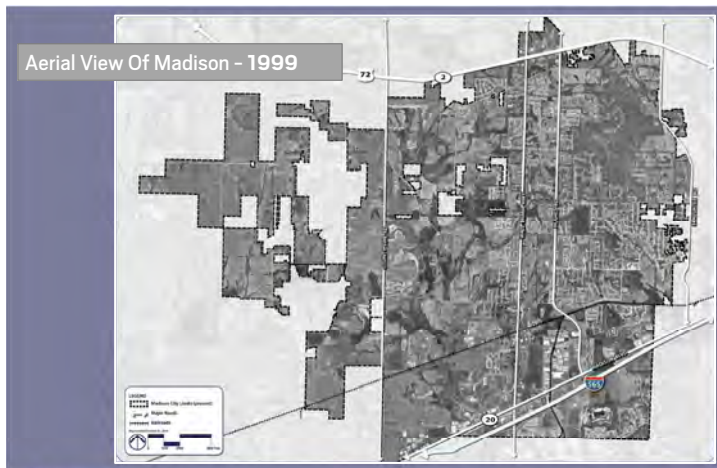
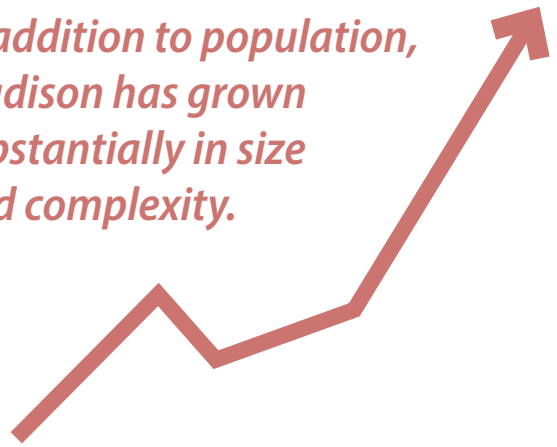
1962, Cummings Research Park was created.

The city established its school system in 1998.

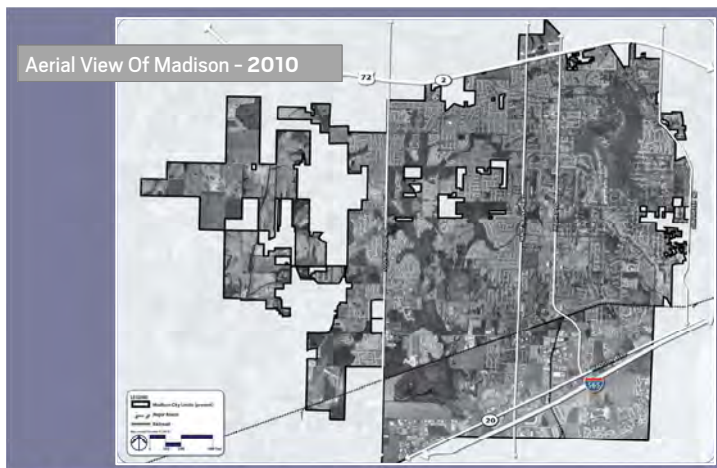




*In addition to population, Madison has grown substantially in size and complexity.*



In addition to population, Madison has grown substantially in size and complexity. A surge in Huntsville's growth to the west along I-565 in the 1990s and 2000s resulted in many annexations into Madison. A result of this fast-paced expansion today is a complex city that spans two counties and is served by many different public service providers. Another result and important planning consideration is that Huntsville completely encircles Madison, providing Madison with limited opportunities for future boundary growth. Although the two cities spent much of the first decade of the 21st century at odds with one another due mainly to the annexations, today, the cities work cooperatively on many issues, including regional planning initiatives. Madison's Growth Policy, adopted in 2018, establishes parameters by which the City will consider future annexation (see inset on the following page), enabling a more strategic approach to future growth.



*Maps from Madison's Growth Plan*



*As adopted within the Growth Policy, the City supports and will consider new residential land for annexation when:*

① *the property is approximately three acres or less in size,*

**OR**

① *the property is part of a strategic annexation, which is defined as an annexation that results in a meaningful increase in commercial land inventory, preserves the City's ability to annex other potential commercial land, or includes property that will be offered and suitable for public facilities such as schools, critical infrastructure, fire stations, etc.*

Many unincorporated pockets of land entirely or mostly surrounded by the city of Madison meet these criteria. In addition, other unincorporated lands intended for commercial or industrial use, regardless of size, are also potentially annexable into the city based on the public process outlined in state law and City policy.

*Development in progress in Madison*





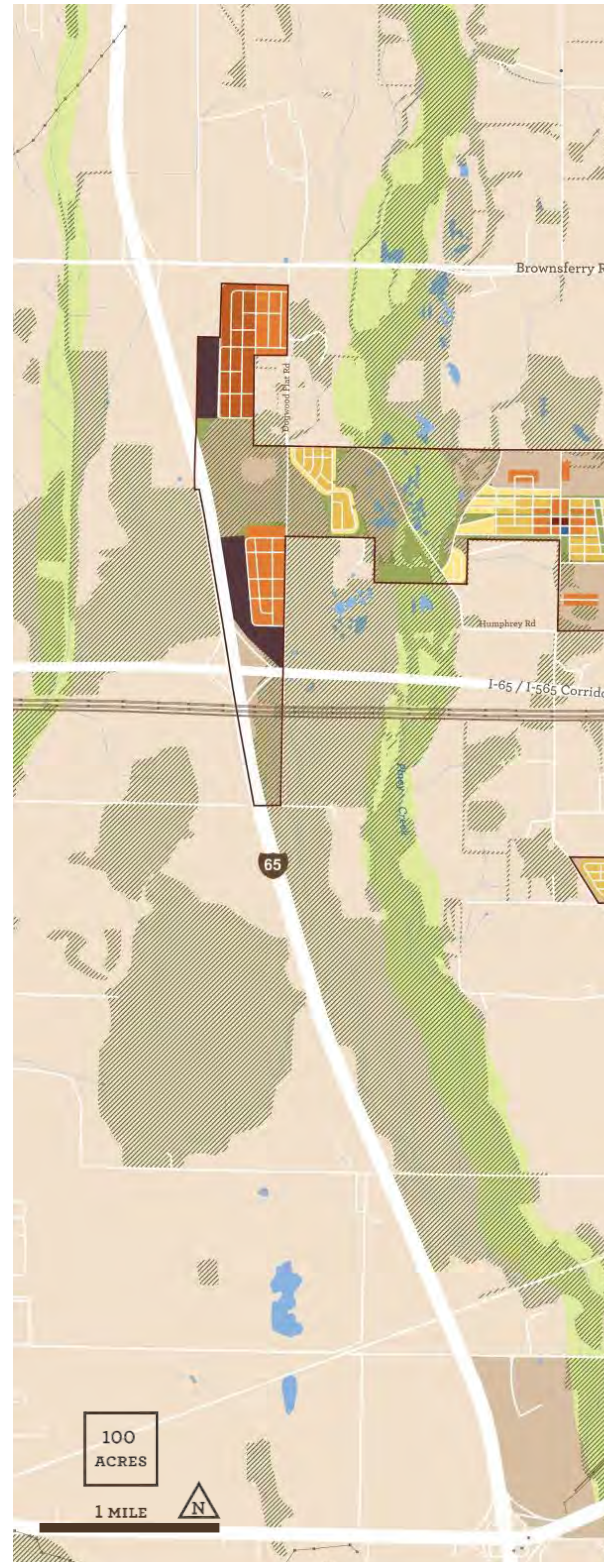
*In 2021 and 2022, Niche ranked the city the #1 zip code in the state, and in 2021 Money Magazine ranked it twelfth in the nation.*

Madison is consistently ranked among the nation's best places to live. In 2021 and 2022, [Niche](#) ranked the city the #1 zip code in the state, and in 2021 Money Magazine ranked it twelfth in the nation<sup>ix</sup>. This ranking is a testament to the City's commitment to quality of life as reflected in its evolution and expansion of City plans and policies since 2000. City-adopted plans and policies include:

- ❶ 2001 Comprehensive Plan (with updates through 2006)
- ❶ 2008 Future Land Use Map
- ❶ 2010 Madison Station Historic District Design Review Guidelines
- ❶ 2011 Madison Growth Plan (completed in lieu of a comprehensive plan update; includes a twelve year implementation horizon)
- ❶ 2014 Parks and Recreation Master Plan
- ❶ 2016 West Side Master Plan
- ❶ 2018 Growth Policy
- ❶ 2021 Storm Water Management Program Plan
- ❶ 2040 Transportation Master Plan (adopted in 2018)

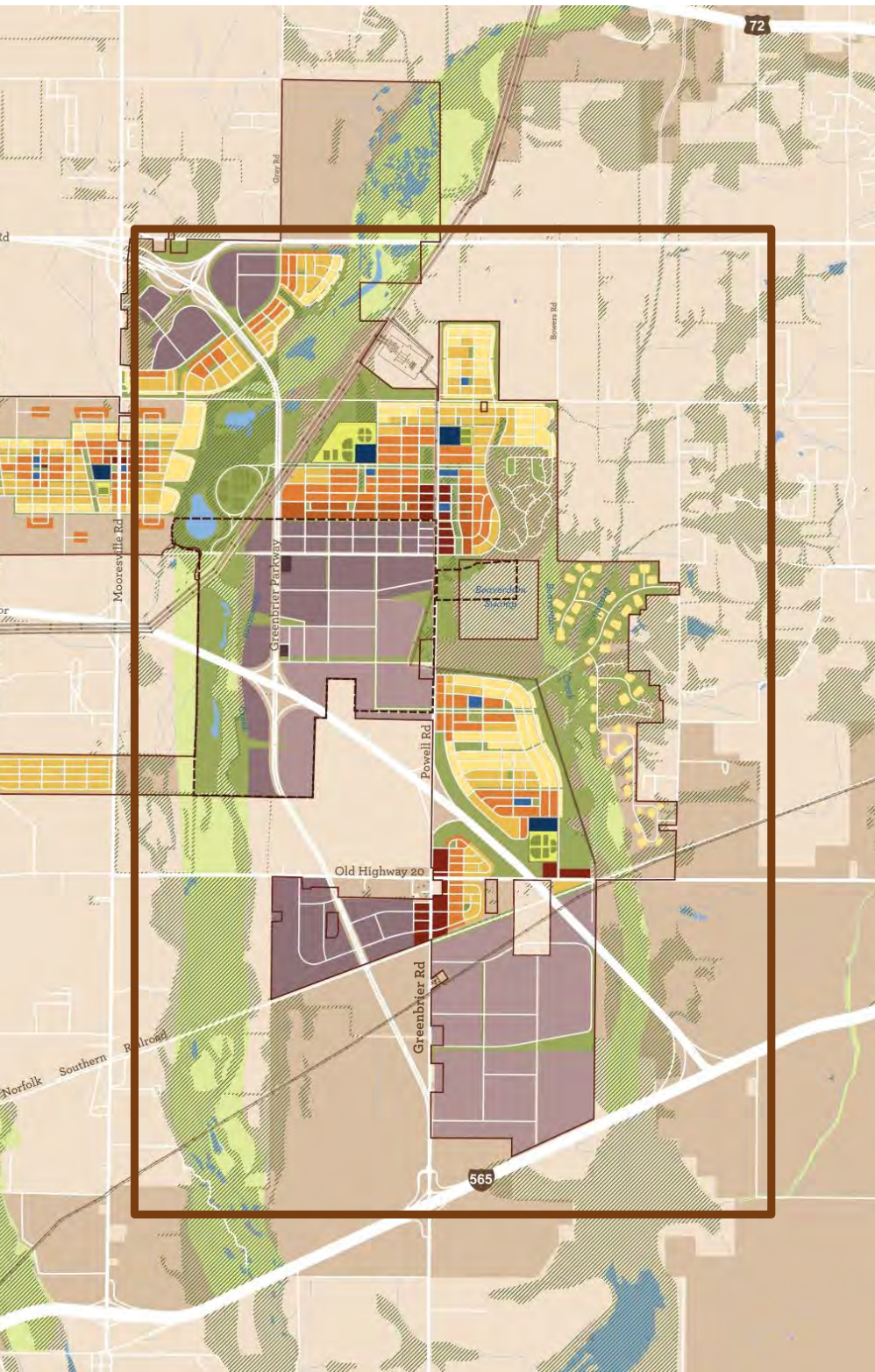
In addition, the region has engaged in robust planning efforts that directly or indirectly impact Madison. Such plans include:

- ❶ 2013 Huntsville Limestone County Master Plan (see inset map)
- ❶ 2019 Singing River Trail Master Plan
- ❶ 2020 Huntsville Area MPO Bikeway Plan
- ❶ 2045 Transportation Regionally Innovative Projects 2045, created by the MPO in 2020
- ❶ The City of Huntsville's *Big Picture* Comprehensive Master Plan and updates
- ❶ Cummings Research Park Master Plan



ix. <https://www.madisonal.gov/325/Economic-Development>





## MASTER PLAN

- STUDY AREA
- OPTION TRACT
- EXISTING TREE COVER & WETLANDS
- FLOODWAY ESTIMATION AREA

### MASTER PLAN LAND USES

- SINGLE FAMILY LOW DENSITY
- SINGLE FAMILY MEDIUM DENSITY
- SINGLE FAMILY HIGH DENSITY
- MULTIFAMILY
- MIXED USE
- COMMERCIAL
- OFFICE, RESEARCH & DEVELOPMENT
- INDUSTRIAL
- CIVIC / INSTITUTIONAL
- K-8 SCHOOL / HIGH SCHOOL

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# MADISON'S PRESENT— THE ENVIRONMENT



## NATURAL RESOURCES



### Physiography and Soils

Alabama is one of the most geologically diverse states in the United States. This diversity results in many physiographic sections, districts, and subdistricts. The city of Madison is located in north Alabama in the Highland Rim physiographic section and specifically the Tennessee Valley physiographic district<sup>i</sup>. The Highland Rim section is the smallest physiographic region in the state and is characterized by rolling topography<sup>ii</sup>. The landforms of this section result from the differences in the way rocks and sediment erode. The Tennessee Valley district makes up the largest portion of the Highland Rim. Elevation generally increases as one moves from the Tennessee River north to the Tennessee state line<sup>iii</sup>. Within the city of Madison, elevations also generally increase from west to east<sup>iv</sup>.

Madison has two large hills referred to locally as mountains. These are Rainbow Mountain and Betts Mountain. Rainbow Mountain is approximately 465 ft. above Madison's Norfolk-Southern Railroad Benchmark "A" elevation of 675 ft. (located near the historic downtown area). Betts Mountain is elevated only 135 ft. above that same benchmark. The remainder of the city consists of gently rolling hills.<sup>v</sup>

i. <https://www.gsa.state.al.us/gsa/geologic/algeology>

ii. [https://www.nrcs.usda.gov/Internet/FSE\\_DOCUMENTS/16/nrcs143\\_016411.pdf](https://www.nrcs.usda.gov/Internet/FSE_DOCUMENTS/16/nrcs143_016411.pdf)

iii. <http://encyclopediaofalabama.org/article/h-1311>

iv. From 2006 Comprehensive Plan

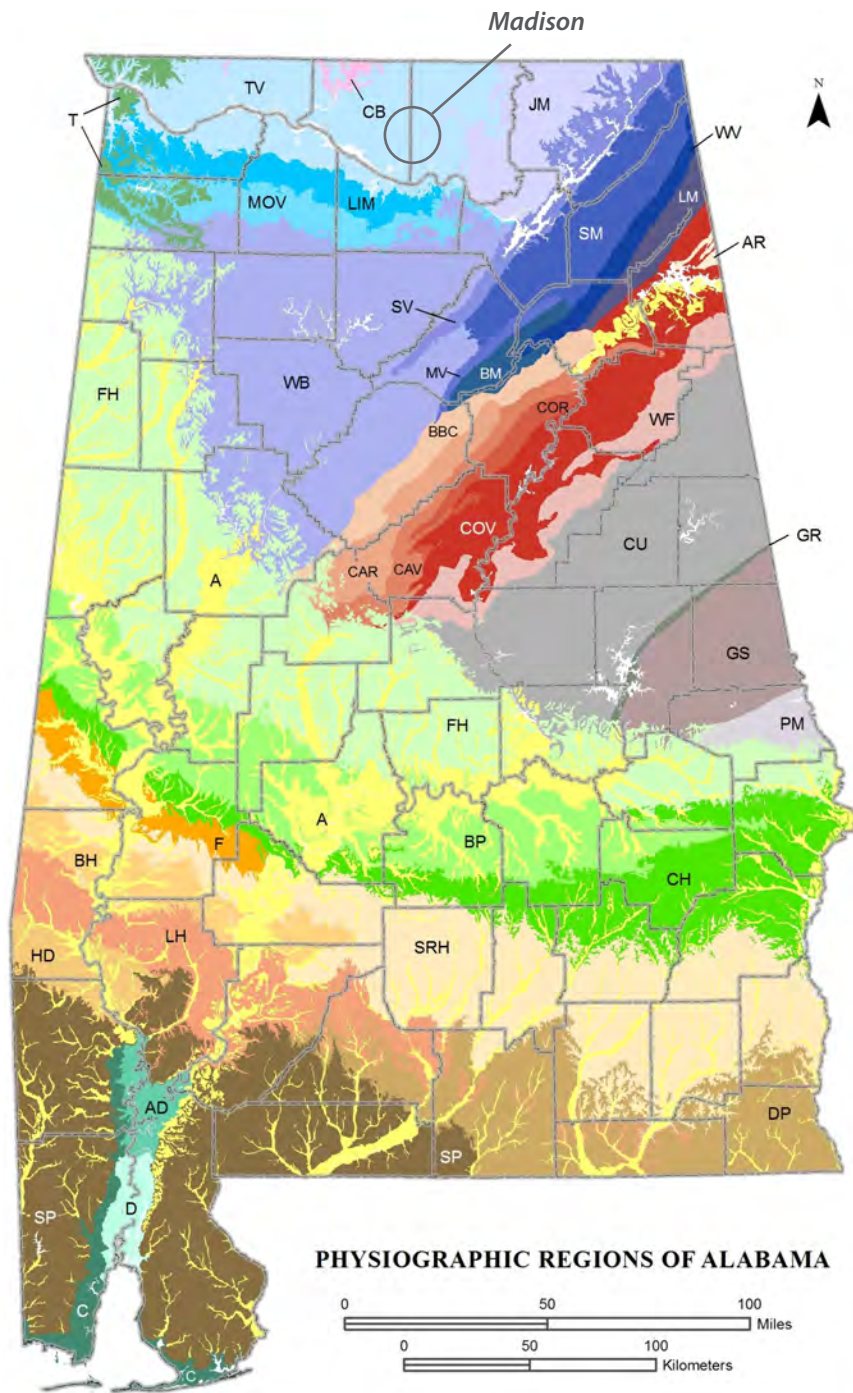
v. From 2006 Comprehensive Plan

**Hiking trails on  
Rainbow Mountain**





## Physiographic Regions of Alabama



### KEY TO PHYSIOGRAPHIC SYMBOLS

Section	Districts and Subdistricts
Central Basin	CB Central Basin
Highland Rim	TV Tennessee Valley LM Little Mountain MOV Moulton Valley
Cumberland Plateau	JM Jackson County Mountains WB Warrior Basin SV Sequatchie Valley MV Murphrees Valley SM Sand Mountain BM Blount Mountain WV Wills Valley LM Lookout Mountain
Alabama Valley and Ridge	AR Armuchee Ridges BBC Birmingham-Big Canoe Valley CAR Cahaba Ridges CAV Cahaba Valley COR Coosa Ridges COV Coosa Valley WF Weisner Frontal Ridges
Piedmont Upland	Northern Piedmont CU Central Uplands GR Gainesville Ridges Southern Piedmont GS Greenville Slope PM Pine Mountain
East Gulf Coastal Plain	FH Fall Line Hills T Transition Hills BP Black Prairie CH Chunnenugee Hills SRH Southern Red Hills BH Buhrstone Hills F Flatwoods Lowland LH Lime Hills HD Hatchetigbee Dome DP Dougherty Plain SP Southern Pine Hills AD Alluvial-Deltaic Plain D Deltaic Plain C Coastal Lowlands
	A Alluvial Plain



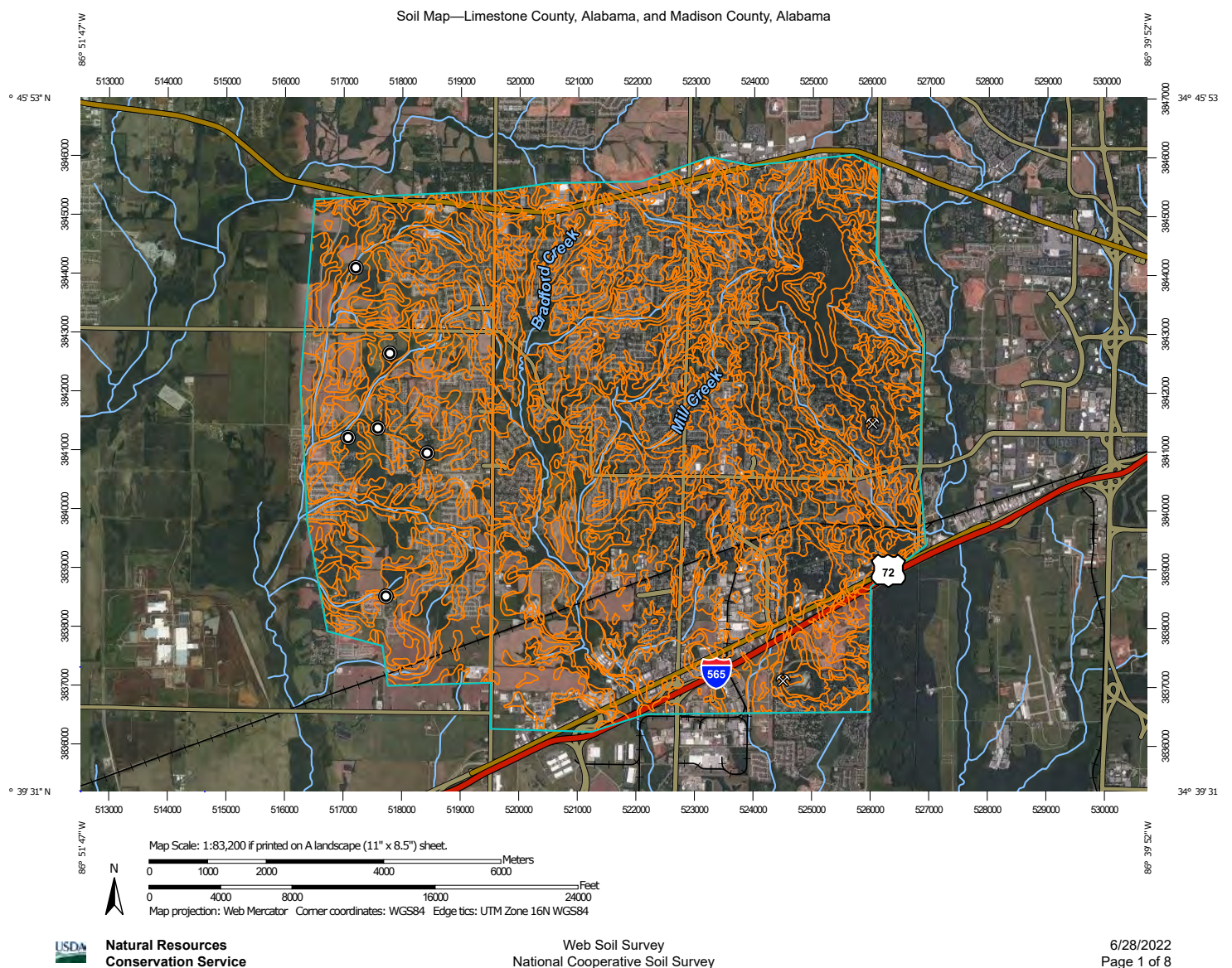
**Madison has a wide variety of soils due to the wetlands, swamps, and topography that exists in and around the city.** Decatur soils make up 22% of the city, with the next highest soil type being Abernathy Emory at 9.6%. Additional soil types present include Cookeville (6.8%), Baxter (5.4%), Dewey (5.1%), Guthrie (5%), and Cumberland (3.9%).<sup>vi</sup> Cumberland soils are well-drained and formed from old material deposited by rivers and streams and comprised of reddish-brown silty clay loams. Decatur soils are primarily the result of the breakdown of limestone and present as red lands that extend southward from the state line to the Tennessee River. Decatur soils are generally very deep and moderately permeable<sup>vii</sup>. These soils are suitable for agriculture and don't present a significant problem for construction<sup>viii</sup>.

vi. <https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx>

vii. [https://www.nrcs.usda.gov/Internet/FSE\\_DOCUMENTS/16/nrcs143\\_016411.pdf](https://www.nrcs.usda.gov/Internet/FSE_DOCUMENTS/16/nrcs143_016411.pdf)

viii. [https://www.nrcs.usda.gov/wvps/portal/nrcs/detail/soils/survey/office/ssr7/?cid=nrcs142p2\\_047868](https://www.nrcs.usda.gov/wvps/portal/nrcs/detail/soils/survey/office/ssr7/?cid=nrcs142p2_047868)

## Soil map of Limestone and Madison Counties





## Creeks and Streams

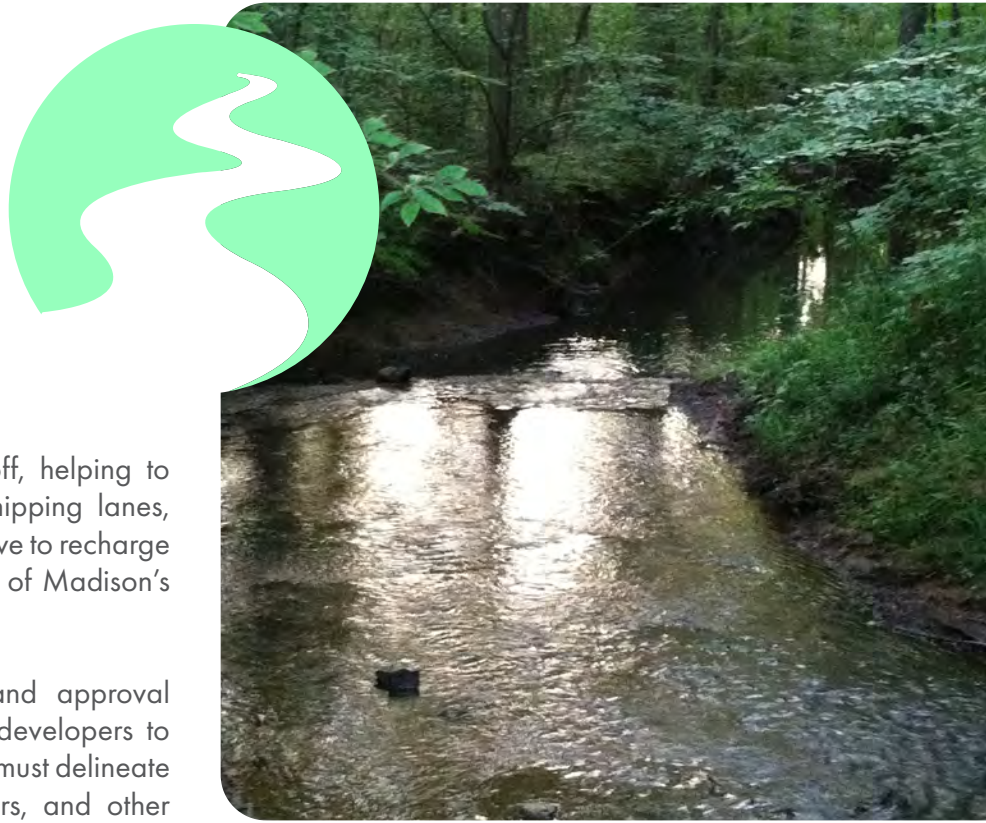
The city of Madison is transected by many creeks and streams that drain ultimately to the Tennessee River. Five creeks are among these, including Bradford Creek, Mill Creek, and Indian Creek in the Madison County portion of the city and Limestone Creek and Beaverdam Creek in the Limestone County portion of the city. These creeks, and their accompanying floodplains, provide habitat, fisheries, and flood storage, and filter pollutants from runoff, helping to protect the Tennessee watershed, its shipping lanes, and its public water intakes. They also serve to recharge the groundwater that supplies a portion of Madison's drinking water.<sup>ix</sup>

As part of its development review and approval process, the City of Madison requires developers to submit a site assessment. This assessment must delineate all creeks, floodplains, wetlands, buffers, and other natural features, and plans for new development must, to a certain degree, protect these features<sup>x</sup>.

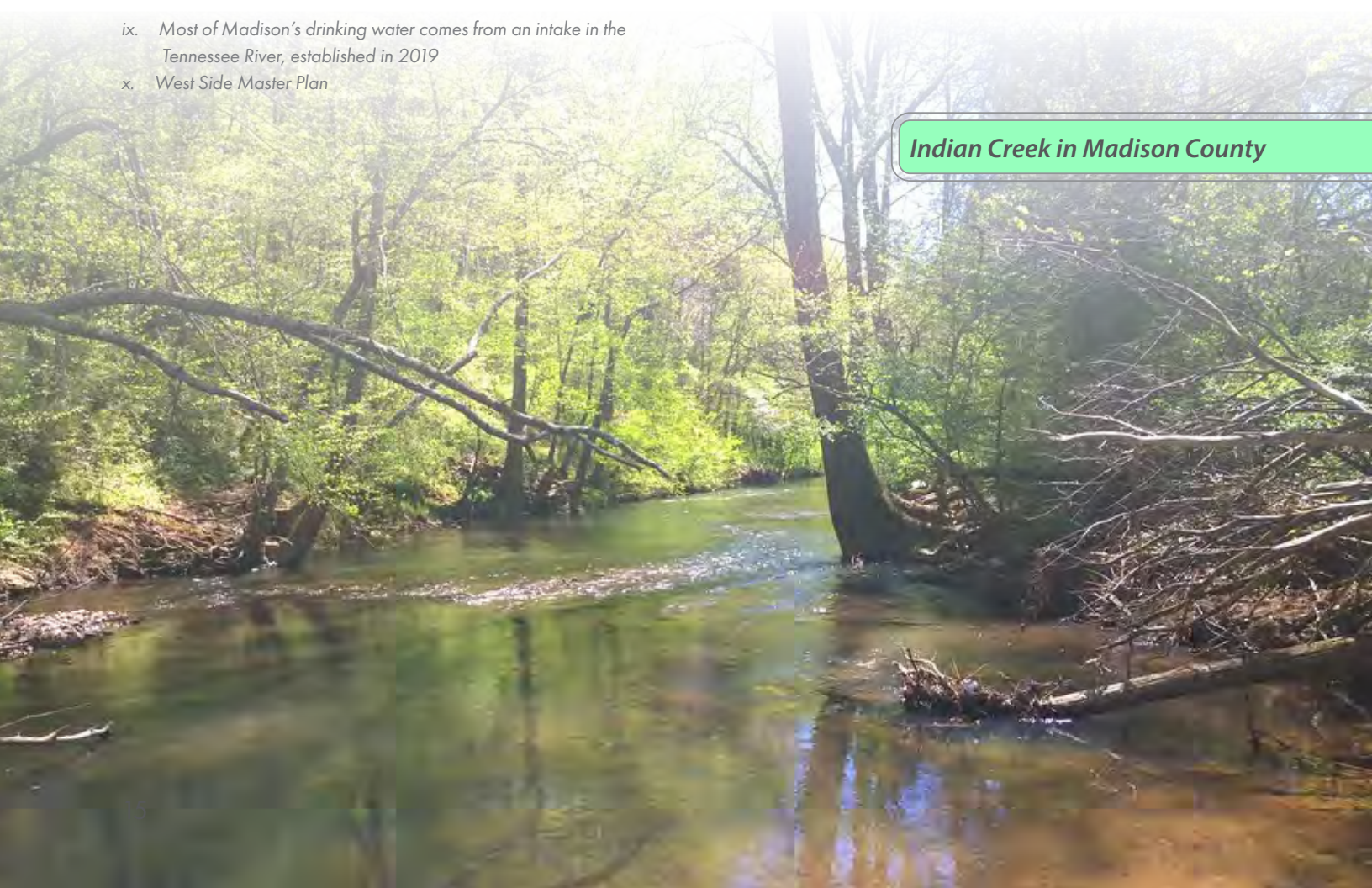
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ix. Most of Madison's drinking water comes from an intake in the Tennessee River, established in 2019

x. West Side Master Plan



*Bradford Creek in Madison*



*Indian Creek in Madison County*



## Stormwater

Stormwater is an issue in any urban area, and Madison is no exception. Madison is fortunate, though, because most drainage basins that impact the city originate within the corporate boundaries. This means that Madison does not have to deal with too much stormwater from other jurisdictions, just a few small areas in the southeast and north in Huntsville that may drain toward Madison adding negligible amounts to the overall system.

Stormwater runoff that does not result in widespread flooding can still significantly impact nearby properties, public facilities, and natural systems. The first flush of stormwater can carry many pollutants picked up from the land and surfaces such as rooftops, streets, and parking lots. Stormwater from developed areas can also race towards streams, rivers, and lakes at speeds that cause erosion and channelization and can be so warm when it gets there that it changes the biology of the receiving waters. For these reasons, the Alabama Department of Environmental Management has developed stormwater guidelines to comply with the U.S. Environmental Protection Agency and the Clean Water Act for Alabama, including the city of Madison.



In 1990, the City of Madison was included under Huntsville as an EPA (US Environmental Protection Agency) Phase 1 stormwater community, which meant that Madison was held responsible for meeting and enforcing every requirement of the Huntsville permit. In 2015, Madison became an Individual Phase II community, which also came with requirements. As an Individual Phase II community, **Madison must meet six minimum measures aimed at reducing stormwater runoff and stormwater pollution:**

- ① Stormwater collection systems operations
- ① Public education and public involvement
- ① Illicit discharge detection and elimination
- ① Construction site stormwater runoff control
- ① Post-construction stormwater management
- ① Pollution prevention and good housekeeping measures for municipal operations

As part of the City's NPDES Permit requirements, since 2005 Madison has mapped and monitored all new municipal separate storm sewer system infrastructure (abbreviated as MS4s). MS4 is defined in the City's MS4 permit as either a large, medium, or small municipal separate storm sewer system. A system may be operated by a single entity or it may be a group of systems within an area that are operated by multiple entities. It includes publicly owned concrete and metal storm drain, pipe, and ditch commonly found along right-of-way but occasionally running in easements between lots within a subdivision. Historically, these systems have been designed to capture and remove stormwater as quickly as possible with the endpoint emptying into a stream branch or creek. While the system usually works well for that purpose, it increases the amount of pollution entering waterways. It also causes streambank erosion and changes in water temperature that threaten habitat and wildlife. Streambank erosion also causes siltation in wetlands and larger waterways, impacting navigation, wildlife, and fisheries. Madison requires control and pollution prevention measures to address and minimize these issues. The City also requires developers to submit electronic as-built drawings that can be uploaded directly into the City's mapping database, helping it stay abreast of new systems. The City maintains and updates its ***Stormwater Pollution Management Program Plan*** at least every five years to stay abreast of system-wide changes and meet the requirements of the Alabama Department of Environmental Management (ADEM) National Pollutant Discharge Elimination System (NPDES) Permit.



In addition to improving water quality and habitat, **Low Impact Development** reduces the number of publicly owned storm sewer systems, reducing costs associated with stormwater management

One method of stormwater control, **Low Impact Design**, often abbreviated **LID** and also referred to as Low Impact Development, offers an alternative to conventional pipes and ditches. Instead of moving stormwater offsite as quickly as possible, it is a system designed to retain stormwater as close as possible to where it falls for as long as possible to allow the water to filter through soil and bedrock and replenish groundwater aquifers. LID also serves to remove many of the pollutants captured by the stormwater and to contain trash and debris where they can easily be removed. Two methods are bioretention areas and rain gardens, which are low areas planted with water-loving plants in areas downstream from runoff locations. LID also uses rain barrels, cisterns, and green roofs to capture and reuse stormwater. While some piping, direction, and channeling may be necessary to “feed” LID features, sheet flow—the method of allowing stormwater to run unchanneled across the land, is also a core feature of LID. However, a system of swales may be used in some cases to help direct the flow. In addition to improving water quality and habitat, LID reduces the number of publicly owned storm sewer systems, reducing costs associated with stormwater management.



*Breaks in the curb (flumes) direct stormwater from streets into rain gardens. Rain gardens integrated into parking lots reduce site runoff.*  
Source: US EPA





# Slopes and Low Impact Development

## Designing and Siting LID Practices on Slopes



Low impact development (LID) practices, also referred to as green infrastructure, include a variety of practices that are used to mimic or preserve natural drainage processes to manage stormwater. Most LID practices are designed to retain stormwater and infiltrate the water into the ground to reduce runoff, water pollution and downstream flooding.

Ideally, slopes prone to destabilization due to clearing, grading and development should be protected. However, this does not always happen in practice. In instances where development occurs on slopes, LID practices can be used when the proper precautions are followed. Note that LID practices should not be a substitute for slope protection.

Building LID practices on or near slopes presents a risk of soil erosion and landslides; risk increases when slopes are saturated with water. Because many LID practices encourage infiltration of water into the soil, planners must consider these risks when designing LID projects for areas dominated by hills and valleys.

Despite these potential risks, LID practices can be used successfully on sloped landscapes where site conditions are favorable, the correct practice is selected and the design incorporates elements to prevent slope failure and blow-out of the LID practice.

### Design Features for Building LID on Slopes

Many LID practices can be implemented with design features such as vegetative plantings, diversion berms, structural walls, check dams and baffles. These features help slow down, retain and infiltrate water on slopes.

- Slopes can be stabilized by planting trees and other vegetation that hold soil in place and absorb water.
- Diversion berms can be constructed across slopes to reduce runoff velocity and erosive flows and to promote infiltration and plant growth by retaining water in depressions.
- Terraces and weep gardens can be designed with structural walls on the downslope face that will discharge excess runoff when the system is saturated.
- Check dams can be incorporated on slopes to manage the flow volume, encourage retention and infiltration, and reduce erosion.
- Baffles can be constructed beneath permeable pavement to increase storage and promote infiltration.

### FAQ

Are LID practices inappropriate for sloped areas?

**Barrier Busted!**  
With proper analysis and design, LID practices can be used on slopes.

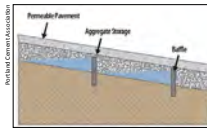
EPA's LID Barrier Busters fact sheet series, helping to overcome misperceptions that can block adoption of LID in your community



The rock check dams placed along this sloped, grassy swale help slow stormwater flow.



Adding structural walls to this terraced treatment train allowed it to be built in a sloped area.



Permeable pavement designed for a slope includes baffles that encourage water infiltration.

The EPA's [LID Barrier Buster Fact Sheet Series](#) provides a wealth of information on terminology, aesthetics, cost, and techniques.

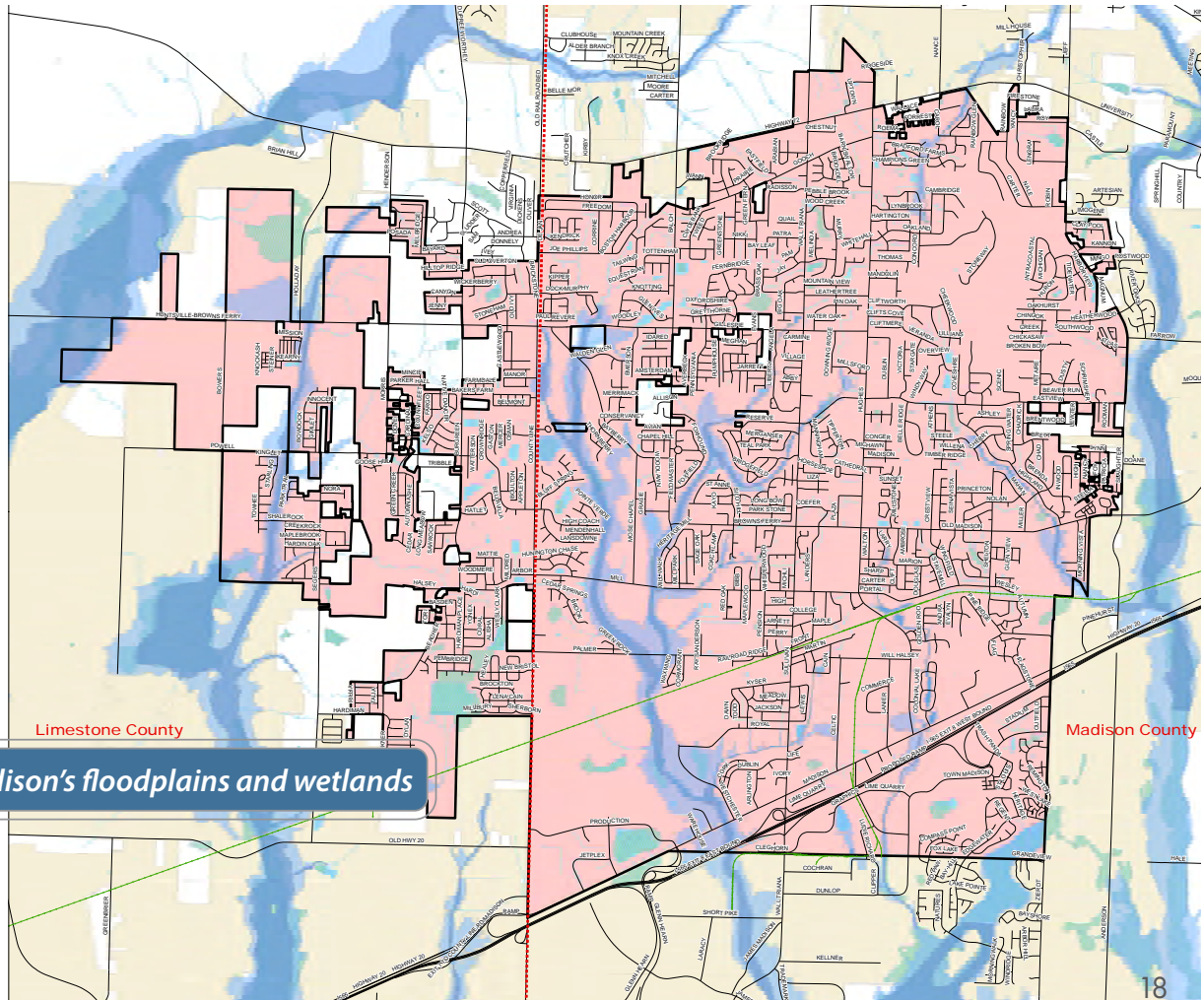
There are more than 140 stormwater detention ponds in the city today. On average, each new subdivision adds one, and in some cases two, new detention ponds to the inventory. Stormwater detention is one method of controlling the rate of runoff and reducing pollutants by allowing particulates to settle out and trash and debris to be filtered at the intake and outflow. It is not the only method, though. One example is wetlands. Wetlands are nature's detention ponds, and, like artificial ponds, they serve a valuable role in treating runoff. The City of Madison currently requires the mapping and preservation of wetlands on development sites in cooperation with the U.S. Army Corps of Engineers.

## The EPA's LID Barrier Buster Fact Sheet Series



### ENVIRONMENT

- Legend**
- Madison
  - County Boundary
  - Huntsville
  - Water Bodies
  - Streets
  - Interstate
  - Railroad
  - Flood Zones and Wetlands**
  - A/AE Flood Zones
  - Floodway
  - Wetlands



Map of Madison's floodplains and wetlands

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Miles







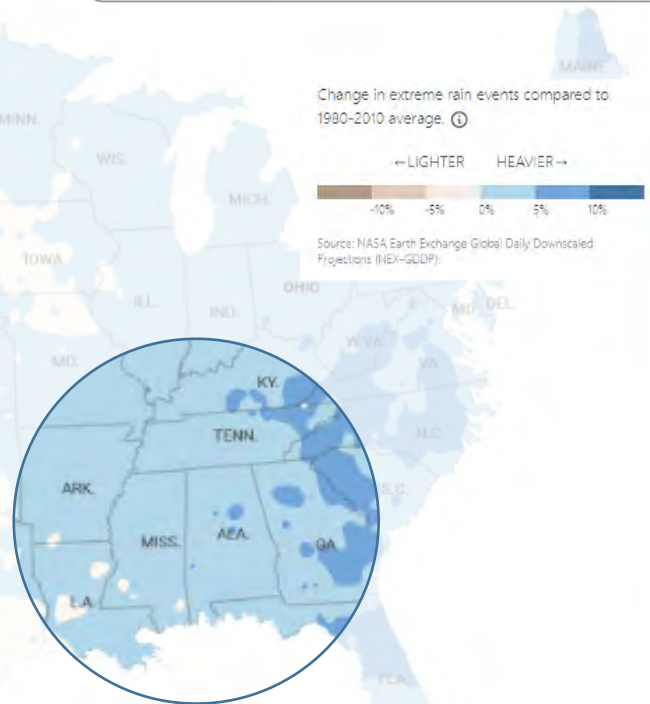
## Flood Risk Increase Today

### Floodplains

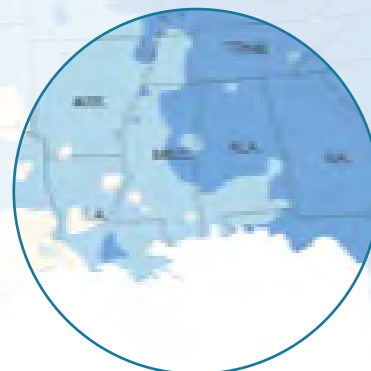
Many permanent creeks and streams that traverse the city have a floodway as well as a floodplain associated with the main channel and some of the branches. Regulated floodways are the channel of a river or other watercourse and the adjacent land areas that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. Floodplains are any land area susceptible to being inundated by water from any source. The Federal Emergency Management Agency, FEMA, classifies floodplains into different categories based on flood potential: Special Flood Hazard Areas, Moderate Flood Hazard Areas, and Minimal Flood Hazard Areas. Areas lying within certain Special Flood Hazard Area zones are federally regulated and require flood insurance<sup>xi</sup> if property is purchased through a lending institution. The map of floodplains within the city indicate that most floodplain is associated with one of the three major creek systems: Beaverdam Creek, Bradford Creek, and Indian Creek, and one of three main tributaries: Mill Creek, Oakland Spring Branch, and Moore Branch..

The City of Madison is working toward acceptance into the National Flood Insurance Program's Community Rating System (CRS). This program recognizes communities with floodplain management programs that exceed minimum program requirements. Currently, 250 residents pay as much as \$250,000 per year combined for flood insurance. If Madison is accepted into the CRS Program, flood insurance rates within the city should decline.

Flood Factor reports that 1,624 properties have a greater than 26 percent chance of being severely impacted by flooding over the next 30 years. This is a relatively minor risk for the city, considering there are 22,500 properties within the city. Still, the risk of flooding is increasing throughout the Southeast. Projections indicate that flood risk throughout the region will be significantly higher in 30 years than today.



## Projected Flood Risk Increase in 30 Years



xi. City of Madison GIS



## Streambanks<sup>xii</sup>

The banks of rivers and creeks serve as natural channels and provide critical habitat for water and shoreline wildlife. When development practices destabilize streambanks either through direct impact often caused by the removal of vegetation and ground cover as well as road crossings, or through increased stormwater flow, erosion becomes a severe problem, habitat is lost, and wildlife is diminished.

Streams serve many functions, from removing stormwater, recharging groundwater, and moving sediment and nutrients downstream to supporting instream and near-stream wildlife and plants, eliminating pollutants, moderating surface water temperatures, and serving as the source of drinking water for most of the world's population. The following stream functions pyramid created by the Environmental Protection Agency provides more information and shows functions from the lowest level (1) to the highest (5). As indicated by the pyramid form, higher-level functions are supported by lower-level functions. Therefore, any disruption in one level affects all the levels above it.

Rip rap is frequently used to armor destabilized banks, and while often effective, it does little to protect or enhance function and habitat. As a result, many communities, including highly urbanized cities, are embracing a return to a more natural streambank by using live staking and joint planting. This stabilization method involves planting live, vegetative cuttings, often with the assistance of some rip rap, willow wattles, straw rolls, or similar features. Live streambanks anchor the soil, filter, and slow stormwater, shade the water, and provide water and shoreline wildlife habitat. They are also considered much more attractive than rip rap alone.

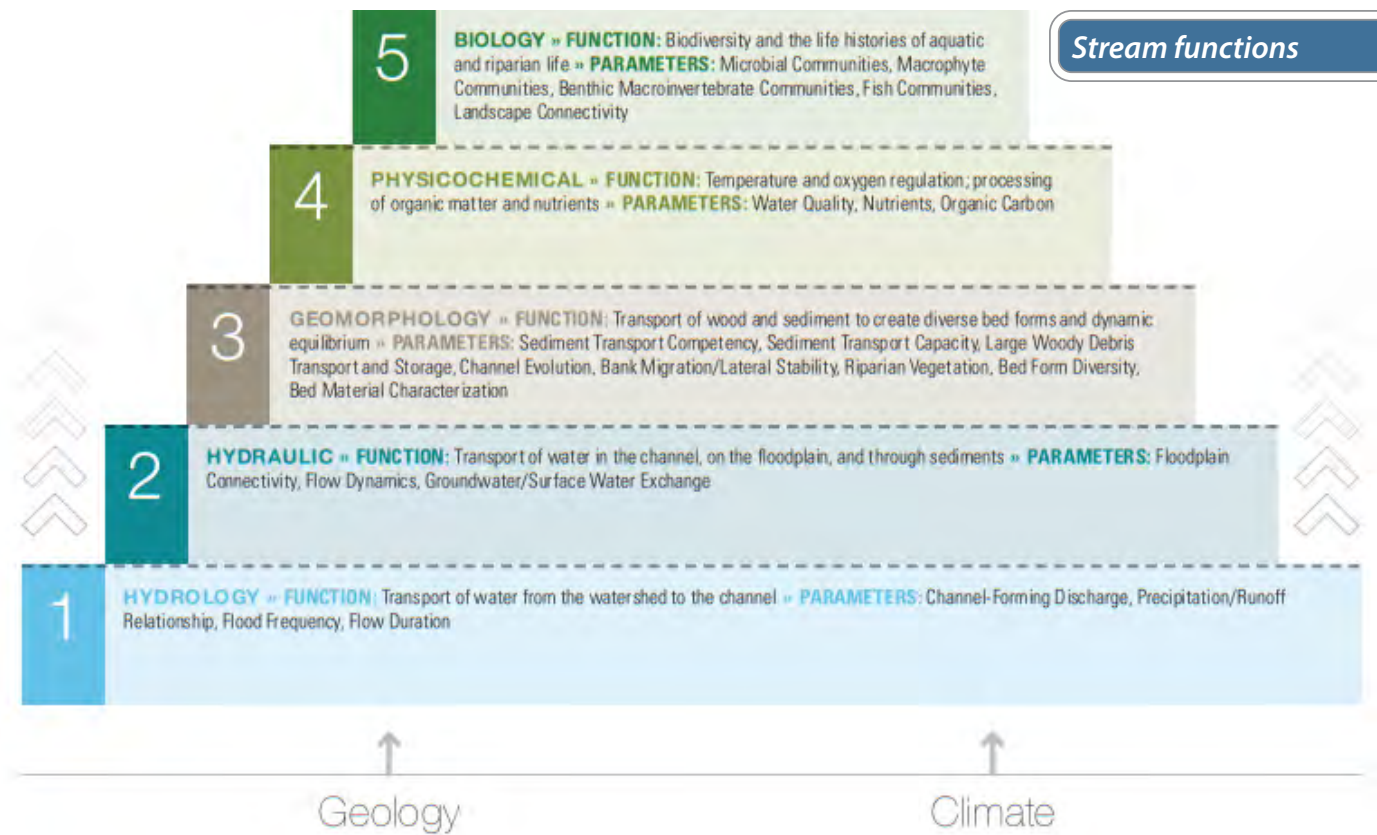
Another way to protect streambanks is to require buffers. The City of Madison currently requires minimum buffers established on a case-by-case basis by development. Consistent buffer application offers increased protections not only for streambanks but the entire hydrologic system, and can go a long way towards protecting habitat, water quality, and personal property.

xii. West Side Master Plan



*Allowing vegetation to grow at least 15 feet from the water's edge helps stabilize streambanks.*





Source: US EPA, *Stream Mechanics: A Function-Based Framework for Stream Assessment & Restoration Projects*, EPA 843-K-12-006, May 2012



**Bradford Creek - natural streambank**  
Source: Land Trust of North Alabama



## Wetlands<sup>xiii</sup>

Along with the rivers and the forests, wetlands are a vital element of the natural ecosystem and provide valuable habitat for a variety of plants, animals, and migratory birds. However, until the 1970s, the destruction of wetlands, usually through fill, was not regulated. As a result, of the estimated eight million acres of wetlands believed to exist in Alabama prior to statehood, more than 50 percent have been destroyed by conversion to farmland, construction of roads, and development of wetland sites.

<sup>xiii.</sup> West Side Master Plan

Wetlands are natural water filters that remove pollutants picked up on the land by stormwater before they are washed into rivers and lakes. Development adjacent to wetlands may be outside the jurisdiction of federal agencies and can have significant impacts. For this reason, many local governments now provide some protection through wetland buffer requirements in their land development regulations. Where known or suspected wetlands exist on a property, the City of Madison requires developers to work with the US Army Corps of Engineers to determine the extent of the wetland and the required protection or mitigation measures. At a minimum, all wetlands within Madison are typically protected by a buffer that guards against destabilization and habitat degradation.

### *Beaverdam Swamp in Limestone county*



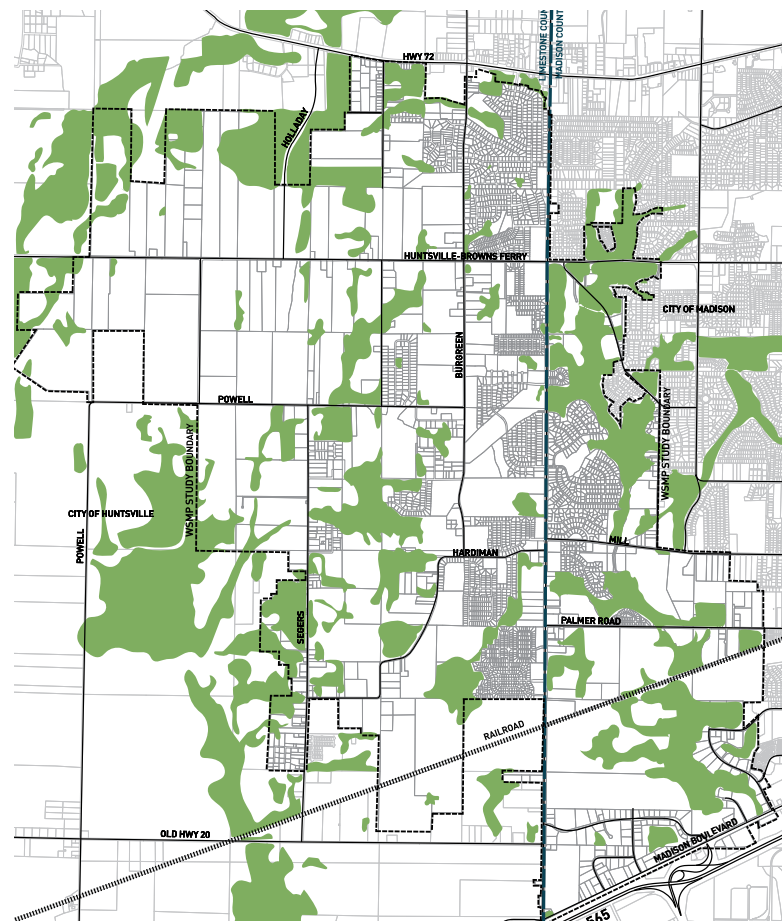


## Tree Cover<sup>xiv</sup>

Many cities are now cataloging trees and establishing tree cover as a natural resource worth protecting. The Cooperative Extension reports that tree cover can reduce ambient temperatures by as much as ten degrees Fahrenheit and the difference between shaded and unshaded ground can be as much as 36 degrees. Trees also clean the air, trapping particulates and turning carbon monoxide into carbon dioxide. Trees mitigate the impact of stormwater by slowing rainfall through their canopies, absorbing water through their roots, and filtering stormwater through leaf litter and other organic material that collects around them. And trees in floodplains help slow and remove floodwater and trap floating debris that otherwise may collect at bridges and bends in the stream exacerbating flood damage. In short, tree cover can reduce costs associated with cooling, air pollution, stormwater, and flooding, making cities more livable.

As cities grow, trees tend to disappear. But this doesn't always have to be the case. Through a combination of City requirements and private efforts, Madison has maintained, and in some cases grown, a decent amount of tree canopy city-wide. Since 2019, the City has required cataloging healthy, mature trees as part of project agreements for subdivisions with substantial tree cover and 2:1 replacement of those trees approved for removal. However, there are few mature tree stands left untouched. Where they do exist, these tend to be located within floodplains and select upland areas that have been protected from development through conservation, open space, or parkland dedication.

Whereas tree cover and understory may be associated with wildfires, Madison County and the city are at no significant risk of wildfire, either now or 30 years in the future according to a climate study conducted by the [First Street Foundation](#), as reported in [The Washington Post](#). According to this study, nearly one in six American's live in areas where risk to public health and safety due to wildfire is high, and this statistic will have a direct impact on development patterns and potential into the future.



*Madison's tree cover circa 2016.*

*Mature stand of trees in Madison.*

xiv. West Side Master Plan





# MADISON'S PRESENT— THE PEOPLE



## Population

The city of Madison has experienced rapid growth over the past decade, as evidenced by recent Census data collected and supported anecdotally by market conditions discussed in the following sections of this profile. In 2020 population of the city of Madison per the recent Decennial Census was 56,933, a 32.6% increase from the 2010 count. The city population growth during that time period was greater than that of Limestone County at 25.1% and much greater than Madison County (15.9%), the MSA (17.8%) and the state of Alabama at only 5.1%.

An estimate of the 2022 population and projection of future growth was developed using the 2020 Census data as the base and applying that annual growth rate forward, which is generally consistent with state estimates for 2021. The population of Madison is estimated to be 60,238 in 2022 and projected to reach 69,365 by 2027 – a projected increase of 15.2%. In keeping with population growth in the previous decade, city population growth will significantly outpace growth in both Limestone and Madison counties, the MSA, and the state of Alabama in the coming years.

**Table 1. Population Growth and Projections**

<b>Area</b>	<b>2010 Census</b>	<b>2020 Census</b>	<b>% Growth 2000-2020</b>	<b>2022 Estimate</b>	<b>2027 Projection</b>	<b>% Growth 2022-2027</b>
City of Madison	42,938	56,933	32.6%	60,238	69,365	15.2%
Limestone County	82,782	103,570	25.1%	108,316	121,156	11.9%
Madison County	334,811	388,153	15.9%	399,801	430,473	7.7%
Huntsville MSA	417,593	491,723	17.8%	508,059	551,313	8.5%
Alabama	4,779,736	5,024,279	5.1%	5,074,669	5,202,866	2.5%

Sources: U.S. Census, 2010 and 2020 Census

The City issued certificate of occupancies for 386 single family units and 274 multi-family units in 2020 and 365 single family units and 190 multi-family units in 2021. Applying person per household averages of 2.6 (single family) and 1.66 (multi-family) results in a 2022 population estimate of 59,656, which is statistically consistent with applying the above Census growth pattern.



## Household Size

Household and family status are key indicators of social and economic conditions within the community. Households include all related and unrelated persons who occupy a housing unit. There are an estimated 20,111 households in the city of Madison in 2022, with an average household size of 2.51 persons. More than one-third of households (36%) include the family's own children under 18 years of age, and 32.2% include an older adult aged 60 and over. More than one-quarter of households in Madison (26.8%) consist of a person living alone, and of these, 8.4% are aged 65 and older.

More than two-thirds (67.7%) of Madison households consist of a family – defined as two or more persons living in the same household who are related by birth, marriage, or adoption. In 2022 there are an estimated 13,609 families in the city, with an average family size of 3.12 persons.

## Income and Poverty

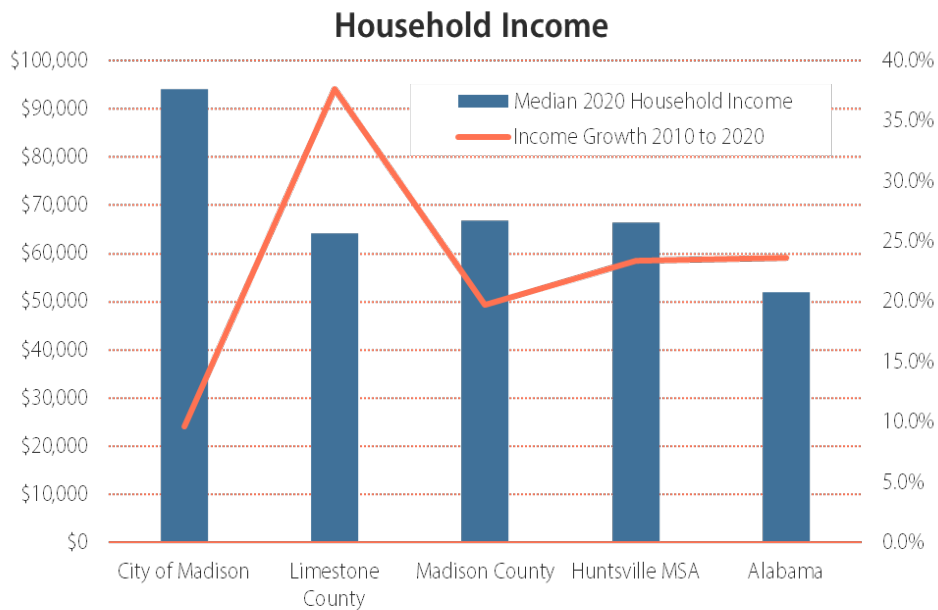
At \$95,214 annually, the median household income in the city of Madison is well above that of Limestone (\$64,270) and Madison (\$66,887) counties, the MSA (\$66,450), and the state of Alabama at only \$42,081. However, household income growth in the city from 2010 to 2020 was only 9.6%, or \$8,269. This growth was less than half of income growth in Madison County, the Huntsville MSA, and the state of Alabama and nearly one-fourth of the growth in Limestone County during the decade. This could be an indicator of both leveling wages in the city coupled with regional wages catching up to where Madison has been all along.

**Table 2. Median Household Income, 2010 and 2020**

Area	Median Household Income		Income Growth 2010 to 2020	
	2010 ACS	2020 ACS	\$ Change	% Change
City of Madison	\$85,945	\$94,214	\$8,269	9.6%
Limestone County	\$46,682	\$64,270	\$17,588	37.7%
Madison County	\$55,851	\$66,887	\$11,036	19.8%
Huntsville MSA	\$53,870	\$66,450	\$12,580	23.4%
Alabama	\$42,081	\$52,035	\$9,954	23.7%

Sources: U.S. Census, 2006-2010 and 2016-2020 American Community Survey (ACS)



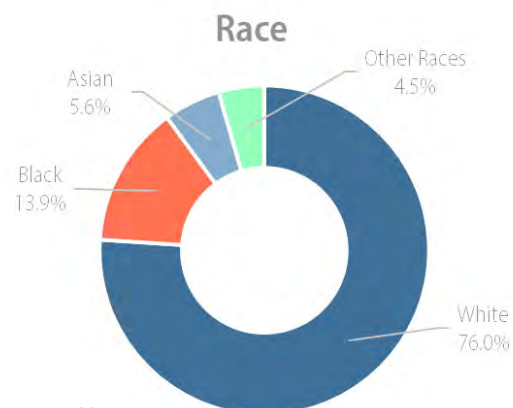


Poverty is generally defined as having insufficient resources to meet basic living expenses, including the costs of food, shelter, clothing, transportation, and medical care. The Census specifically defines poverty using a set of income thresholds that vary by family size and composition that considers income before taxes, exclusive of non-cash benefits such as Medicaid and food stamps. Nearly four percent of families in Madison (389 families) are living in poverty, a figure that is low when compared to the percentages in Limestone and Madison counties at 7.4% and 5.1%, respectively, and less than half of the percentage statewide at 7.9%. Nearly 79% of families in poverty (307 families) include children and 13.6% of families in poverty are headed by a householder aged 65 or older.

**Table 3. Families Below Poverty Level**

Families	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
	#	%	#	%	#	%	#	%	#	%
All Families	10,179	100.0%	19,161	100.0%	67,313	100.0%	86,474	100.0%	881,766	100.0%
Below Poverty	389	3.8%	1,417	7.4%	3,409	5.1%	4,826	5.6%	69,285	7.9%
With Children	307	78.9%	1,097	77.4%	2,192	64.3%	3,289	68.2%	45,256	65.3%
Householder 65+	53	13.6%	338	23.9%	785	23.0%	1123	23.3%	18,000	26.0%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)



Source: U.S. Census, 2016-2020 ACS



## Race

More than three-fourths of Madison residents are white, slightly lower than the percentage in Limestone County at 78.9% but higher than the percentages in Madison County (67.3%), the MSA (69.7%), and the state (67.5%). While the city's percentage of black residents at only 13.9% is low except when compared to Limestone County at 13.5%, the Asian percentage at 5.6% is more than twice that of both counties, the MSA, and the state. The portion of the population that includes persons of other races, including those of two or more races, mirrors the state percentage at 4.5% but is lower than Limestone and Madison counties and the Huntsville MSA. The Hispanic population in the city and Limestone County comprises a higher percentage of the population at 5.7% and 6%, respectively, than Madison County (5%), the MSA (5.2%), and the state (4.4%).

**Table 4. Race and Ethnicity**

	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
<b>Families</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
White	38,560	76.0%	76,469	78.9%	247,390	67.3%	323,859	69.7%	3,302,834	67.5%
Black	7,049	13.9%	13,128	13.5%	90,449	24.6%	103,577	22.3%	1,301,319	26.6%
Asian	2,837	5.6%	1,412	1.5%	9,676	2.6%	11,088	2.4%	67,909	1.4%
Other Races	2,271	4.5%	5,912	6.1%	20,171	5.5%	26,083	5.6%	221,124	4.5%
<b>Total All Races<sup>i</sup></b>	<b>50,717</b>	<b>100.0%</b>	<b>96,921</b>	<b>100.0%</b>	<b>367,686</b>	<b>100.0%</b>	<b>464,607</b>	<b>100.0%</b>	<b>4,893,186</b>	<b>100.0%</b>
Hispanic*	2,876	5.7%	5,840	6.0%	18,412	5.0%	24,252	5.2%	212,951	4.4%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

## Age and Gender

The median age of the city of Madison's population is 39.6 years, slightly older than the median statewide at 39.2 years and Madison County at 38.5 years, but slightly younger than the median age in Limestone County of 40 years. Analysis of age by group reveals that there is a comparatively higher percentage of children in the city at more than a quarter of the population and a lower percentage of seniors over age 65 at only 12.7%. While the city has a lower percentage of younger adults aged 18 to 34 at 17.8% than the counties, the MSA and the state, it has a higher percentage of adults aged 35 to 64 at 43.2%. This breakdown by age is indicative of the school system drawing young families in the workforce with school-aged children.

The large number of baby-boomers, combined with increased life expectancy over time, has contributed to an aging population nationwide. It is expected that the city's population will reflect that trend, with persons aged 65 and older representing an increasing percentage of the population.

Females slightly outnumber males in the city, with 50.9% of the population female and 49.1% male. This gap widens among the city's older residents aged 65 and older, where 58.2% are female and only 41.8% are male. This trend in male-to-female ratio by age mirrors that of the population nationally, as women tend to live longer than men (on average).

i. Differences in population totals are due to different sources of data; Table 1 uses the 2020 Census while Table 4 is sourced from projections provided by the 2016-2020 American Community Survey.



**Table 5. Population by Age**

Age(Years)	City of Madison		Limestone County		Madison County		Huntsville MSA		Alabama	
	#	%	#	%	#	%	#	%	#	%
<b>Total<sup>ii</sup></b>	<b>50,717</b>	<b>100.0%</b>	<b>96,921</b>	<b>100.0%</b>	<b>367,686</b>	<b>100.0%</b>	<b>464,607</b>	<b>100.0%</b>	<b>4,893,186</b>	<b>100.0%</b>
Under 18	13,308	26.2%	21,811	22.5%	80,316	21.8%	102,127	22.0%	1,092,912	22.3%
18 to 34	9,050	17.8%	20,311	21.0%	86,549	23.5%	106,860	23.0%	1,098,135	22.4%
35 to 64	21,907	43.2%	39,966	41.2%	145,664	39.6%	185,630	40.0%	1,874,705	38.3%
65+	6,452	12.7%	14,833	15.3%	55,157	15.0%	69,990	15.1%	827,434	16.9%
<b>Median Age</b>	<b>39.6 years</b>		<b>40 years</b>		<b>38.5 years</b>		<b>38.8 years</b>		<b>39.2 years</b>	

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

## Educational Attainment

**Educational attainment can have a significant impact on current and future earnings potential.** Higher educational attainment can also have a positive financial impact on the community in the form of lower criminal justice and public safety costs, decreased social support payments, lower health care costs, increased tax revenues, and stronger civic engagement.

Madison has a very well-educated population. More than one-in-four city of Madison residents aged 25 and older hold a graduate or professional degree – more than double the state percentage at 10.3%, triple the percentage in Limestone County at 8.1%, and much higher than in Madison County at 14.6%. Similarly, more than one-third of all city residents are college graduates – a much higher percentage than Madison County at 27.1%, Limestone County at 16.5% and statewide at 16.6%. Only 2.6% of city residents aged 25 and older do not have a high school degree, a much lower percentage than either county or the state.

**Table 6. Educational Attainment**

Educational Attainment	City of Madison		Limestone County		Madison County		Alabama	
	#	%	#	%	#	%	#	%
<b>Population 25+</b>	<b>34,354</b>	<b>100.0%</b>	<b>34,119</b>	<b>100.0%</b>	<b>131,405</b>	<b>100.0%</b>	<b>1,765,031</b>	<b>100.0%</b>
No High School Diploma	905	2.6%	4,882	14.3%	10,009	7.6%	211,006	12.0%
High School Graduate	3,978	11.6%	9,616	28.2%	26,851	20.4%	515,204	29.2%
Some College, No Degree	6,119	17.8%	7,567	22.2%	28,276	21.5%	387,655	22.0%
Associate Degree	1,983	5.8%	3,646	10.7%	11,426	8.7%	175,453	9.9%
Bachelor's Degree	12,194	35.5%	5,646	16.5%	35,639	27.1%	293,371	16.6%
Graduate/Professional Degree	9,175	26.7%	2,762	8.1%	19,204	14.6%	182,342	10.3%

Source: U.S. Census, 2016-2020 American Community Survey (ACS)

- ii. Differences in population totals are due to different sources of data; Table 1 uses the 2020 Census while Table 4 is sourced from projections provided by the 2016-2020 American Community Survey.







# MADISON'S PRESENT— THE LOCAL ECONOMY



Detailed analysis of Madison's current housing and economic market conditions was conducted to provide a quantitative baseline upon which future growth scenarios may be explored. While the plan looks forward to the year 2045, estimates beyond a ten year time frame are not based on anything that can be accurately projected, as many assumptions related to growth patterns, economic conditions, means of transportation, desired residential and commercial development, working conditions, technology, and numerous other factors could change substantially. As a result, estimates provided in the following pages look forward to 2030 in order to provide the most accurate picture of near-term growth anticipated in Madison. On face value Madison has an unemployment rate below the national average, an educated workforce, and expanding economic activity. These conditions lend themselves to increased growth in both the housing and market economy, which will be heavily impacted by local land use regulation and development policy. Understanding the type and scale of economic growth anticipated provides a logical starting point from which to begin discussions on future land use and development scenarios as part of the *Madison on Track 2045* planning process.



## MADISON'S HOUSING MARKET

Recent trends on the number and style of new housing units were evaluated to estimate future housing demand, opportunities for different housing types, non-residential development prospects, and labor force opportunities in Madison. Since the Great Recession's technical conclusion in 2011, Madison County permitted between 1,924 units and 5,587 units annually (through 2021). The number of new housing units in the county expanded almost every year during this time, with an average of 2,978 housing units permitted annually from 2011 through 2021 and an average annual growth rate of nine percent. Taking a closer look at recent years and especially during the pandemic, **an average of 6,122 units were permitted annually between 2019 through 2021. This represents a significant increase over the decade average and a yearly average growth rate of 33%.** While single-family detached homes represented the bulk of permitted units from 2011 to 2021, more than 5,350 attached units were permitted during the same time frame.

*Table 7. New Housing Units Permitted for Madison County from 2011 through 2021*

Units by Type	2011-2021	2019-2021	Annual Average Units	
			2011-2021	2019-2021
<b>Total Units</b>	<b>32,759</b>	<b>18,367</b>	<b>2,978</b>	<b>6,122</b>
Units in Single-Family Structures	27,397	15,870	2,491	5,290
Units in All Multi-Family Structures	5,362	2,497	487	832
Units in 2-unit Multi-Family Structures	50	30	5	10
Units in 3- and 4-unit Multi-Family Structures	206	116	19	39
Units in 5+ Unit Multi-Family Structures	5,106	2,351	464	784

*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.*



It may be reasonable to assume that over the next decade, rooftop growth in Madison County will mirror the 33% annual average as a high and the 9% annual average since 2011 as a low. If growth continues to mirror the last three years, the potential demand for over 55,000 additional housing units in Madison County is a real possibility. Much of this growth is expected to occur outside the city of Madison, given that Madison makes up only about four percent of the land mass in Madison County. Given this potential scenario, a few key dynamics should be considered:

- ❶ Madison's base economic activity is likely to grow, creating jobs, income, and the need for additional rooftops.
- ❷ Home prices have been escalating rapidly during 2021 and 2022 and may continue for the next few years. Incremental increases result in lower homeownership in new units, and the continued rise in prices is more likely to increase the number of units built as rental units for detached single-family and multi-family units. Rising interest rates will have a similar impact on the shift from ownership to rentership.
- ❸ Regional and national surveys indicate that growing proportions of the population seek "walkable" situations, often involving a mixture of uses or mixed-use when households relocate. The Village of Oakland Springs is an example of this type of development.
- ❹ An increasing proportion of housing units must be built to accommodate "working from home" situations.

**Table 8. Estimated New Housing Permits Issued through 2030 for Madison County based on the Application of Previous Periods' Permits**

	2022-2030 (Assuming 2011-2021 applied annual average)	2022 - 2030 (Assuming 2019-2021 applied annual average)
<b>Total Units</b>	<b>26,803</b>	<b>55,101</b>
Units in Single-Family Structures	22,416	47,610
Units in All Multi-Family Structures	4,387	7,491
Units in 5+ Unit Multi-Family Structures	4,178	7,053

*Developed by TischlerBise and The Chesapeake Group.*



Limestone County, of which the western portion of the city of Madison is located, saw substantial growth in housing units during this same timeframe. However, the actual total permitted units continue to be between 63% and 81% of those permitted in Madison County.

**Table 9. Estimated New Housing Units Permitted in Limestone County through 2030 Based on the Application of Previous Periods' Permits**

	<b>2022-2030 (Assuming 2011-2021 applied annual average)</b>	<b>2022 - 2030 (Assuming 2019-2021 applied annual average)</b>
<b>Total Units</b>	<b>1,880</b>	<b>4,974</b>
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

*Developed by TischlerBise and The Chesapeake Group.*

Growth in both Madison and Limestone Counties has a definitive impact on development trends within the city of Madison. Looking specifically within the city, new housing permits between 2011 and 2021 ranged between a low of 327 units to 801 units annually. The average number of units permitted annually was 445 units during this timeframe, compared to an annual average of 858 units from 2019 through 2021 – nearly double the average growth rate set between 2011 and 2018. While single-family detached homes represented the bulk of permitted units from 2011 to 2021, 456 attached units were permitted during the same time frame.

**Table 10. New Housing Units Permitted for the City of Madison from 2011 through 2021**

<b>Units by Type</b>	<b>2011-2021</b>	<b>2019-2021</b>	<b>Average Units</b>	
			<b>2011-2021</b>	<b>2019-2021</b>
<b>Total Units</b>	<b>4,895</b>	<b>2,574</b>	<b>445</b>	<b>858</b>
Units in Single-Family Structures	4,439	2,118	404	706
Units in All Multi-Family Structures	456	456	41	152
Units in 2-unit Multi-Family Structures	0	0	0	0
Units in 3- and 4-unit Multi-Family Structures	0	0	0	0
Units in 5+ Unit Multi-Family Structures	456	456	41	152

*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.*

Like Madison and Limestone Counties, it is reasonable to assume that the growth in rooftops in the city of Madison in the coming years will mirror the change in the past two or three years as a high with some drop off and the increase since 2011 as a low.

**Table 11. Estimated New Housing Units Permitted in Madison to 2030 Based on the Application of Previous Periods' Permits**

	<b>2022-2030 (Assuming 2011-2021 applied annual average)</b>	<b>2022 - 2030 (Assuming 2019-2021 applied annual average)</b>
<b>Total Units</b>	<b>1,880</b>	<b>4,974</b>
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

*Developed by TischlerBise and The Chesapeake Group.*



The development of new housing units in the city of Madison adds substantial value to the City. **Recent figures provided by Realtor.com indicate that in April of 2022 the median listing price for a home in Madison was \$373,900, with prices continuing to trend upward.** Based on the assumptions that new units will be priced at the current average housing unit prices and “soft” costs<sup>iii</sup> for construction are equal to thirty percent of hard costs, estimates of the value of the new residential property can be made.

Development costs for new units will range from a low of about \$1.3 billion to a high of \$2.4 billion, excluding land costs. What will accrue is likely to be at or near the higher estimate. It is noted that even that estimate is likely to understate the total as inflation is excluded, and the price per unit assumed is the average home value in Madison at present. New units will likely be built, sold, and leased at figures above the current average home price.

**Table 12. Estimates of the Development Costs for New Residential for Madison from 2022 to 2030<sup>iv</sup>**

<b>Development Cost</b>	<b>Low-end Estimate</b>	<b>High-end Estimate</b>
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600

*Developed by TischlerBise and The Chesapeake Group.*

- iii. Soft costs are defined as expense item not considered a direct construction cost. These may include architectural, engineering, financing, and legal fees, and other pre- and post-construction expenses. Hard costs are those directly associated with a brick-and-mortar project such as structure, site, and landscaping expenses.
- iv. Based solely on cost of housing and not reflective of external costs (schools, infrastructure, regulatory costs, etc.) that factor into the overall cost of residential development. These considerations will be investigated as the plan moves forward.



**New commercial development in Town Madison**



## Retail Goods and Related Services Growth

Households spend the bulk of their income on three essential commodities: housing, food, and transportation. Like housing, there are counter-balancing factors impacting retail and future development trends nationally that will have implications in Madison and the City's decisions on future land use to accommodate retail market needs.

Shopping demand has been high recently since many residents felt constrained by the Covid-19 pandemic over the past two years. Internet retail and improved inventory control is also shrinking the footprint of many retail operations, changing the face of brick-and-mortar operations. Online purchasing was growing rapidly before the onset of the pandemic, continued to increase through the pandemic, and is projected to grow even as Covid-19 became endemic to our society. It is also expected made-to-order goods and services will continue to replace the need for extensive inventories on-premises in stores. This trend is similar to manufacturing processes that gained a foothold over the previous decades.

**In Madison, food services associated with restaurants and other related operations are among the ten major retail goods and services categories. In recent years there has been a consumer preference shift toward "independent" operations over "chain" operations,** which was similarly reflected in stakeholder and public feedback collected in February of 2022. More significant proportions of consumers are looking for experiences combined with shopping, redefining what an average storefront needs to attract and retain user groups. And large national chains like Kohl's are reportedly pursuing new stores at scales well below their traditional current locations. These factors have already changed related land use needs in Madison since the 2006 comprehensive plan.

The primary market for retail goods and related services is defined as the current and future residents of the City of Madison. In 2022 it is anticipated that residents will spend about \$1.4 billion on retail goods and related services based on the existing market conditions, anticipated growth in rooftops, and modest increase in household income.

**Table 13. Estimated Retail Goods and Related Services Sales Generated by Residents of Madison for 2022 and 2030 and the Change in Sale between 2022 and 2030**

<b>Category</b>	<b>2022</b>	<b>2030 High</b>	<b>Change 2022-30 High</b>	<b>2030 Low</b>	<b>Change 2022-30 Low</b>
Food	\$163,999,000	\$215,050,000	\$51,051,000	\$189,984,000	\$25,985,000
Eat/Drink	150,439,000	197,270,000	46,830,000	174,276,000	23,837,000
General Merchandise	226,515,000	297,027,000	70,512,000	262,406,000	35,891,000
Furniture	39,109,000	51,283,000	12,174,000	45,305,000	6,197,000
Transportation	157,148,000	206,066,000	48,919,000	182,048,000	24,900,000
Drugstore	132,741,000	174,061,000	41,321,000	153,773,000	21,033,000
Apparel	82,499,000	108,180,000	25,681,000	95,571,000	13,072,000
Hardware	124,605,000	163,393,000	38,788,000	144,348,000	19,744,000
Vehicle Service	131,741,000	172,751,000	41,010,000	152,616,000	20,874,000
Miscellaneous	218,522,000	286,546,000	68,024,000	253,147,000	34,625,000
<b>TOTAL</b>	<b>\$1,427,318,000</b>	<b>\$1,871,628,000</b>	<b>\$444,310,000</b>	<b>\$1,653,475,000</b>	<b>226,157,000</b>

*Developed by TischlerBise and The Chesapeake Group.*

The estimates of demand for retail goods and related services through 2030 are based only on the growth in rooftops and an assumed modest income growth after 2023, reinforced by the Census data reflecting median annual household income trends over the past ten years (see previous section for detail). Focusing only on future growth has no negative theoretical impact on any existing operation in Madison or elsewhere, as this looks at new sales and supportable space that did not exist in 2021. Furthermore, the estimates are based on constant dollars and exclude inflation. Both primary and secondary markets influence retail goods and service demand, and are evaluated below for their influence on future growth and spending in Madison.



These expenditures translate into the expectation that Madison residents can support between 735,000 and 1.44 million additional square feet of retail goods and related services space over the course of the next eight years. No matter the market's location, characteristics, or health, retail located in the primary market area cannot anticipate capturing all dollars generated by residents. People shop online, spend money when traveling, and make other trips outside of the community in which they live. These factors all influence the total square footage reasonable to expect the city will need to accommodate when it comes to retail goods and services.

The secondary market for retail is defined as the population within a five-mile radius of the city, including portions of Limestone County, such as Mooresville, sections of Huntsville, and other areas in Madison County. Just as dollars are exported from the market, other dollars are imported to the market from outside, predominantly through this secondary market. Combined with primary market leakage, it is reasonable to expect the city of Madison will capture between 340,000 and 693,000 additional square feet of retail goods and related services space by 2030.

#### The ten major categories of retail follow:

- ① Food
- ① Eating & Drinking
- ① General Merchandise
- ① Furniture
- ① Transportation
- ① Drugstores
- ① Apparel
- ① Hardware
- ① Vehicle Service
- ① Miscellaneous

**Table 14. Estimated Capturable New Retail Goods and Related Services Space for the City of Madison (in Square Feet)**

Category	2022	Changes Sq Ft		Differential Between High and Low	Proportional Capture	
		Low 2022-30	High 2022-30		High Estimate	Low Estimate
Food	260,878	41,335	81,208	39,873	58,470	28,709
Eat/Drink	358,188	56,755	111,500	54,745	79,165	38,869
General Merch.	1,348,314	213,638	419,718	206,080	226,648	111,283
Furniture	90,014	14,264	28,019	13,755	4,203	2,063
Transportation	515,031	81,607	160,325	78,718	80,163	39,359
Drugstore	130,138	20,621	40,511	19,890	30,383	14,918
Apparel	228,898	36,268	71,252	34,984	21,376	10,495
Hardware	507,762	80,455	158,061	77,606	71,127	34,923
Vehicle Service	320,721	50,818	99,838	49,020	53,913	26,471
Miscellaneous	872,677	138,278	271,656	133,378	67,914	33,345
<b>TOTAL</b>	<b>4,632,621</b>	<b>734,039</b>	<b>1,442,088</b>	<b>708,049</b>	<b>693,361</b>	<b>340,434</b>

Developed by TischlerBise and The Chesapeake Group.



Development costs for new commercial units will range from a low of about \$83 million to a high of \$169 million, excluding land costs. Based on current market trends, development costs are anticipated to approach the higher end of this estimate, broken out by hard and soft costs in the figure below.

**Table 15. Estimates of the Development Costs for New Retail for Madison from 2022 to 2030**

<b>Development Costs</b>	<b>High Estimate for Retail</b>	<b>Low Estimate for Retail</b>
Hard Costs	\$129,658,507	\$63,661,158
Soft Costs	\$38,897,552	\$19,098,347
Total Costs Excluding Land	\$168,556,059	\$82,759,505

*Developed by TischlerBise and The Chesapeake Group. Hard Costs @ \$187/sq ft, and soft costs @30% of hard costs.*

## Multi-Tenant Office and “Flex” Space Opportunities

New and expanding market opportunities will directly influence land use decisions and outcomes stemming from this plan. New residential rooftops create the need for expansions of services and employment. The office market continues to change as many employers have embraced wholesale or occasional work from home scenarios, flexible work arrangements, contractual jobs, and live-work arrangements. While these workplace shifts were well underway before the pandemic thanks in part to technology and a changing workforce, the Covid-19 pandemic ramped up the speed and reach in which the shift occurred. Covid-19 also temporarily diminished the growth in co-working space, although this is anticipated to be only a short-term decline.

**Table 16. Current Madison Employment Categories Generating Most Office Space**

<b>Office Employment</b>	<b>% of Labor</b>
Information	4.1
Professional, Scientific, Technical Services	20.1
Health Care	9.1
Other Services	4.8
Public Administration	12.0
Primary Office Space Generators	50.1

*Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.*

Office employment is linked to specific industries, and about one-half of Madison’s employed residents work in sectors that typically generate office space demand. The most significant proportion is in the “Professional, Scientific and Technical Services” employment category, which is not surprising given the Arsenal and related research parks.



New space associated with new employees from household growth coupled with growth in needed service areas generated by the new households will result in demand for both traditional and flexible office space in the range of 2.6 million to 16.1 million square feet in Madison by 2030. The estimates assume a 150 square foot per employee figure and include reconfiguring at least some existing office space that is currently underutilized. Furthermore, it is anticipated that there will be growth in home offices that will impact residential configurations over time. The net increase in non-home office could range from 1 million to 6.5 million square feet. Accommodating flexible spaces will be a requirement of at least some new development and redeveloped office space, to allow companies to expand and contract as needed. Flex space traditionally straddles the line between “office” and “industrial” land uses, to be discussed further below.

**Table 17. Expansion of Multi-tenant Office Space in Madison by 2030**

<b>Employment &amp; Additional Space Needs</b>	<b>Low Estimate</b>	<b>High Estimate</b>
Employment Growth	34,844	71,631
Office Employment Growth	17,457	107,518
Multi-tenant Office Space Generation	2,618,527	16,127,720
New Non-home Office Space Generation	1,047,411	6,451,088

*Developed by TischlerBise and The Chesapeake Group.*



**Light industrial development south of Madison, near Town Madison and the airport.**



Multi-Tenant Industrial Space Opportunities

The bulk of industrial space that does not include “flex” office space is related to four types of activities in which many current residents of Madison are employed: manufacturing, wholesaling, transportation, and warehousing. About eighteen percent of Madison residents are employed in these (and several other categories). Unlike office activity, there is no direct correlation between employment generation and square footage of space consistent among all industrial space users. For example, warehousing square footage per employee is extensive and growing as robotic use increases, whereas a more traditional maker-space requires, on average, less square feet per employee.

Table 18. Current Madison Employment Categories Generating Most Industrial Space

Industrial Employment	% of Labor
Manufacturing	11.3
Wholesale	0.8
Transportation & Warehousing	2.5
Primary Industrial Space Generators	18.3

Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.

Opportunities for growth in and demand for industrial space stem from several factors.

- ❶ Exponential growth in warehouse space demand from large and small retail operations, among others. Some opportunities are short-term, impacted by supply-chain issues, while others are longer-term with an anticipated timeline stretching beyond 2030.
- ❷ The continued viability of neighboring military activity and potential linkages to activity “outside of the fence.”
- ❸ Continued growth in the Madison labor force as rooftops grow.
- ❹ The movement from larger homes to smaller homes on smaller lots having less internal storage space, driving up demand for mini-warehousing and storage.

Based on these prevailing factors, the anticipated demand for new industrial space in Madison is expected to range from 2.5 million square feet to over 5 million square feet by 2030.

Table 19. Expansion of Multi-tenant Non-flex Industrial Space in Madison by 2030

Employment & Additional Space Needs	Low Estimate	High Estimate
Employment Growth	34,844	71,631
Industrial Activity Employment Growth	4,905	10083
Industrial Space Generation	2,452,500	5,041,500

Developed by TischlerBise and The Chesapeake Group.

Prospects for large-scale single-tenant users, like Amazon, with a building or buildings built for the user, are not included. It is not practical to predict the growth of additional logistic-based operations, but it could well happen in Madison given their proximity to the airport, Arsenal, and primary transportation corridor(s).



## SYNOPSIS OF OPPORTUNITIES

The following are identified residential development opportunities that could provide a return-on-investment for Madison and private sector interests while generating additional revenue for the City:

- ❶ **From 4,000 to 7,700 new detached homes.**
- ❷ **A range of 375 to 1,375 “attached” homes. This figure is independent of the existing units that have already received approval by the city and will require further evaluation.**
- ❸ **Senior housing to include distinct development for active adults or compendium of care resources for seniors requiring additional assistance.**

*Table 20. Estimated New Rooftops for Madison*

	Applied AVG 2011 thru 2021	Applied AVG 2019 thru 2021
<b>Units</b>		
Total Units	4,005	7,722
Units in Single-Family Structures	3,632	6,354
Units in All Multi-Family Structures	373	1,368

Developed by TischlerBise and The Chesapeake Group.

- ❹ **Between 340,000 to 690,000 square feet of additional retail goods and related services space, focused on food, food services operations, and additional miscellaneous operations.**

*Table 21. Estimated New Retail Goods and Related Services Space for Madison*

	Proportional Capture	
<b>Space in Sq. Ft.</b>	Low Estimate	High Estimate
<b>TOTAL</b>	340,434	693,361

Developed by TischlerBise and The Chesapeake Group.

- ❺ **Between 1 million and 6.5 million square feet of multi-tenant offices, small-scale office buildings, and “flex” space, and between 2.5 million and 5 million square feet of industrial space.**

*Table 22. Estimated New Office and Industrial Space for Madison*

<b>Additional Space Needs</b>	Low Estimate	High Estimate
Industrial Space Generation	2,452,500	5,041,500
New Non-Home Office Space Generation	1,047,411	6,451,088

Developed by TischlerBise and The Chesapeake Group.



The total development costs associated with the marketable activity are estimated to be from \$2.3 billion to \$6 billion, excluding land costs.

**Table 23. Estimates of the Development Costs for Madison by 2030, Excluding Land**

<b>Development Cost</b>	<b>Low End Estimate</b>	<b>High End Estimate</b>
Total Retail Costs Excluding Land	\$168,556,059	\$82,759,505
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600
Total Costs Non-Home Multi-Tenant Office Space Excluding Land	\$454,567,218	\$2,799,722,131
Total Costs Industrial Space Excluding Land	\$331,087,500	\$680,602,500
<b>Total New Development Cost Excluding Land</b>	<b>\$2,258,916,377</b>	<b>\$5,979,533,736</b>

*Developed by TischlerBise and The Chesapeake Group.*

## KEY TAKEAWAYS ON MADISON'S MARKET ECONOMY

### Residential Sector

- ① **High Single-Family Detached Home Growth:** Analysis indicates single family detached housing growth will continue to be strong in the coming decade. Based on an analysis of the previous ten and three years of single family detached housing unit growth Madison could support adding between 4,000 and 7,000 single family detached homes.
- ① **Significant Multi-Family and Single Family Attached Housing Unit Growth:** While not as high as projected single-family detached housing growth, Madison can still support growth in the multi-family and single-family attached housing growth. Analysis indicates that the Madison housing market could support future multi-family development ranging from 375 to 1,375 new units of these types over the next decade. Given current approvals and units under construction in Madison exceeding this number, the question becomes whether additional multi-family development will be successful; whether the existing development types approved will address the development types desired by future renters/buyers; and whether the multi-family market in Madison will absorb demand from elsewhere in the region.

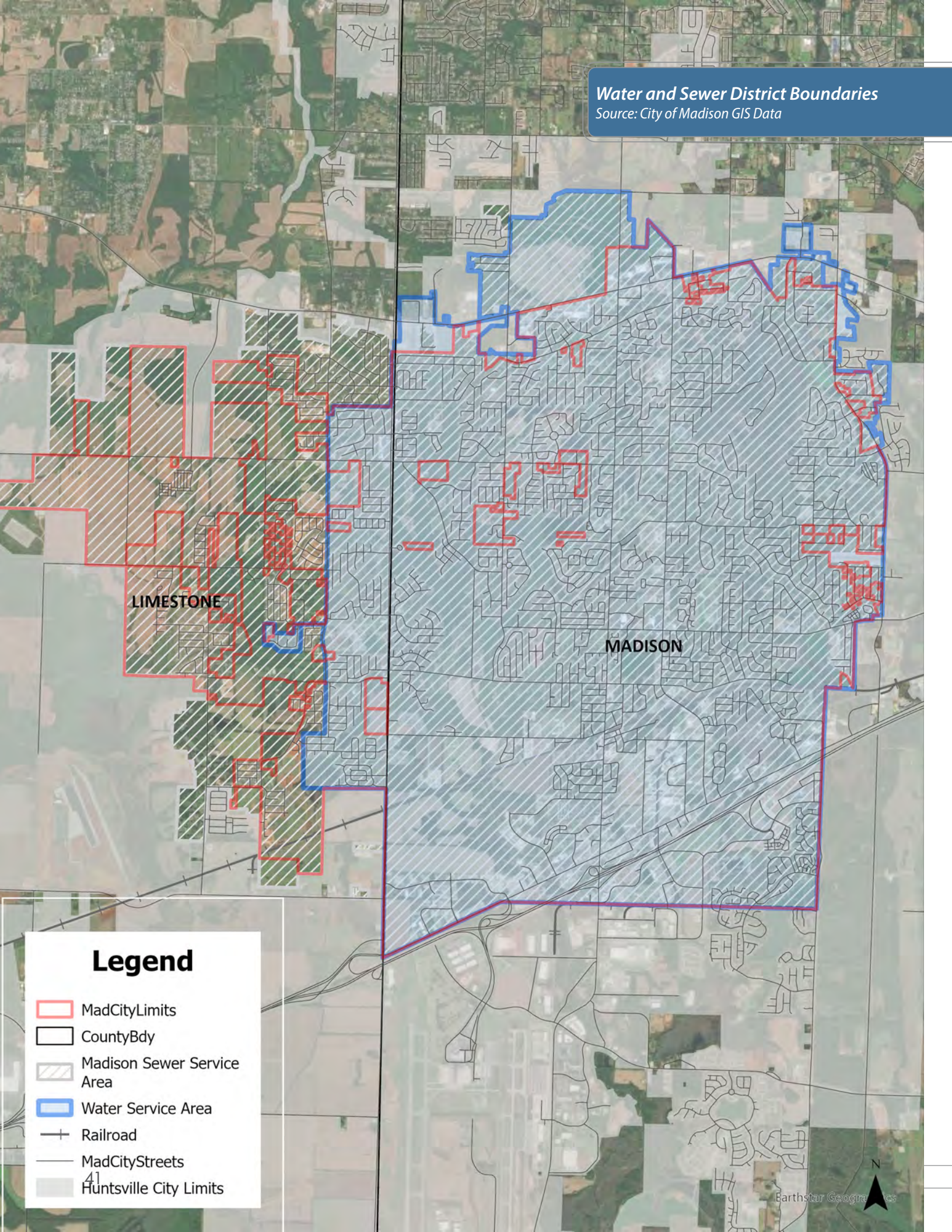
### Nonresidential Sector

- ① **High Demand for Retail Goods and Services Space:** Based on an analysis of retail capture rates, Madison is expected to have a high rate of growth in demand for retail goods and services space. This demand will occur mostly in the food, food services operations, and additional miscellaneous operations sectors. Growth is projected to be between approximately 340,000 square feet and 690,000 square feet.
- ① **Large Range of Future Demand for New Office and Industrial Space:** In the next decade there is expected to be an increase in demand for new office and industrial space. However, the analysis indicates that there is a wide range of outcomes for how much new space will be demanded, with a combined low-end estimate of 1 million additional square feet and a high end estimate of approximately 11 million square feet for these spaces.



Water and Sewer District Boundaries

Source: City of Madison GIS Data



LIMESTONE

MADISON

Legend

- MadCityLimits
- CountyBdy
- Madison Sewer Service Area
- Water Service Area
- Railroad
- MadCityStreets
- Huntsville City Limits



# MADISON'S PRESENT— THE INFRASTRUCTURE

## UTILITIES

Utilities provide essential services necessary for safe and efficient communities. The lack of safe drinking water prevented urbanization for much of humanity's existence. Although the Ephesians in ancient Turkey had access to public water and stormwater systems, the accumulation of silt and sewage piped from the city to the harbor on the Meander River eventually led to its demise. Electrification made cities, particularly in the South, more suitable for business and industry. Communications have become essential tools for economic growth, education, and life in the Information Age. Access to the full spectrum of utilities has enhanced the quality of life in Madison and drives its growth and prosperity.

### UTILITIES SERVING THE MADISON COMMUNITY

#### *Electric*

- ❶ Huntsville Utilities
- ❶ Athens Utilities

#### *Gas*

- ❶ North Alabama Gas District

#### *Water*

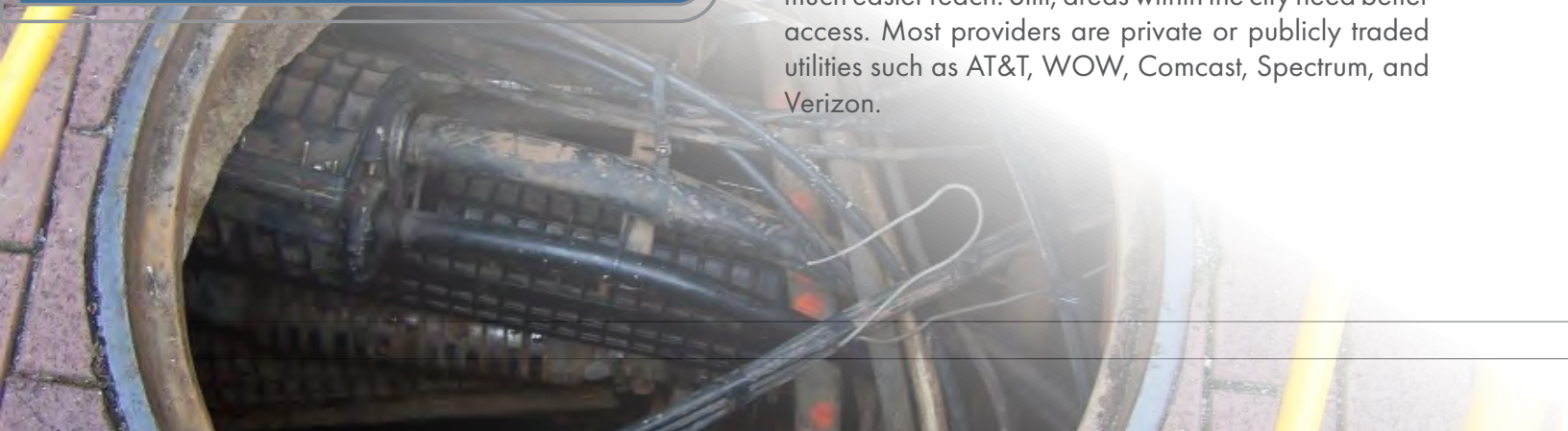
- ❶ Madison Utilities
- ❶ Limestone County Water and Sewer Authority

#### *Wastewater*

- ❶ Madison Utilities
- ❶ City of Huntsville Water Pollution Control (selective West Side service)

Many cities have only a few utility providers. Madison has many. At least six public utilities are responsible for four services: electricity, natural gas, water, and sewer. Athens Utilities and Limestone County Water and Sewer Authority serve properties only in the West Side. This is one example of how straddling two counties has made Madison a complex community. There is ample capacity in nearly all utility service areas. Still, there are some concerns about electrical capacity within the Limestone County portion of Madison, especially as it relates to significant growth.

Communications and access to information became an essential service before the Covid-19 pandemic that began in 2020. Since the first cities went into lockdown, these services took on a new level of importance and urgency. Although many businesses had access to broadband services such as high-speed internet, most homes across the nation did not. Working and learning from home made expansion of access a primary concern for all communities. Madison was no exception, except that its tech-savvy citizenry and proximity to high-tech industry and campuses made it a much easier reach. Still, areas within the city need better access. Most providers are private or publicly traded utilities such as AT&T, WOW, Comcast, Spectrum, and Verizon.





## SERVICE DELIVERY

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A critical component to maintaining the high quality of life Madison residents enjoy is maintaining the level of service delivery residents have come to know and expect. Madison historically has been a very safe place to live, with violent and property crime rates lower than state and national averages. Safety was identified by key stakeholders and members of the public as one of the primary reasons they choose to live in Madison and an attribute of the community they value most. However, continued growth places increasing demand on public services such as law enforcement, fire, and emergency response – services intended to keep the public safe and healthy. Additionally, important community support services offered by publicly run institutions like the Madison Library are also impacted by a growing population and unable to offer the same level of service and resources they had at one time. Coupled with changes in technology, the pandemic's influence, and evolving socio-economic conditions, public service delivery will be a key factor in balancing the growth expected with continued prosperity in Madison.

### **Fire and Emergency Response**

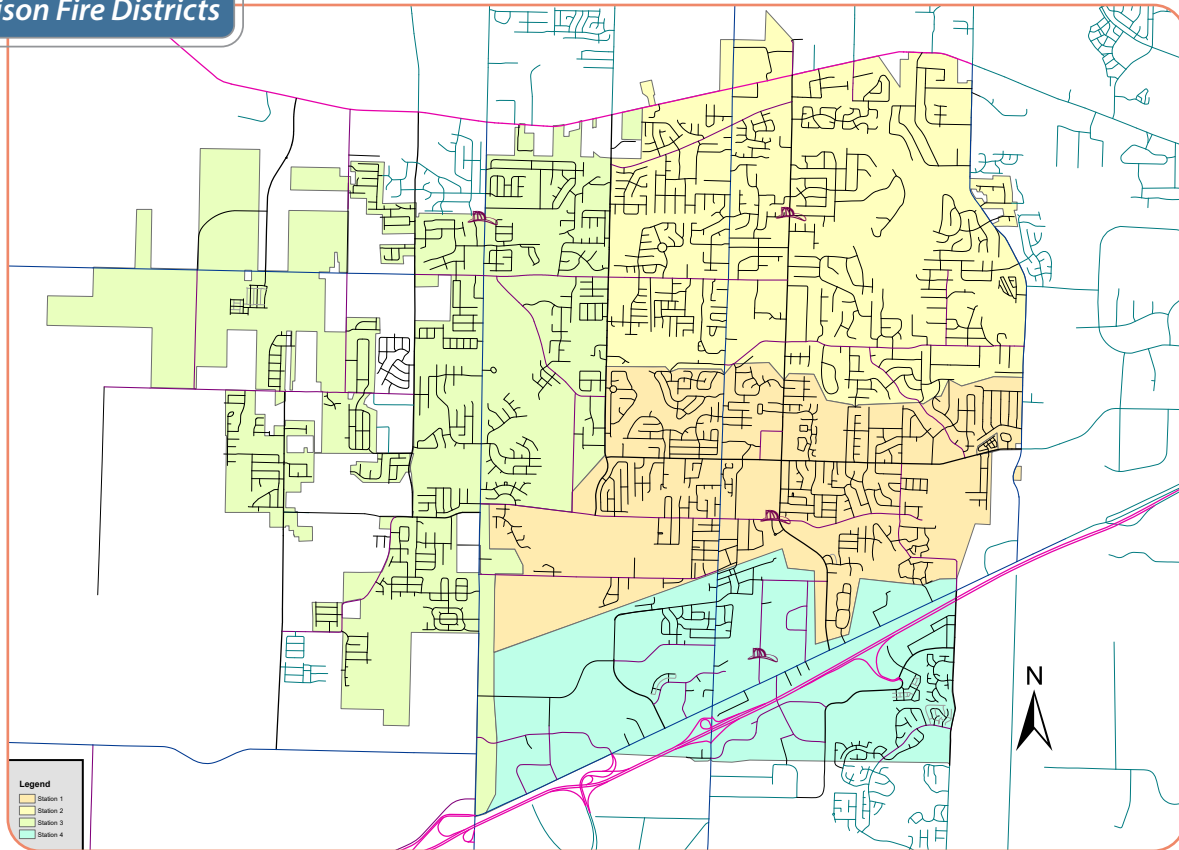
Madison's Fire and Rescue (MFR) Department provides fire suppression and emergency medical services 24 hours a day, 365 days a year. The Department operates with a minimum of 18 personnel on duty responding from four fire stations. In calendar year 2020, MFR managed 4,574 incidents. In 2021 MFR managed 5,213 incidents. Of these, 3,844 (74%) were EMS responses. MFR provides a quick response Paramedic unit to all EMS calls partnering well with Huntsville EMS Inc. (HEMSI) that provides emergency transport as needed. In 2021, MFR responded to 1,369 (26%) fires and other incidents. Of the 118 fires in 2021, 33 resulted in fire damage. During these incidents MFR was able to save 86% of the value of the structure and contents.

The Department has been recognized with a Class 1 Public Protection rating by the Insurance Services Office (ISO), the highest possible score that can be given to any fire department based on how well a department can protect lives and properties. This rating indicates an exemplary level of service based on current population and growth conditions but is not guaranteed in perpetuity. To maintain this rating, Fire Service, Emergency Dispatch, and Water Supply resources will have to keep up with the growing demand for service.

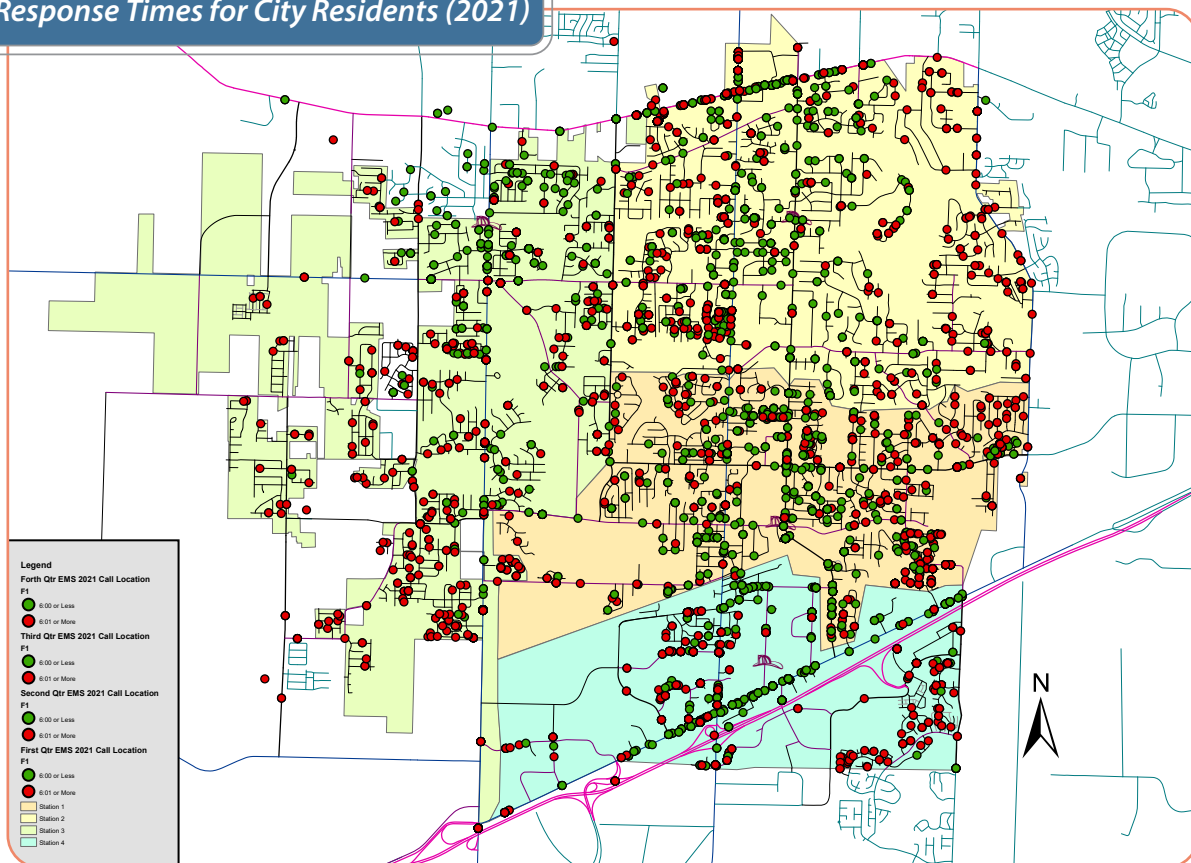
The City is divided into four districts based on the location and response times respective to each fire station. Station #1 (District #1) is located next to City Hall (101 Mill Road), Station



## 2021 Madison Fire Districts



## Emergency Response Times for City Residents (2021)





#2 (District #2) is at 1115 Hughes Road, Station #3 (District #3) is located at 12266 County Line Road, and the current temporary Station #4 is at 400 Celtic Drive. The City plans to build a permanent Station #4 in Town Madison on the south side of the city. The City also intends to repurpose the Celtic Road site as a Public Safety Training Center for use by the Police and Fire Departments. Based on current and anticipated service demands, an additional station is needed in the southwest corner of Madison. As evidenced by the response time map on the previous page, MFR struggles to meet the desired goal of six minutes to this area of Madison. This National Fire Protection Association's (NFPA) response time goal is recognized as a best practice to save lives and property.

Other areas of the City that consistently fail to meet this response time threshold include the southeastern area and the residential areas to the northeast of Rainbow Mountain. This is in large part due to a constrained transportation network and traffic congestion issues. As these areas and other areas of the community continue to grow, maintaining response times that are acceptable to the NFPA will be critical to maintaining the City's ISO rating, and will directly impact the safety and wellness of community members.

Further complicating this equation is the current struggle to find qualified fire and emergency response personnel. The Department currently has 12 personnel vacancies, and this number is expected to increase with future retirements and staff losses to the private sector. Current market conditions, HR policies, and stiff competition with other jurisdictions and the private sector have made attracting and retaining qualified professionals a challenge. It takes a year from application time through the hiring and training process for a firefighter to be ready for the field. This reality coupled with continued growth will have real implications on emergency service delivery moving forward.

## Law Enforcement

Similar to the Fire and Rescue Department, the Madison Police Department holds a tier one accreditation. For the Police Department this is with the Commission on Accreditation for Law Enforcement Agencies (CALEA), the gold standard for public safety agencies and a reflection of the work they do to keep Madison residents safe. Comprised of four primary divisions – Patrol,

Investigation, Special Operations, and Professional Standards – the Department provides services city-wide, often in conjunction with Fire and Rescue. In 2020 the Department received 54,298 calls for service, 222 mental health crisis situations, and 1,060 crash reports (with only one resulting in a fatality). In addition to patrolling officers, the Department provides dedicated school resource officers to cover all Madison City schools, further contributing to the demands of the Department.

While law enforcement response times tend to be less constrained than those of Fire and Rescue, the Police Department has experienced a noticeable shift in demand based on the growing population. The greatest area of concern with respect to service delivery is the western expansion of the City and within the new Town Madison development. Limited transient and drug activity along the Madison Boulevard corridor is also a concern, but this hotspot is limited in both geography and impact for the time being. Both the portion of Madison in Limestone County and Town Madison are anticipated to grow in the coming years, stretching thin an already taxed network of law enforcement officers. Additionally, lack of connectivity and increased traffic lengthen officer response times in the event of a call. Highway 72 is especially challenging on weekends, and both east/west and north/south connectivity was identified as a key concern by law enforcement officials in continuing to meet the growing demands of the job.



Like Fire and Rescue, the Madison Police Department has operated at a deficit of 10 to 14 positions. Though currently fully staffed in allotted sworn officer positions, over 10 new hires are still in their training phase and will not be readily available to the Department for another six to nine months. Finding and retaining qualified candidates has been challenging for all of the reasons previously stated, along with limited budget and capacity to recruit and keep qualified applicants, HR policies, and stiff competition with other jurisdictions and the private sector when it comes to compensation for services.

### **Public Library Services**

Public service delivery is often focused on the public health and safety providers; while important, they are not the only factor in determining high quality of life. The Madison Public Library is part of a 10-branch non-profit system serving all of Madison County. The Huntsville-Madison County Public Library (HMCPL) system is the oldest in the state of Alabama at over 200 years, as well as the most heavily used. Within HMCPL, the Madison Public Library is the busiest branch, circulating well over 2,000 items and welcoming over 1,000 visitors each weekday. The library's primary role is serving the resident community, especially families with small children, and supporting the school system in educational endeavors as needed.

The library recently moved into a new facility that it has already outgrown, thanks in part to the evolving needs emerging from a global pandemic that shifted how we learn and interact. Library staff have seen more demand for conference room and cubicle space for use by a remote workforce, more consistent use by older school-aged children who do not have access to internet at home, and a growing demand for educational resources by parents homeschooling children as a result of school closures. These spatial changes in how the library is being used, coupled with an increased digital footprint, have forever changed how the library is seen as a community resource. In Madison, circulation of digital material has gone up about 20% over the past year, and a surge in continuous visitation (people staying for hours at a time) has reinforced the need for nearly double the square footage. Depending on where and how future growth occurs in the city of Madison, city of Huntsville, and Limestone County, an additional facility may be warranted on the West Side of Madison to serve the population center there.

## **Madison City Schools Strategic Plan Goals (2018-2023)**

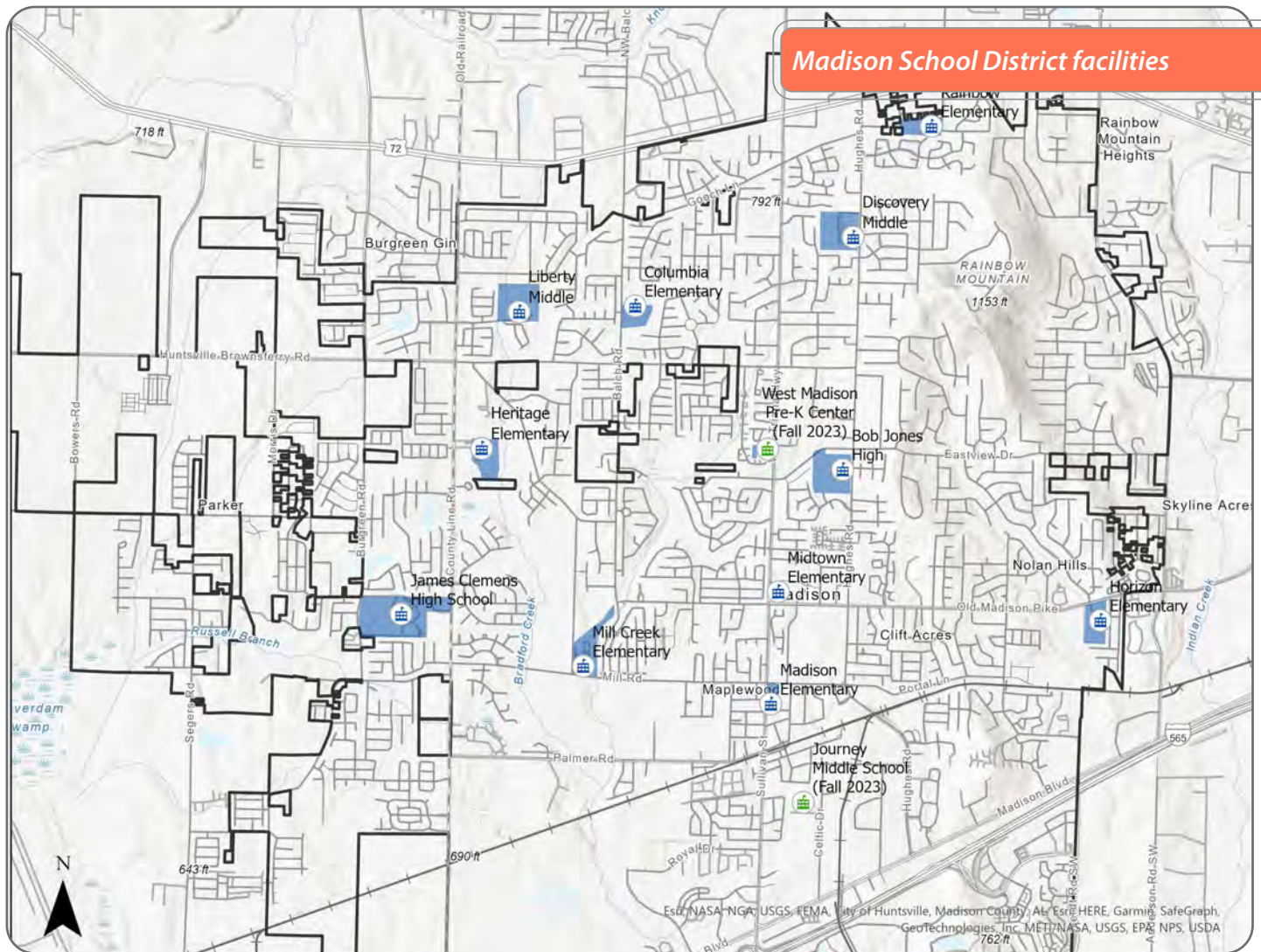
A Madison City Schools graduate is an accomplished, globally-minded citizen who navigates with confidence.

Madison City Schools will secure the financial resources necessary to achieve our goals and use the best management practices to ensure fiscal responsibility.

Madison City Schools facilities will meet the highest standards that are conducive to safety, learning and educational service delivery.

In today's climate, we cannot become complacent thinking our schools are immune from harm; safety and security is a top priority for Madison City Schools.





## SCHOOLS

Each community defines quality of life differently based on their perception of what makes a community a great place to live. Few do not include school quality in that definition. While Madison's proximity to jobs, resources, and culture available in Huntsville and the surrounding region are a significant factor in its success and high growth rate, the quality of its public schools is often listed first as the reason many chose to live in the city.

When Madison created its school district in 1998, it had a vision: Take Childhood Education to a New Level. They achieved that goal in less than a decade. In just 23 years as a school system, Madison City Schools

has emerged as a top-performing school district in Alabama and the nation. Last year, both Bob Jones and James Clemens high schools were listed in the top ten on the U.S. News and World Report's high school rankings. In addition, Niche, a national education research group, ranked Madison City Schools 46th out of 10,768 public school districts nationwide in its 2019-2020 report.

Unlike many other school districts, each member of the Madison City Schools Board of Education is appointed by the City Council. Special funding initiatives often require voters' approval. When it was established, voters agreed to tax themselves to build the framework



for success. That framework has been stretched and reimagined to accommodate explosive growth in the student population. When it began in 1998, the system welcomed 5,652 students from Madison and Triana and today is the 12th largest district in the state with more than 12,500 students.

Public investment in schools is both proactive and reactive. In 2021 the district operated on a \$108 million budget with 1,332 full time employees, 14 facilities, and a virtual learning program. With the opening of Journey Middle School in the Fall of 2023 and a rezoning effort to accommodate nearly 750 existing students in the new facility, budgetary needs and available resources will be impacted. Growth drives school location and construction, but new schools and significant investment in existing schools also drive growth. Nowhere is this more evident than in Madison. One estimate provided by stakeholders in February of 2022 put school population growth between 400 and 500 students annually; growth pressures beyond Madison's borders, in both the county and Triana to the south, impact the District's ability to serve existing and future student populations. Whatever future the City chooses, its schools will be impacted by that choice. Iteratively, its choices will be expanded, limited, or directed by the impact of its schools on the community.



## PARKS, RECREATION, AND OPEN SPACE

Much of the identity of Madison is represented in its abundance of parks, open spaces, and greenways. As the stewards of local urban greenspaces, forests and natural areas, local parks offer unique opportunities to discover, connect with nature, and recreate in locations that are close to home and do not require a large amount of time or money to enjoy. The COVID-19 pandemic has magnified the important role of outdoor spaces, including neighborhood parks, on a community's quality of life.

The City of Madison has made a strong commitment to parks and recreation as demonstrated by the number of community and neighborhood parks available to residents, the wide array of recreational amenities available in these parks and other facilities, and especially through its growing network of greenways.

These important community assets are well utilized by residents and a priority for continued enhancement to address the growing needs of the community. A Parks and Recreation Plan was adopted in 2014 which outlined an ambitious future vision and included a comprehensive needs assessment for parks and recreation facilities within the city of Madison. While staff estimates approximately 20% of that plan has been implemented since its adoption, the needs of the community have evolved over the last eight years as Madison's population has continued to experience significant growth.

*Palmer Park facilities*



*Rainbow Mountain Trailhead*



**Table 23. MADISON PARKS & RECREATION FACILITIES INVENTORY - SPECIAL PURPOSE FACILITIES**

<b>Facility Name</b>	<b>Location</b>	
Dublin Memorial Park	8324 Madison Pike	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible	Double court gymnasium equipped for basketball, pickleball, and/or volleyball with an upstairs walking track	60 acres
Basketball	25 yard – Eight lanes heated indoor swimming pool	
Concessions	Meeting rooms and administrative offices	
Disc golf course	Paved walking trail	
Double court gymnasium	Nine soccer fields	
Fishing	Nine hole disc golf course	
Indoor swimming pool	Six tennis courts	
Locker Room	Four outdoor pickleball courts	
Meeting rooms / administrative offices	Outdoor pool with a diving well and kiddie pool	
Outdoor pool	Kid's Kingdom Playground	
Parking		
Pickleball		
Restrooms		
Soccer		
Tennis		
Volleyball		
Walking Track		
Walking trails		
<b>Facility Name</b>	<b>Location</b>	
Home Place Park		
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Performance Pavilion	Covered stage	2.3 acres
Picnic Pavilion	Covered picnic area	
	Picnic tables	
	Benches	
	Trash receptacles	
	Walking paths	
	Shade trees	
	Passive open space	
<b>Facility Name</b>	<b>Location</b>	
Palmer Park	574 Palmer Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible Playground	13 youth baseball fields	93 acres (approximate)
Baseball	Six softball fields	
Concessions	Nine soccer fields	
Football	Two regulation football fields	
Lacrosse	Three concession buildings with restroom facilities and press boxes	
Pavilions	Four pavilions	
Playground	Playground designed with ADA accessibility	
Press boxes	One adult softball field	
Restrooms		
Soccer		
Softball		



**Table 23. MADISON PARKS & RECREATION FACILITIES INVENTORY - SPECIAL PURPOSE FACILITIES**

<b>Facility Name</b>	<b>Location</b>	
Mill Creek Dog Park	38 Balch Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Unleashed Play Area	2 Play area sections - small dogs (less than 25 pounds), large dogs (over 25 pounds) Drinking water pets and humans Trash receptacles Shade trees, rolling terrain	1.43 acres
<b>Facility Name</b>	<b>Location</b>	
Madison Senior Center	1282 Hughes Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Tennis Courts	Physical fitness activities Social activities for seniors Nutrition program/hot lunch	1 acre (approximate)

**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Abbingtion Downs Park	135 Manningham Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Pavilions Picnic Areas Playground	Play Structures Swings Covered Picnic Pavilion Picnic Tables Climbing Structures	1.52 acres
<b>Park Name</b>	<b>Location</b>	
Ashley I and II Park	214 Ashley Way	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Open Space Picnic Area Playground	Picnic Tables Swings Play Structure Slides Benches Basketball Court	3.2 acres
<b>Park Name</b>	<b>Location</b>	
Brass Oak Park	126 Jay Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Play Structure Climbing Structure Benches Open Space Slide	3.1 acres



**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Cambridge Park	696 Cambridge Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
ADA Accessible Playground	Swings Slides Climbing Structure	0.5 acres
<b>Park Name</b>	<b>Location</b>	
Carter Park	416 Carter Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area	Grill Swings Picnic Tables	2.53 acres
<b>Park Name</b>	<b>Location</b>	
Cedars Park	121 Shadow Ridge Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Swings Play Structures Slides	1.48 acres
<b>Park Name</b>	<b>Location</b>	
Chadrick Park	521 Brenda Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Open Space Picnic Area Playground	Covered Picnic Pavilions Benches Climbing Structures Swings Slides	4.3 acres
<b>Park Name</b>	<b>Location</b>	
Collinwood Park	235 Jarrett Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Ada Accessible Open Space		1.0 acre (approximate)
<b>Park Name</b>	<b>Location</b>	
Fieldcrest Park	120 Arrowhead Trail	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Pavilion Picnic Area Playground	One Basketball Court Covered Picnic Pavilion With Picnic Tables Benches Climbing Structure Play Structure	4 acres
<b>Park Name</b>	<b>Location</b>	
Governors Park	101 Bibb Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area	Swings Slides Walking Path Benches	4 acres



**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Hardiman Place Park	113 Beerli Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground ADA Accessible Picnic Area	Tot Swings Junior Swings Play Structure	0.5 acres
<b>Park Name</b>	<b>Location</b>	
Homestead Park	201 Prairie Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Basketball Picnic Area Soccer Playground Open Space	One Basketball Court Swings Soccer Goals Benches Slides Climbing Structure Play Structure Picnic Tables	5.28 acres
<b>Park Name</b>	<b>Location</b>	
Joe Phillips Park	154 Joe Phillips Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Open Space		0.5 acres
<b>Park Name</b>	<b>Location</b>	
Leathertree Park	221 Gillespie Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space Picnic Area Shade Structure	Tot Swings Swings Play Structures Picnic Tables Slides Climbing Structures Grill Benches	5.07 acres
<b>Park Name</b>	<b>Location</b>	
Madison Point Park	139 Whisperwood Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground Picnic Area Basketball Open Space	Climbing Structure Swings Play Structure Slide Benches One Basketball Court	2.32 acres



**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Madison Trace Park	127 Progress Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structure	0.91 acres
Picnic Area	Swings	
	Play Structure	
	Slide	
	Benches	
	Picnic Table	
<b>Park Name</b>	<b>Location</b>	
Mandolin Park	206 Thomas Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space		0.525 acres
<b>Park Name</b>	<b>Location</b>	
Mill Creek Park	141 Teal Park Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structures	2.75 acres
Basketball	Swings	
Open Space	Play Structure	
	Slides	
	Benches	
	Walking Path	
	Merry-Go-Round	
	See-Saw	
<b>Park Name</b>	<b>Location</b>	
Rainbow Mountain Park	274 Carter Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Walking Trails		1.52 acres
<b>Park Name</b>	<b>Location</b>	
Rickwood Park	413 Mose Chapel Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structure	2.5 acres
Picnic Area	Swings	
Basketball	Play Structure	
Open Space	Slide	
Soccer	Benches	
	Picnic Table	
	Soccer Goals	
	One Basketball Court	
<b>Park Name</b>	<b>Location</b>	
Rollingwood Park	163 Liberty Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Covered Picnic Pavilions	1.71 acres
Picnic Area	Play Structure	
Pavilions	Benches	
Open Space	Picnic Tables	



**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Shelton Park	1035 Shelton Lane	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Covered Picnic Pavilions	2.98 acres
Picnic Area	Play Structure	
Pavilions	Benches	
Open Space	Picnic Tables	
ADA Accessible	Slides	
Basketball	Play Structure	
	Swings	
	One Basketball Court	
	Bench Swing	
<b>Park Name</b>	<b>Location</b>	
Silver Creek Park	108 Donash Circle	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space		2.77 acres
<b>Park Name</b>	<b>Location</b>	
Stavemill Park	786 Seina Vista Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Climbing Structure	4.98 acres
Picnic Area	Play Structure	
Soccer	Benches	
Open Space	Picnic Tables	
ADA Accessible	Slides	
Basketball	Swings	
	One Basketball Court	
	Soccer Goals	
<b>Park Name</b>	<b>Location</b>	
Stewart Park	100 Stewart Street	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Grill	0.22 acres
Picnic Area	Play Structure	
Basketball	Benches	
	Picnic Tables	
	Slide	
	Swings	
	One Basketball Court	
<b>Park Name</b>	<b>Location</b>	
Stoneridge Park	195 Stoneway Trail	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Large Covered Picnic Pavilion	65 acres (approximate)
Walking Trails	Play Structure	
	Benches	
	Picnic Tables	
	Slide	
	Swings	



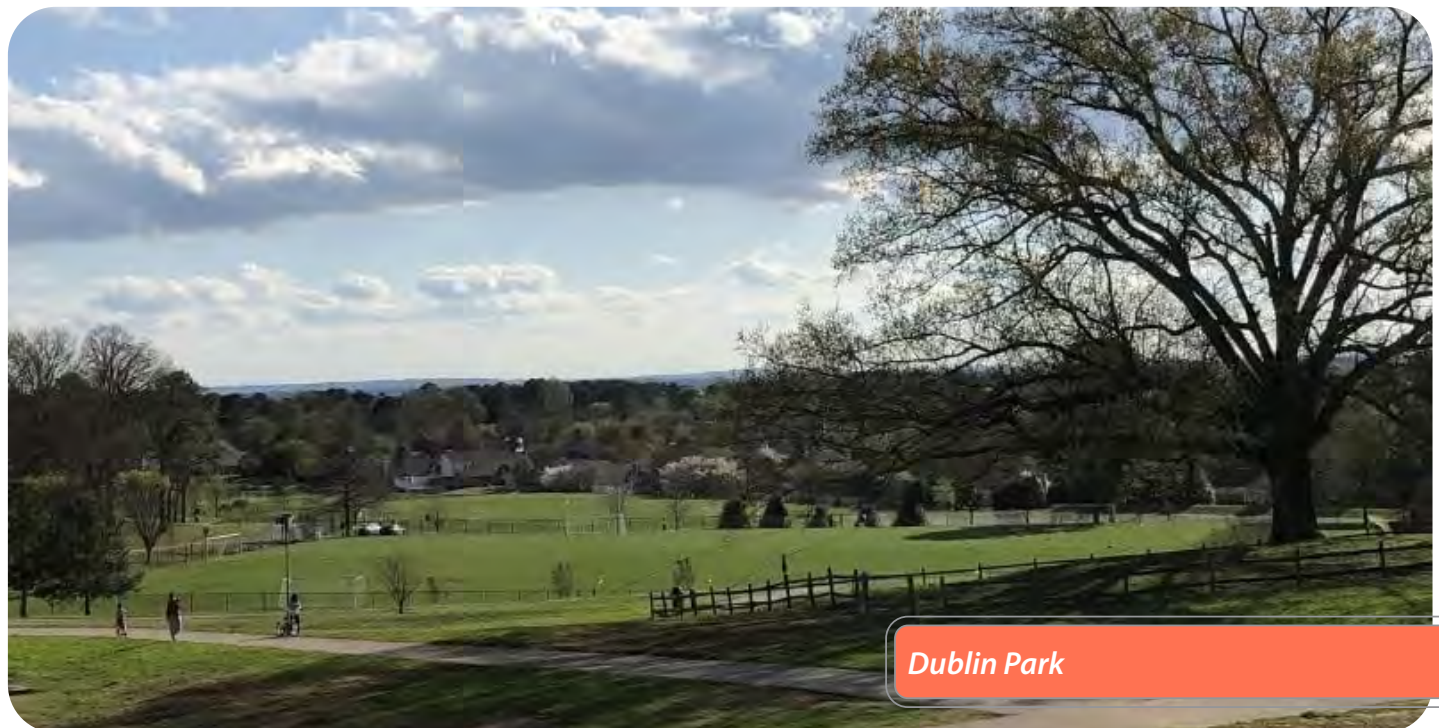
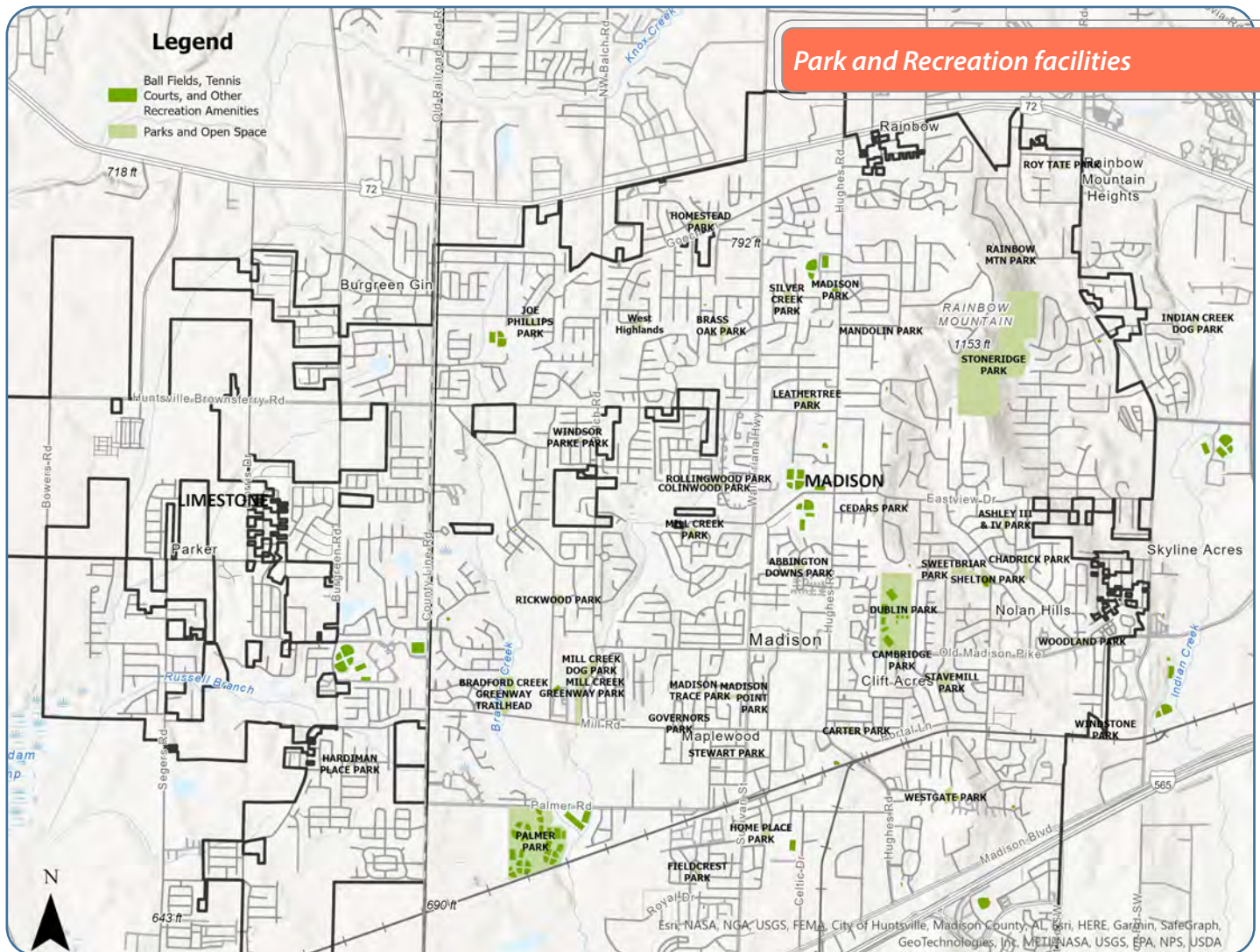
**Table 24. MADISON PARKS & RECREATION FACILITIES INVENTORY - NEIGHBORHOOD PARKS**

<b>Park Name</b>	<b>Location</b>	
Sweetbriar Park	144 Steele Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Open Space	NA	3.96 acres
<b>Park Name</b>	<b>Location</b>	
West Highlands Park	439 Clydebank Drive	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Pond	Benches	2.5 acres
Picnic Area	Picnic Tables	
<b>Park Name</b>	<b>Location</b>	
Westgate Park	276 Pine Ridge Road	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Benches	3.05 acres
Picnic Area	Picnic Tables	
	Swings	
	Climbing Structure	
	Play Structures	
	Slide	
	Merry-Go-Round	
<b>Park Name</b>	<b>Location</b>	
Windsor Parke Park	183 Amsterdam Place	
<b>Features</b>	<b>Amenity Details</b>	<b>Acreage</b>
Playground	Benches	0.5 acres
Picnic Area	Picnic Tables	
ADA Accessible	Swings	
	Climbing Structure	
	Play Structures	
	Slides	

The popularity of Madison’s parks and recreation facilities is clearly demonstrated by continued and consistent use at near or, at times, beyond the intended capacity for which they were designed. Intensive use has led to resources often being spread thin and patrons being turned away at some facilities. Most of Madison’s park facilities and many recreational programs are operating over capacity. School and recreation basketball courts are overbooked and there is frequently not enough room for spectators. There is currently not adequate space available for competitive swimming and aquatics programs. Soccer facilities can handle local demand (at this time) but cannot

accommodate regional travel leagues, and interest in the sport only continues to grow. The last major park facility was built in 1997. However, in 2020 the City acquired 30 acres of property and 28,000 square feet of building space for a future community center and other recreational amenities. The City is currently working on the design plans for renovation of the building, with plans for the open space areas to follow. As Madison grows and changes rapidly, prioritizing the needs for future recreation facilities and programs should be evaluated regularly and actively budgeted to better meet the evolving demand.









*Residents recreating in Madison*



*Kid's Kingdom*



*Dublin Park Pool*

Existing facilities are comprised of 2 community parks, special facilities, and 32 neighborhood parks. In addition to the existing facilities, the following amenities have been identified through previous planning efforts or by stakeholders and community members as priorities for development over time:

- ❶ Aquatic and basketball facilities
- ❷ More ballfields, to include baseball, softball, soccer, football, and pickleball
- ❸ Multi-use park facilities and a recreation center on the west side of Madison
- ❹ New recreational programs to accommodate demand
- ❺ Inclusive recreation for special populations

Land for a park and recreation facility in the Limestone County portion of Madison is of particular interest as development pressure and rising land costs reduce property available for acquisition. Other areas currently under consideration for new park and recreation facility development include County Line Road and Rainbow Mountain Nature Preserve, where the need for an additional 30 acres has been identified.

The first phase of Palmer Park, one of Madison's largest recreation complexes completed in the 1980s, is in need of improvement and a general update to its facilities. Fields are flooding, and overuse and construction defects have accelerated the need for maintenance and repairs. Phases 2 and 3 of Palmer Park are currently awaiting funding.

The Singing River Trail, a new regional greenway, will offer residents the ability to travel by foot and non-motorized vehicle to Huntsville, Athens, Decatur, Triana and Mooreville once complete. Connectivity through Madison to this trail will benefit both public health and wellness as well as support economic vitality by providing residents and visitors access to a vastly expanded regional greenway network. Additional recreational facilities in the form of pedestrian and bicycle trails and greenways are discussed in the future mobility section that follows.



The City of Madison owns and maintains nearly all its parks and recreation facilities except for the Rainbow Mountain Nature Preserve, which is owned by the Land Trust of Northern Alabama. This non-profit is dedicated to conserving natural resources and preserving vulnerable land for people in the Tennessee Valley. Since the late 1980s, when the organization was formed, the Land Trust has preserved more than 7,000 acres of land in five counties throughout North Alabama, along with creating more than 70 miles of public trails. Rainbow Mountain Nature Preserve offers a little over three miles of trails featuring some difficult but beautiful climbs due to the rocky terrain. Additional amenities include a large pavilion available for picnics as well as a playground. In addition, approximately one third of the Bradford Creek Greenway is owned by the Land Trust but is maintained by the City of Madison for its entirety.

Parks provide space for neighborhood residents to interact with each other and meet new people. They are also great spaces for events and for people to engage in recreational activities, thereby fostering a sense of community. Studies increasingly show that access to nature and open green space is vital to human health and is also important to the development of a robust economy within a community. Madison's existing parks, open space, and recreation program is a testament to just how true this statement is. Growth and vitality, coupled with a clear sense of quality of life, is no doubt impacted by the abundance of recreational amenities available within and surrounding the city. Balancing future growth with equitable access to these resources will be critical to maintaining this high quality of standard of life in the years to come.

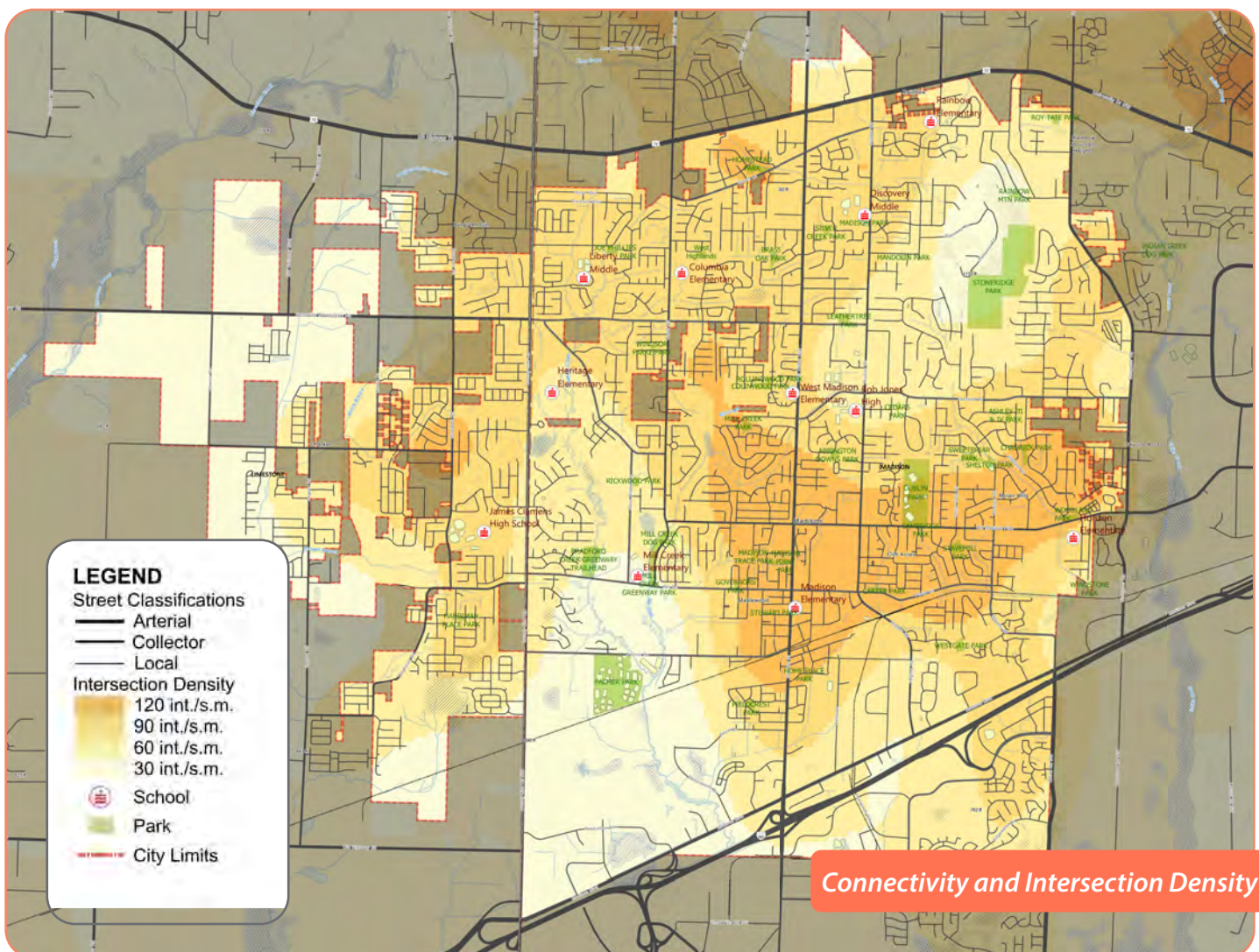


# MOBILITY

## Connectivity

Cities and towns were traditionally built on a network of streets, typically organized along a rectilinear pattern of small blocks. Starting in the 1950s curvilinear development patterns with larger blocks became more prevalent, and in the later decades of the century most development followed a dendritic pattern, with only one or two access points to higher volume streets and a high percentage of dead-end cul-de-sac streets. This lack of neighborhood connectivity contributed to traffic congestion issues with traffic flow concentrated on a few connector streets, and made walking and biking from neighborhood to neighborhood or across town much more difficult.

Madison's earliest residential neighborhoods were developed in a semi-connected curvilinear block pattern, and its more recent developments followed a dendritic pattern. The resulting transportation network is characterized by very large super-blocks with limited connectivity between neighborhoods. This effect became more pronounced as the town grew to the north and west, as can be seen by the intersection densities represented in the map below. The average intersection density in Madison is 100 intersections per square mile, with neighborhoods ranging from 40 intersections to 180 intersections per square mile. Well-connected cities average 150 to 200 intersections per square mile, with upper levels of 600 intersections per square mile.



*Connectivity and Intersection Density*



Another effective measure of street connectivity is block size. Block lengths of 250 feet to 800 feet enable neighborhoods and commercial areas to be more walkable for pedestrians. In Madison, smaller block dimensions are roughly 2,000 feet in length, with the larger blocks stretching out nearly 8,000 feet in length. - nearly ten times the length considered walkable. This creates an environment that feels inhospitable to the average walker or cyclist, and has had far-reaching implications on multi-modal connectivity as Madison has continued to develop over the years

Many cities and towns, including Madison, have taken steps to improve street connectivity by updating development standards to require more local and collector street connections in new neighborhoods, and by pursuing new street connection capital projects with local or federal/state funds. Geographic features such as Rainbow Mountain and the Mill Creek floodplain create natural barriers to connectivity, but the City continually looks for opportunities to improve or add potential collector and arterial connector routes to facilitate evenly dispersed traffic flow and to enable better-connected new development.



*Intersections: before and after  
channelized turn lane construction*

## Traffic Conditions

Traffic flow on Madison city streets is relatively moderate at less than 30,000 vehicles per day (vpd) for four-lane streets and less than 18,000 vpd for two-lane streets. The exceptions are Highway 72, where traffic exceeds 40,000 vpd, and sections of Madison Boulevard where traffic exceeds 30,000 vpd. High congestion-based delay is evident on Highway 72, Eastview Drive near Hughes Road, and at other noted locations. Traffic growth in the past five years has been moderate or flat (a rate of <2% per year) for most city streets except for Old Madison Pike, Highway 72, and for County Line Road and many of the collector and arterial streets that connect to it.

There are currently 44 signalized intersections within the City. Signal timings on corridors are coordinated manually in an effort to enable smooth traffic flow, but manual timing is very difficult to maintain and to adjust as traffic conditions change. 59% of signalized intersections have pedestrian signals and call buttons, and that will increase to 64% upon completion of upgrades to additional locations that are in the design phase. A number of intersections have been widened with turn lanes in response to traffic backups, but wider intersections and especially channelized right turns can become a barrier to safe and inviting pedestrian crossings.





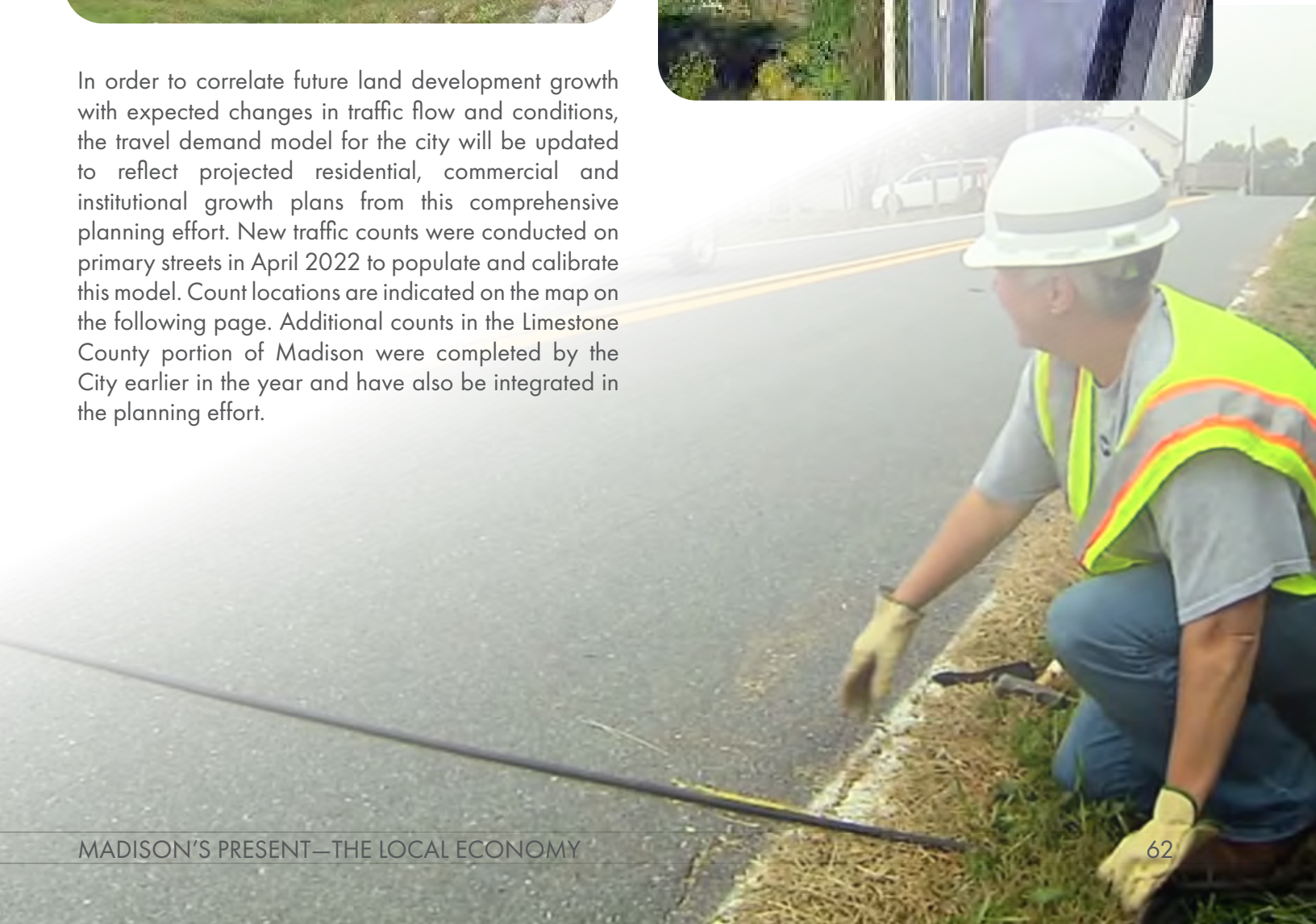
The City has recently constructed roundabouts at two locations as an alternative to signalized intersections or all-way stops. Roundabouts have the added benefit of reducing vehicle speeds and drastically reducing crash rates, and single-lane roundabouts are especially critical to providing safer crossing experiences for pedestrians.



*Roundabout construction at Balch and Gillespie Roads*

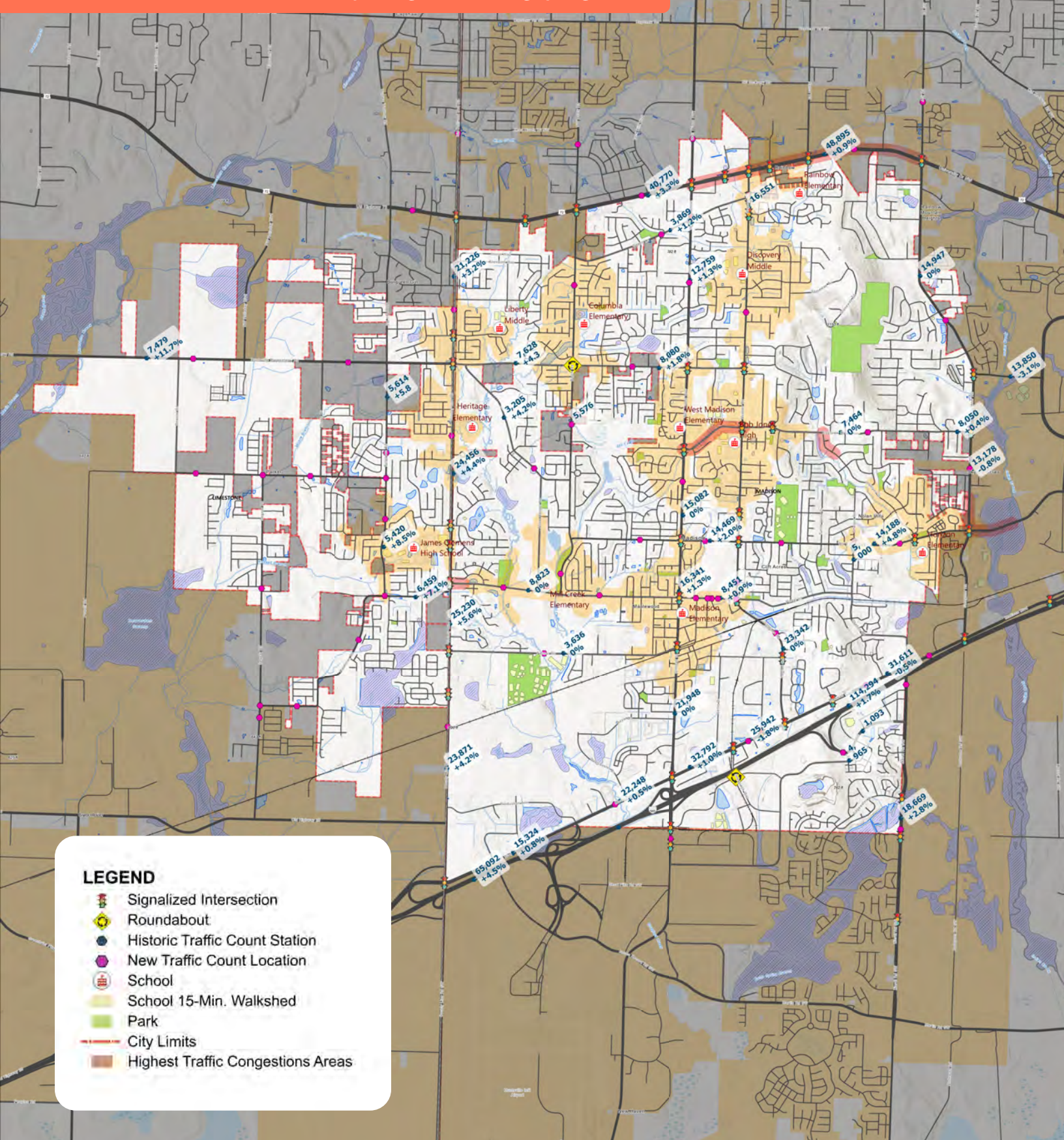


In order to correlate future land development growth with expected changes in traffic flow and conditions, the travel demand model for the city will be updated to reflect projected residential, commercial and institutional growth plans from this comprehensive planning effort. New traffic counts were conducted on primary streets in April 2022 to populate and calibrate this model. Count locations are indicated on the map on the following page. Additional counts in the Limestone County portion of Madison were completed by the City earlier in the year and have also be integrated in the planning effort.





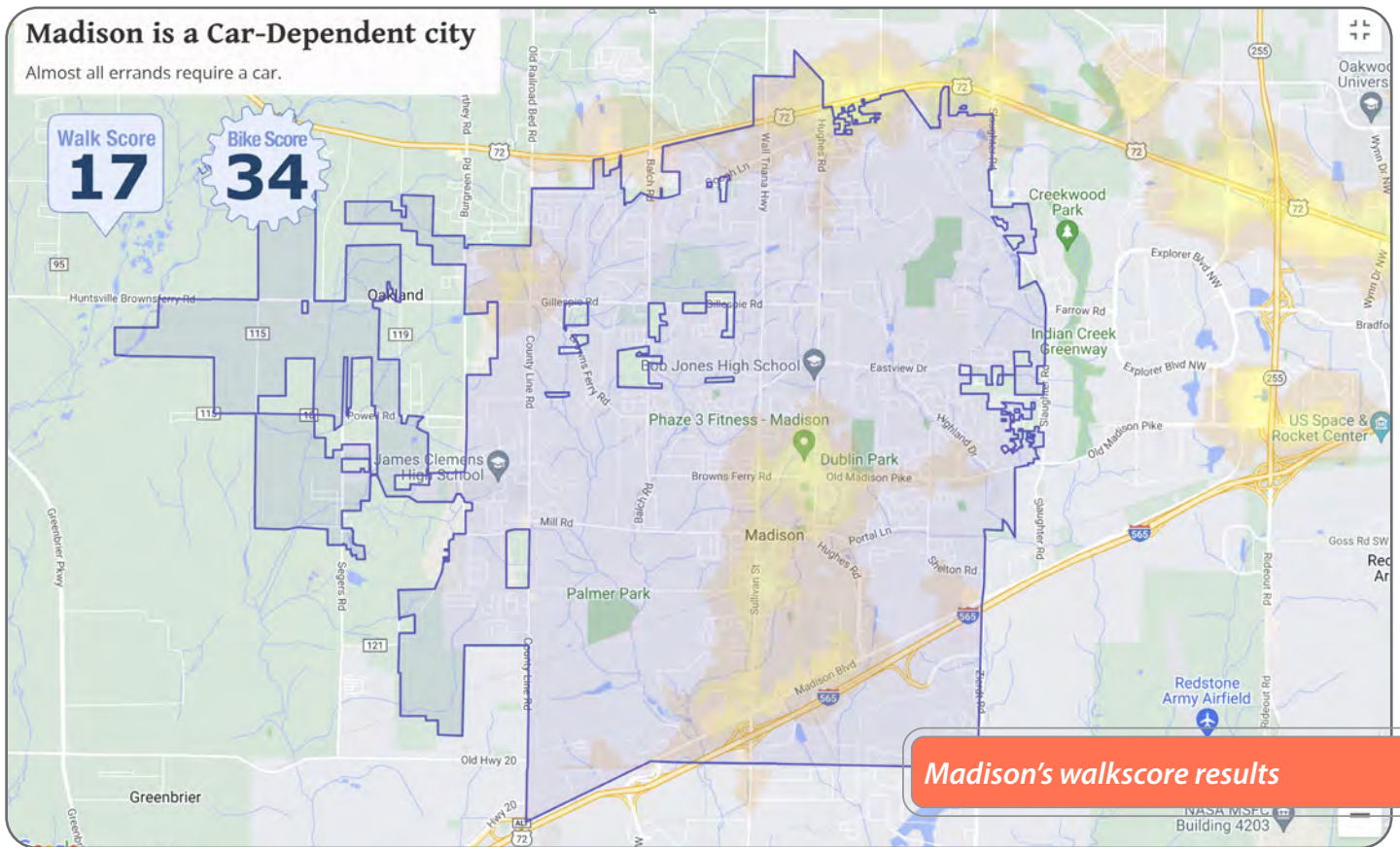
Select traffic count locations and reporting taken during spring of 2022





## Multi-modal Facilities

The sidewalk coverage in the city is fairly robust with the exception of subdivisions built between 1940 and 1990. The current citywide walkscore of 17 (out of 100) is based on the scoring process emphasis on the walking distance from residences to key amenities that a typical person needs on an average day. Uniformity of single-family residential and lack of neighborhood commercial development is the biggest factor in this measure of walkability.



Source: [walkscore.com](https://www.walkscore.com)



The map on the following page illustrates the current network of sidewalks and greenways present in Madison. It also indicates 15-minute walksheds around existing schools. Most city schools are located in or near neighborhoods that have limited sidewalk connectivity. Delineating school walksheds and areas with higher walkability scores is useful for planning future pedestrian and bicycle facilities.

By comparison, the Strava heat map shows where there is higher walking, running and biking activity in Madison. Most of the activity is focused on the greenways, sidepaths, and on low-traffic neighborhood streets. The City of Madison has been truly successful at implementing new greenway and sidepath construction. The city has over 15 miles of existing greenway and sidepath facilities, boasting more miles of facilities per capita than nearby Huntsville and other comparable cities such as Chattanooga and Raleigh. Many of the greenways follow creeks that flow from north to south, and newly constructed sidepaths are similarly oriented, resulting in a general lack of east/west connectivity for walking and biking in the community. This mirrors similar vehicular travel challenges.



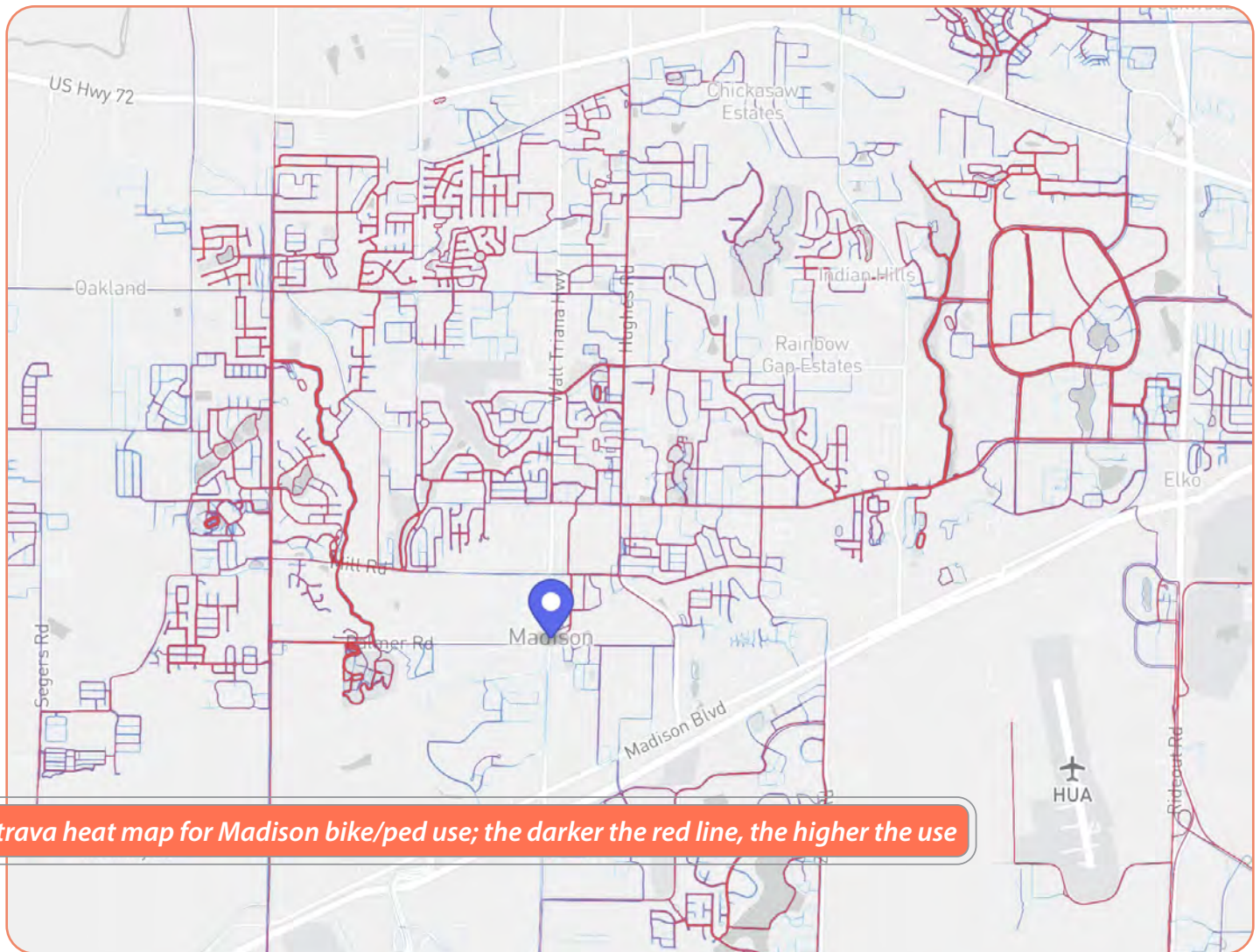


Existing bicycle/pedestrian infrastructure

**LEGEND**

-  Sidewalk
-  Greenway/Sidepath
-  Natural Trail
-  Bike Lanes
-  School
-  School 15-Min. Walkshed
-  Park
-  City Limits





## Transit

There is currently no fixed-route transit service in Madison, but on-demand paratransit service is available to riders with disabilities through the Madison Assisted Ride System (MARS). There is also no access to bicycle or scooter sharing services.



*Madison Assisted Ride System (MARS)*



# MADISON'S FUTURE



How land in Madison is used and developed has impacts on nearly every aspect of community life. The drivers of change may be local, regional, national, or even global. They may be related to market forces, jobs, community amenities and facilities such as schools, government policy, or cultural practices. Drivers may also be independent or interrelated, simple or complex.

Land use patterns impact the everyday life of Madison residents. Changing land use patterns influence property values, housing availability and cost, employment and shopping opportunities, travel time to destinations, and personal health. Changing patterns also impact the visual quality of Madison and the connectedness and cohesiveness of its sense of place. Regardless of the driver, though, one thing is for certain: how Madison and its land use patterns change over time will have a direct impact on the cost of housing, infrastructure, and services as well as the community's ability to provide safe, efficient, and adequate facilities, schools, transportation, utilities, and services.

## GLOBAL, NATIONAL, AND REGIONAL TRENDS

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There are many global, national, and regional trends with the potential to impact Madison's future. What follows is a brief discussion of some of the most important drivers at this time that must be considered as part of the Madison on Track 2045 comprehensive planning process.

The United States is undergoing significant demographic shifts. After being one of the most rapidly growing industrialized countries in the world, the US is now facing unprecedented growth stagnation. In addition to stagnation, during 2019 in that pre-pandemic year, fewer people changed residence in the US than at any time since 1947. The national population is continuing to age with the under-18 age group actually declining



nationwide from 2010 to 2020. While population continues to increase in Madison and the region including youth less than 18 years of age, this is largely due to immigration.

Land use patterns in many urban and urbanizing areas across the country are changing. A new focus on the interrelatedness between land use, mobility, health, housing affordability, and economic resilience is driving much of this change. The following land use trends are perhaps some of the most relevant to Madison.

## **Housing**

Good housing that is affordable to service workers, government employees, and young professionals is difficult to find in many urban areas. Some communities address affordability through a concept referred to as “missing middle” housing. Missing middle housing refers to a range of housing types in the medium (or middle) density category. Such types include (but are not limited to) duplexes, triplexes, quadplexes, courtyard apartments, bungalow courts, and residential units above shops and workplaces. Accessory dwellings may also fall into this category. As the population ages, missing middle housing may provide opportunities for residents to age within their neighborhoods. In addition, younger generations appear to be less enamored with suburban housing and suburban densities than older generations, and trend reports from both real estate and building industries both indicate this age group is often attracted to smaller dwellings on smaller lots and a growing preference for rental opportunities over homeownership.

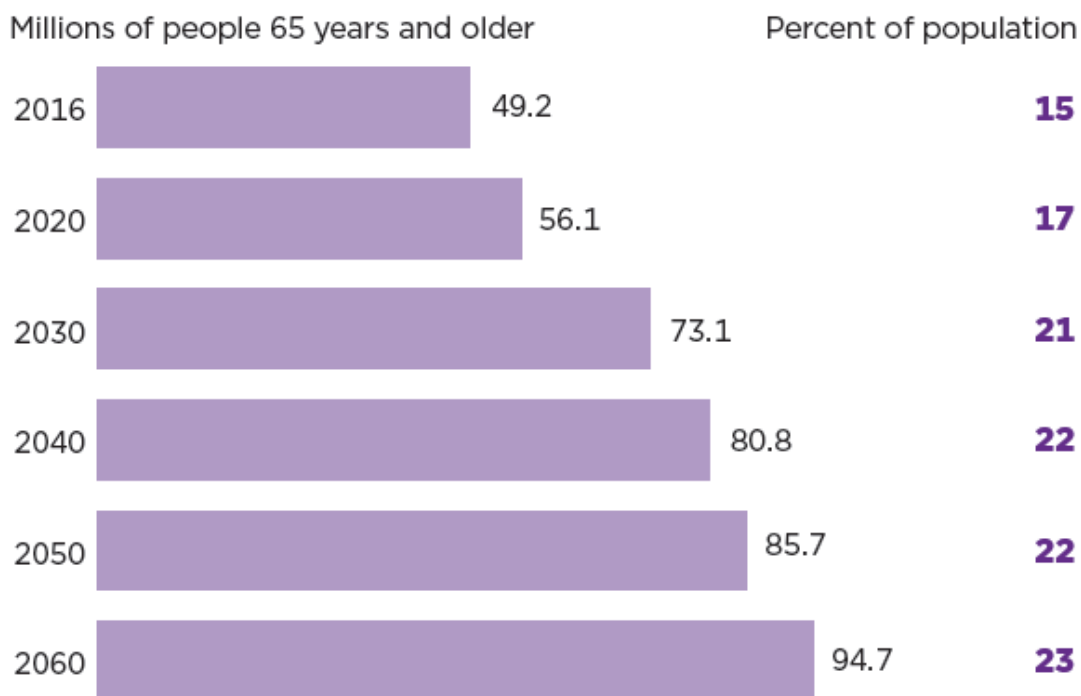


By 2030, all Baby Boomers will be older than 65. By 2034, those 65 and older will outnumber children for the first time in U.S. history. As the population ages, many seniors move out of their large family homes into areas where there is access to arts, culture, entertainment, restaurants, and healthcare, and where there is choice in mobility. Still, another trend being watched across the US and Europe is increased interest and demand for multi-generational housing options. Rising prices, not enough inventory for different lifestyles, and the need for more affordable elder care and childcare make such housing an attractive option for some families. Local land use policies and codes that restrict housing types and families per household, however, can be roadblocks to the creation of multi-generational housing.

Another trend in housing is leased single-family detached developments also known as build-for-rent homes. This housing choice is a hot market in many areas. The nation's largest homebuilders are taking advantage of that market. For example, in July 2021 Pulte Homes announced it had a deal to build and sell roughly 7,500 homes to Invitation Homes. DR Horton is also building apartment complexes and single-family rental home communities. It estimated that this part of their product would generate more than \$700 million in revenue in 2021. With such earnings, the company announced it plans to increase its rental business by more than \$1 million. Still another company, Lennar, says it plans to spend more than \$4 billion to buy single-family homes and townhomes being built and rent them.

### Older Adult Population Projections: 2020 to 2060

By 2060, nearly one in four Americans is projected to be an older adult.

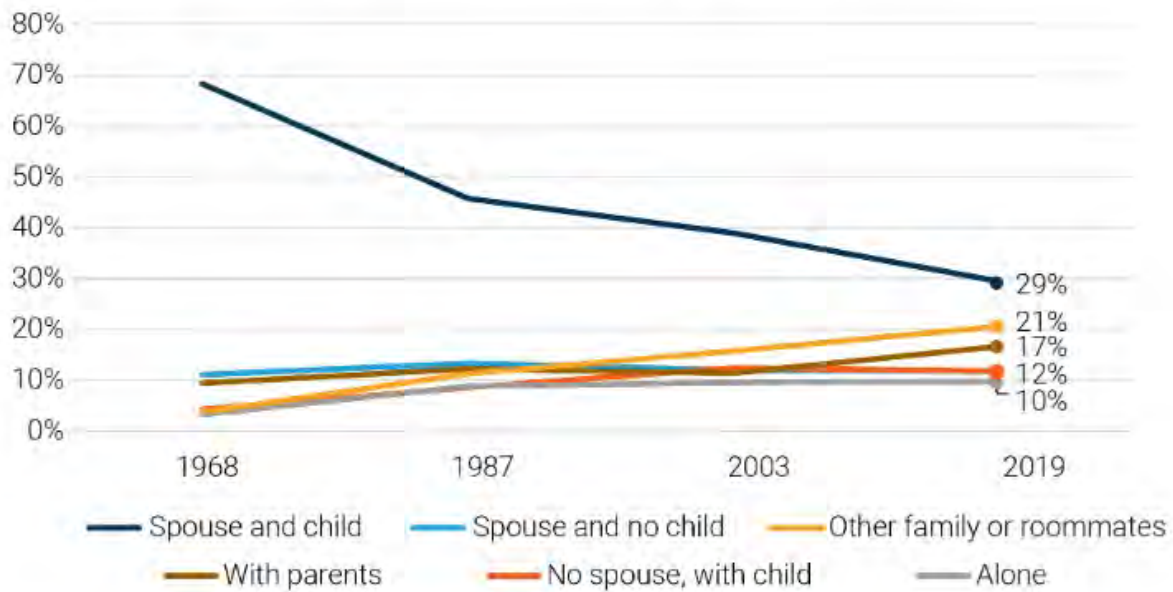


Source: U.S. Census Bureau, 2017 National Population Projections.



## Household Arrangements of Americans (ages 23-38)

1968 to 2019



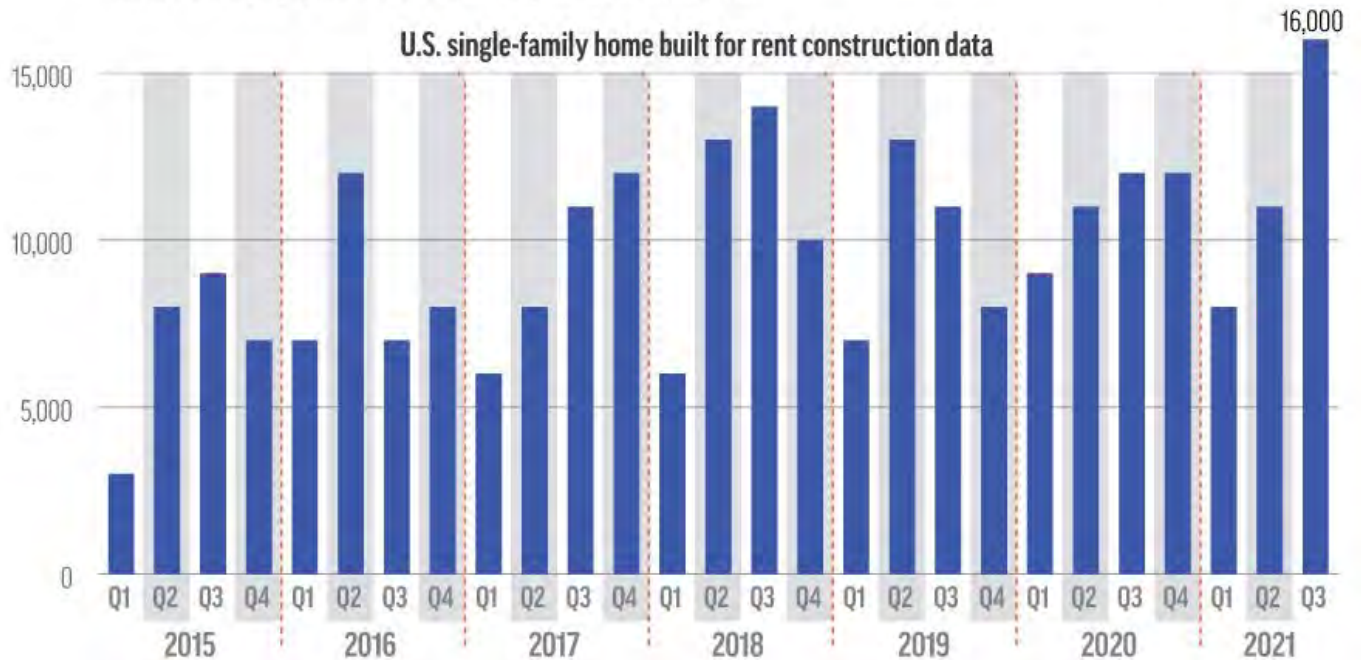
Source: Brookings analysis of ACS and Census data via IPUMS USA, University of Minnesota, [www.ipums.org](http://www.ipums.org).

**B** Metropolitan Policy Program  
at BROOKINGS

## Build to Rent Construction Trends (single family homes)

### Built to rent

Builders are ramping up new construction of single-family homes for rent.



Sources: National Association of Home Builders; U.S. Census

AP



## Mixed-use and Form-based Zoning

The earliest plans for cities in the U.S., such as Savannah, Georgia, Williamsburg, Virginia, and Boston, Massachusetts generally relied on short blocks, interconnected streets often at least partially on a grid, and a mix of business, housing, institutional, and government uses. After the Standard State Zoning Enabling Act of 1922 and the Standard City Planning Enabling Act of 1928 were created as models for local government by the U.S. Department of Commerce, state governments adopted the acts and local governments began the planning and zoning that mandated separated uses. The streetcar and then the automobile made moving out of the city possible and heavy promotion of the suburban lifestyle made it popular. That trend really ramped up after World War II and the creation of the nation's interstate system. Recently, however, there is renewed interest in mixed uses with less emphasis on use and more on form. Such codes are referred to as form-based codes or hybrid codes where form and use are both important. Where implemented, these land use policies and code frameworks allow development to occur at a scale and character more reflective of historic development patterns and allow for the mixing of uses that many younger – and older - generations are finding more desirable. These frameworks also allow for greater community expression of character by focusing on design aesthetic and performance standards rather than use restrictions.

### *The 15-Minute City*



## Mobility

City building during most of human history focused on tight, core villages, towns, and cities, where all needs could be met traveling by foot, cart, or horse. Such urban centers were often surrounded by agriculture and forest resources and separated from each other by miles. This pattern can still be seen on every inhabited continent except Antarctica; however, in the comparatively young United States there are far fewer examples. The U.S. pattern of development often leads to regional and interstate megalopolises where cities abut each other with little distinction regarding lines of jurisdiction. This has become the case between Madison and Huntsville. Outside very large and dense megalopolises such as New York, Boston, and Chicago, the dense pattern of development has been built almost entirely dependent on personal automobiles. Walking, cycling, and even transit, where it exists, is at best an afterthought. While Madison will continue to be an auto-centric community, citizens today, especially young people and increasingly older citizens are demanding more choice in how they move around. Multimodal networks are also more equitable allowing those who cannot drive, as well as those who prefer not to, to move around the community and accomplish daily and routine tasks independently. During the 2000s, health experts began weighing in on local debates regarding mobility, strongly advocating for non-motorized transportation options as one way to deal with the obesity, diabetes, and cardiovascular disease epidemic. Expanding multi-modal transportation requires changes to many features including sidewalk widths, connectivity requirements, access standards, parking, and compact urban nodes with a solid mix of uses that encourage walking and cycling for transportation.

Many cities from Paris and Stockholm to Melbourne, Australia, and Portland, Oregon have embraced a concept called "The 15-Minute City." This approach of community building calls for most services and amenities to be within a fifteen-minute walk, cycling, or transit trip. It is a decentralized approach to city growth focused on transportation choice, reducing carbon emissions, and allowing for more robust and energetic community centers. Such multi-purpose neighborhoods are different than typical zoning that separates uses and results in fragmented development, sprawl, and excessive automobile use.



Other national mobility trends Madison will need to be aware of include:

- Less need to travel. Robust, well-planned multi-modal options will not eliminate the automobile but they should result in a general decrease in automobile use for short trips.
- Electrification. Deloitte reports that it is estimated that in 2030, electric vehicles (EVs) will represent about 32 percent of the total market share for new car sales globally. Accommodating and even encouraging both hybrid and EVs will require a shift in parking standards and fuel stations.
- Connectivity and automation. Also in 2021, Deloitte research indicated that by 2040, up to 80 percent of passenger miles traveled in urban areas could be in shared autonomous vehicles. Within the Madison region, development of autonomous vehicles will be led by major technology-based corporations and by technology-based start-ups.

## Sustainability and Resilience

Cities across the U.S. and further away such as Singapore, Kukuoka, Japan, and Adelaide, Australia are using a “smart and sustainable buildings and infrastructure” approach to city building. This approach focuses on reducing energy consumption in the construction and operation of buildings. It is often focused on smart adaptive reuse as well as green building principles such as LEED and WELL.

As part of this movement cities are also being planned and designed specifically for people, with ‘green’ streets, new corridors, and public spaces as centers of social life. Green public spaces entail:

- A large number of trees;
- Creation of more and larger public parks and nature-based solutions in the urban environment, fostering a closer connection to nature even in cities with high population density;
- More walking and cycling facilities instead of car-centric designs and parking areas, with space for children and adults to enjoy outdoor activities and fostering a sense of security and safety.

The result has demonstrated both enhanced quality of living and enriched physical and mental health. Studies completed by C40 show that polluted air causes almost 4.5 million premature deaths a year, and in particular afflicts children with conditions such as asthma. Urban forest areas, when properly designed, can help improve air quality, demonstrating the need to distribute trees within urban areas in a way that avoids reinforcing inequalities in health outcomes. World Health Organization guidelines suggest that green spaces may also help to improve mental health. A study in London found that for every one-unit increase in the density of trees per kilometer of street, the number of antidepressant prescriptions fell by 1.18 per 1,000 residents. With regard to physical health, WHO research estimates that between 23 and 25 percent of global disease could be avoided through management of green cover. Several studies suggest that green space reduces premature mortality rates.

***Cities around the world are recognizing the benefits of a robust tree canopy and a greener approach to urban planning, as it has the potential to lower urban temperatures, mitigate air pollution, and build natural environmental resilience. World Economic Forum’s Global Agenda Council on the Future of Cities has included increasing green canopy cover in its top ten list of urban planning initiatives.***



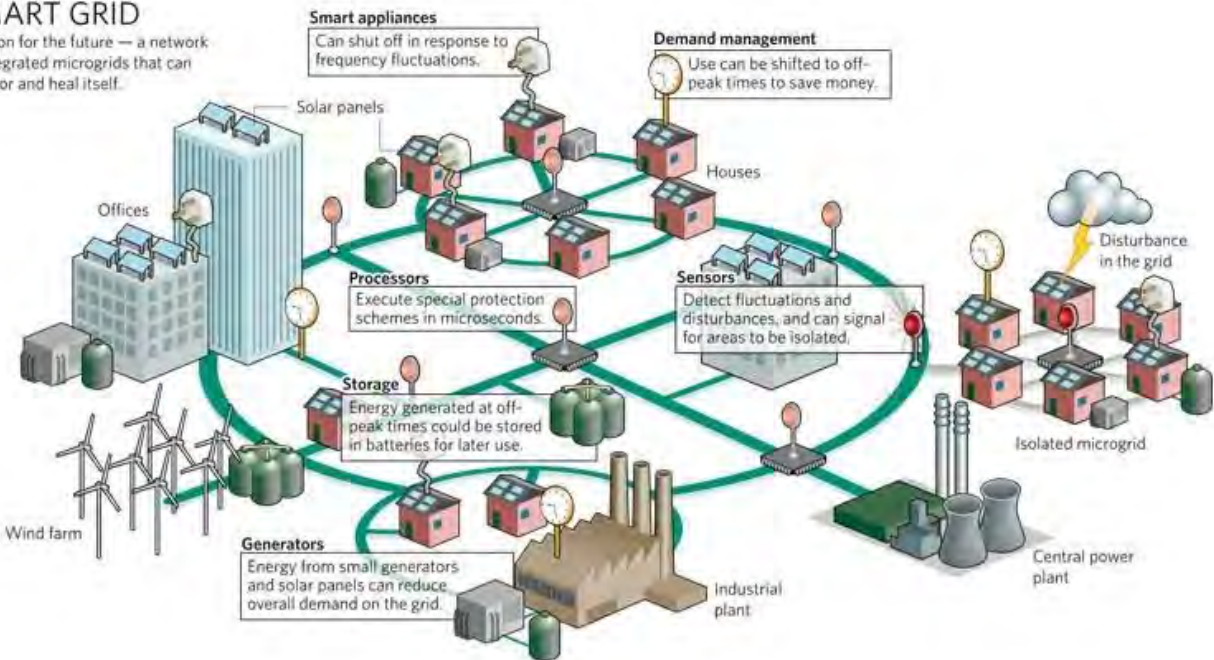
## Technology and Information

Technology is constantly shifting. There have been advances in the energy sector with solar panels and windmills becoming more prevalent in both commercial and residential developments. Many ordinances do not have standards regulating commercial placement of this infrastructure. In March of 2017, Forbes Magazine approximated 10 million autonomous vehicles will be on the road by 2020. While this did not hold true, it is closer than many think. Many companies like Uber and Tesla are testing autonomous passenger vehicles while others like Kroger, Starship, and Udelv are testing autonomous grocery and hot meal deliveries in select communities and university campuses. This will require changes to parking standards and increase the need for more drop off lanes, wider sidewalks, and reductions in lane widths be considered in updates to code and development regulations, which can indirectly benefit the multi-modal network and the pedestrian or cyclists' experience.

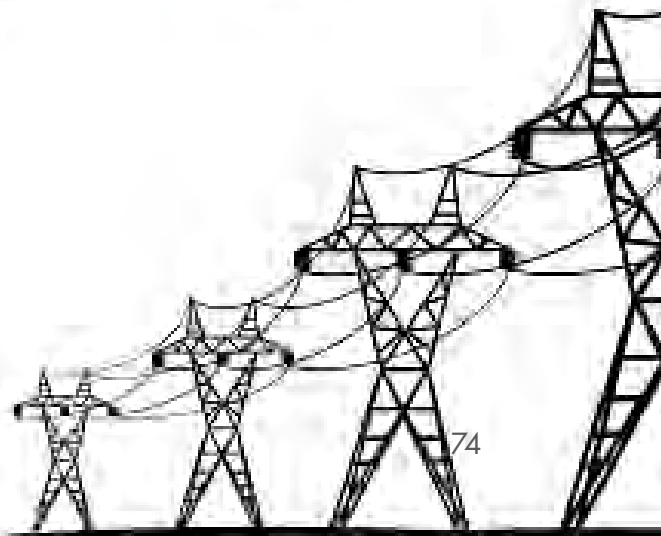
The nation and the world are in the midst of another revolution: the third major change in communications in human history. This revolution was triggered by computers and continues today through the advancement of broadband services, including wireless telecommunications technology. Few cities or regions have the potential to lead in communications technology, but Madison is one of them. Ensuring that all homes have access to the latest technology may be a reach for any community since providers are still largely private or publicly traded companies. However, Madison can encourage and support the integration of broadband infrastructure in new residential and nonresidential buildings and remove barriers to the service within the community whenever detected.

### SMART GRID

A vision for the future — a network of integrated microgrids that can monitor and heal itself.



### Evolution of energy infrastructure and the Smart Grid





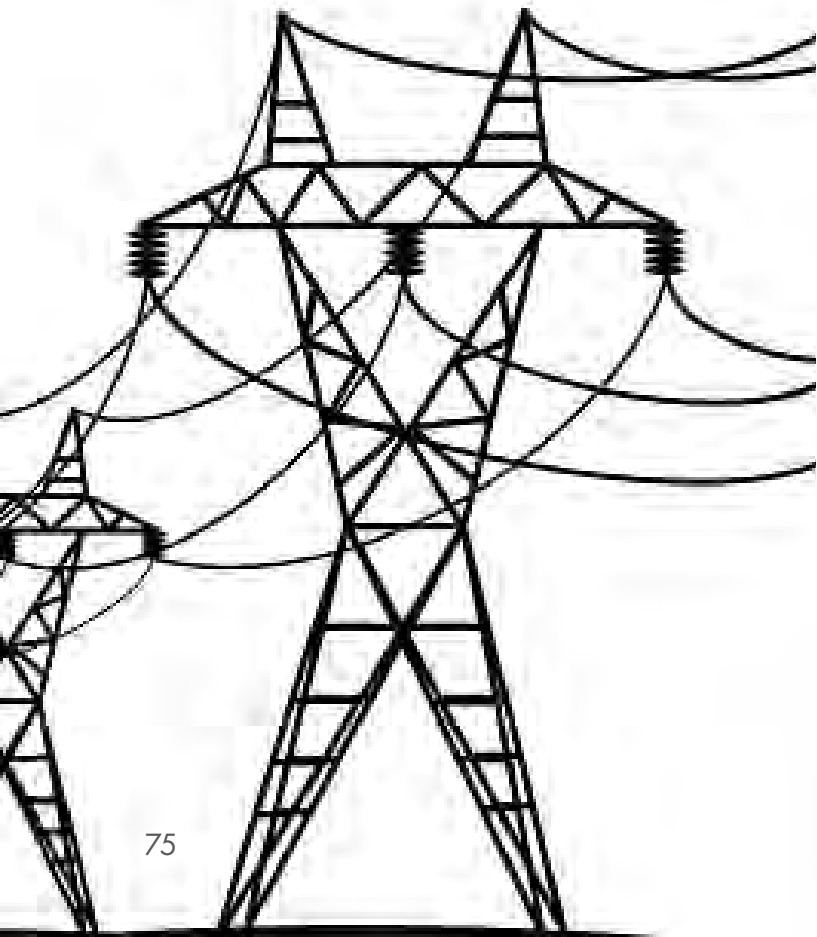
## Energy

After one hundred years of the same generation, transmission, and distribution patterns, the nation's energy industry is on the cusp of a revolution. Large generation facilities resulting in regional and multistate transmission facilities are being replaced or augmented by distributed energy systems. These are smaller single-use, and community systems typically based on alternative energy sources such as solar, wind, geothermal, and wave energy. Tesla recently announced the construction of a neighborhood in Austin, Texas, built entirely on renewable energy. The barrier to more green energy has been the limitation of battery storage, but this is also on the cusp of a revolution. Research at the University of Alabama Huntsville is helping to lead that transition. In October 2021, NASDAQ reported that "Solar energy costs have plummeted to a point where solar is now not just the cheapest energy source in the world, but the cheapest energy source in the history of humankind." Madison has the opportunity to become a model for distributed energy, especially on the West Side where electric capacity may be less certain due to a lack of infrastructure. Proactively encouraging distributed energy by removing barriers within codes and other policies and anticipating new and evolving energy uses in areas appropriate to accommodate it is an important consideration for Madison.

## Industry

Few industries are changing as fast and as dramatically as the retail sector. The growth in online sales has made headlines for years leading some to predict the demise of local retail. Vacant buildings and the closing of national retailers such as Stein Mart have made this appear inevitable. However, anecdotal evidence is the least reliable scientific data. The December 2021 Monthly Retail Trade Report published by the U.S. Department of Commerce Retail Indicator Division, as reported by Forbes in February 2022, reports that 2021 was one of the strongest years in retail sales history and, for the first time, brick and mortar stores grew faster than e-commerce—18.5 percent versus 14.2 percent respectively. Stores close for a variety of reasons. Trends in store size, shopping malls, strip centers, and urban design that are contrary to old retail formats contribute to the perception that local retail is on its way out when local centers deemed too old or expensive to refit are shuttered.

The retail market in Madison is quite healthy, however. The City is expected to have a high rate of growth in demand for local retail goods and services space. This demand will occur mostly in the food, food services operations, and additional miscellaneous operations sectors. Growth is projected to be between approximately 340,000 square feet and 690,000 square feet. While that represents only the low to mid-range size of a regional center, it could mean 50 to 100 new retail stores in Madison. Small-footprint retail has been growing much more quickly than regional centers and large-footprint stores; however, the City recently approved over 100,000 square feet of large-footprint commercial in Town Madison, which demonstrates demand for this type of development still exists. In the January 28, 2021 article *Small Formats' Big Future in Retail*, Progressive Grocer reported that smaller store size for all retail is an accelerating trend. They define small format grocery stores as 12,000-25,000 square feet with even smaller footprints in urban areas. The small size is, as they report, largely due to "a move toward shopping closer to home." Small-footprint stores are also integral members of mixed-use and neighborhood centers and offer Madison the opportunity to encourage more locally owned stores.





## OUR FUTURE, OUR CHOICE

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Density, mixed uses, mobility and housing choice, connectivity, infill, redevelopment, proximity to jobs, retail, and services, and distributed energy together create patterns of smart development. With more than 60 percent of its population having a bachelor's degree or higher, as measured by the U.S. Census Bureau between 2016 and 2020, Madison is one of the most highly educated places in the U.S. Madison has the opportunity to become a center of smart development, too, as it re-imagines its future for growth and change.

The planning process to date has looked at Madison's history and the community's present characteristics, informed by robust conversations with key stakeholders and the public on where past and present intersect to create Madison's future. While that future is squarely influenced by past and present trends, what the community wants and desires for Madison's future is part of this complex equation. There are many considerations and competing interests that will drive the next phase of this plan; this section explores some of the questions that must be considered in light of the many options for Madison ahead.

### Considerations for Madison's Future

At its core, the Madison on Track 2045 Comprehensive Plan boils down to what Madison will look and feel like, and how it will function as a community, 20 years in the future. The plan will guide future decisions about where people will live, what they will do to make a living (and where), how they will move about the community, and how their quality of life will be defined.





In considering this, one must ask questions of Madison's future and weigh responses from a variety of input sources that sometimes differ:

- What the desired density and intensity of development in Madison really is?
- How Madison can most effectively accommodate a wide range of current and future residents - young professionals, families, and seniors?
- How much of the anticipated demand for housing should be built in Madison proper, where that additional housing should be located, and what types of housing should be built?
- Where additional commercial development should be located and what should it look like?
- Where additional industrial development should be located, and what type of industry should the City aim to attract?

## Opportunities to Explore

Madison has made some progress in recent years in addressing the need for a broader range of housing types. For example, the 2010 Growth Plan Guiding Principles stated:

*"There is a great deal of housing variety, but within a very narrow range. That is, there is a lot of single-family detached stock at a very broad range of price points, sizes, and styles. However, outside of that housing type, there is little variety to accommodate empty-nesters, folks looking to downsize, or other residents who may be more interested in renting."*

New multifamily and assisted and independent living complexes have increased choice, but residential Madison is, for the most part, still predominantly single-family detached housing. Most of the land in Madison is developed or already entitled to develop. Still, opportunities to expand the range of housing types exist as part of new development or redeveloped older sites. The Market and Economic Assessment report completed as part of this planning process indicates there will be ongoing significant demand for multifamily and single-family attached housing within the next decade, although some of this demand is already being addressed through existing entitlements (as of June of 2022).

One recent project, The Avenue Madison, is an example of what can be done even within the oldest part of the City. This mixed-use project includes 190 high-density housing units that are currently at capacity with a waiting list. Demand for units within the project has been highest for studio and one-bedroom units, with many of the residents being young professionals and empty nesters. If confirmed in other new multifamily complexes like those near Toyota Field, this trend indicates that concern over such housing types overwhelming school capacity may be misplaced. Embracing the demand for housing choice would allow the City to be a leader in the region in missing-middle housing, low-scale multifamily (20 units or less) housing, and retirement housing. Age-restricted housing, in particular, could be a way to densify some areas without creating a school burden.

Continuing to build housing that is accessible to goods, services, recreation, entertainment, and jobs only by private automobile will only reinforce the traffic and congestion concerns repeatedly voiced by residents. Anecdotal reports, stakeholder conversations, and the community-wide survey indicate a steady and growing demand for walkable communities where residents can accomplish at least some of these tasks without an automobile. This means more mixed-use buildings and mixed-use neighborhoods, such as The Avenue Madison and The Villages at Oakland Springs, should be the predominant pattern for new growth. The redevelopment of underutilized or outdated commercial sites to infill mixed-uses in existing developed areas will also be key in expanding opportunities for greater connectivity and more "complete" neighborhoods, as the 15-minute city concept highlights. Alternately, identifying and requiring interconnectivity between separate existing residential and commercial areas would be a marked improvement in mobility.



There is also the potential for significant demand for new office and industrial space in Madison. The projected range of demand over the next decade is wide: 1 to 6.5 million square feet. While there are infill opportunities within established industrial centers, the West Side presents perhaps the best opportunity to grow Madison's industrial base. Increasingly, however, industrial growth is a regional venture. While industries have long looked to regions for labor, they are now looking for additional resources such as the 227-megawatt solar farm constructed by TVA in Muscle Shoals to offset 100% of the energy needs of the Facebook data center in Huntsville. The new \$2.3 billion Mazda-Toyota plant, also in Huntsville, is expected to spur growth in the supply and support chain throughout the region and the West Side of Madison is its nearest neighbor. Many opportunities exist for Madison to attract industry, provided adequate services and infrastructure are available.

### **Constraints to Address**

Just as Madison has opportunities for future growth and positive change, existing constraints will impact this potential. Constraints are quite common anywhere growth and change are happening. Recognizing and accounting for these constraints is crucial for plan implementation.

Perhaps the most significant constraint for growth is that Madison is entirely encircled by Huntsville, limiting opportunities for expansion through annexation. Furthermore, the West Side has many unincorporated pockets of land that could and should become part of Madison at some point, but several places present opportunities for annexation into Huntsville that would further complicate an already checkerboard boundary between the two cities. Such complicated boundaries present challenges to the cost-effective and efficient provision of services.

Most of the land within Madison is already developed or entitled to development patterns approved through subdivision approvals, though large agricultural parcels and unincorporated areas comprise about half of the land in the Limestone County portion of Madison and the immediate vicinity. The lack of available tracts of land limits opportunities for new development sites to address changing land use priorities and housing demand. As a result, Madison will increasingly

rely on redevelopment to create opportunities for change. Despite mainly being built out, the City has many locations where infill development could occur. However, public concern and utilities may make such places challenging to develop with new patterns or uses. Also, many developers, especially of single-family detached housing, prefer larger, cohesive sites where they can build larger neighborhoods. Redevelopment sites can prove challenging for developers who like undeveloped "greenfield" locations, and these sites may also come with environmental issues that can make them more costly to develop and inappropriate for housing at the ground level. These sites may, however, be acceptable for mixed-use and non-residential projects.

While proximity to Huntsville and Redstone Arsenal is a growth driver for Madison, it also challenges non-residential growth. Competing for high-tech research and development jobs and large-scale industrial growth is difficult but not impossible. Traditionally, jobs have gone to Huntsville and the Arsenal, while much of the housing for the people filling those jobs has gone to Madison. In addition, until recently, the jobs attracted by the Arsenal had security needs that being in a secure facility only solved. However, the Arsenal's creation of Redstone Gateway, a master-planned 470-acre industrial and commercial center located between the main gate and I-565 changed that.

Established housing patterns themselves may present constraints. For example, Madison is primarily a single-family-detached-housing city. More housing of that type, typically targeted towards families, puts pressure on schools but generates only modest tax revenue that may not offset public costs for schools and city services. Also, demand for higher density housing driven by land cost, stage of life, and a desire to live in more compact neighborhoods connected to nearby shopping, restaurants, and entertainment may mean Madison loses rooftops to Huntsville and other cities expanding options for mixed-use and mixed-residential developments.

Growth options are also constrained within Madison by the Huntsville International Airport. While this airport serves the region and its location adjacent to Madison—it makes the City attractive to frequent fliers and businesses that depend on air service—it

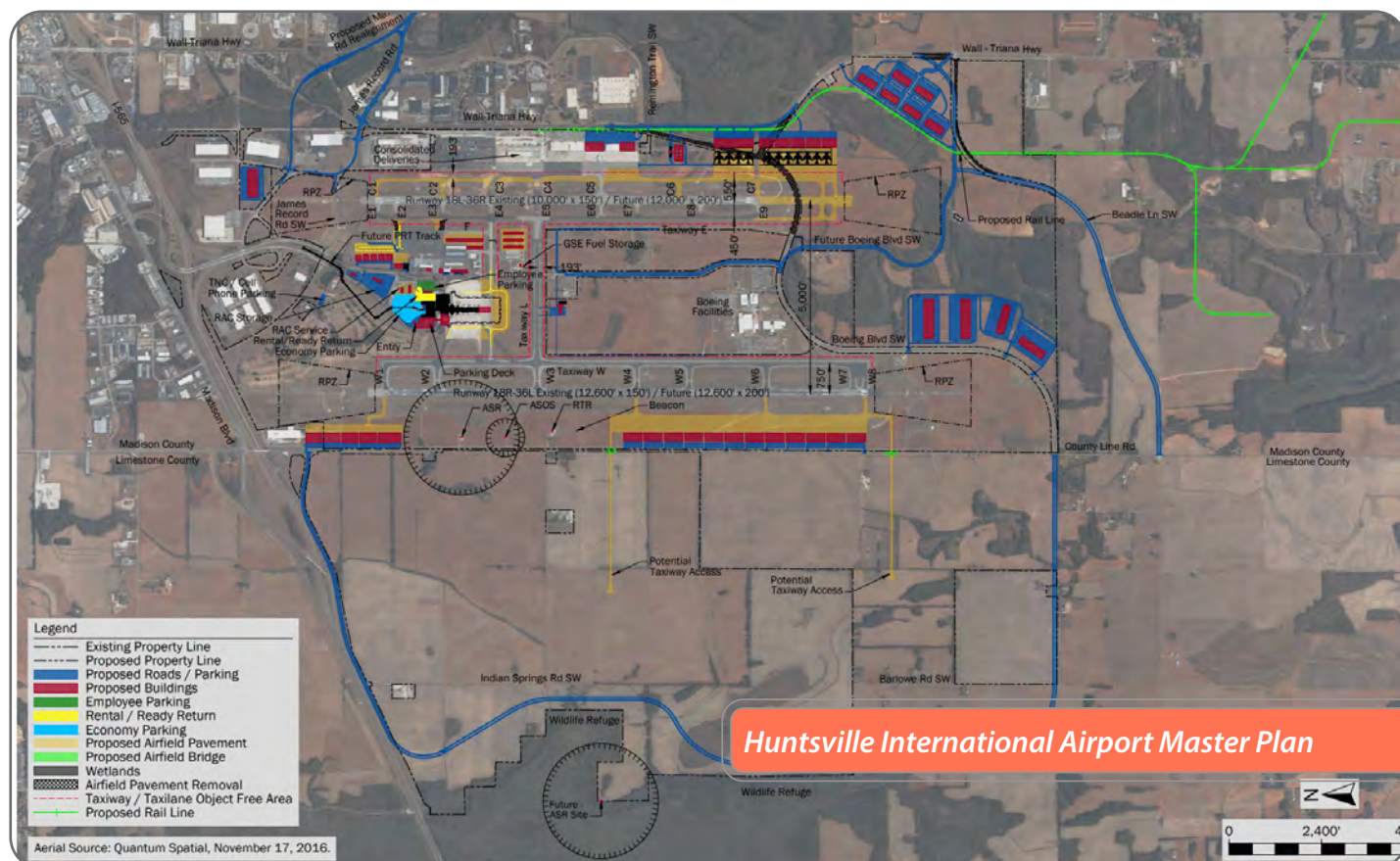


also comes with impacts that constrain growth. Such impacts include noise exposure, hazards (although rare) associated with aircraft take-off and landing, and requests to limit land use and structure height that, if followed, impact a large amount of land on the West Side. Balancing the need for safety and convenience will be an ongoing challenge.

Other development constraints include floodplains and access to utilities. Although FEMA does allow certain development within the floodplain, any action that results in an increase of base flood elevation for a site can increase the flood profile elsewhere. Cities across the country have experienced shifting floodplain contours due to such development. Where this has occurred, developed sites—often housing sites—which have never faced flood risk before may suddenly be inundated, incurring uninsured losses.

Infrastructure may also be a growth constraint. From old agricultural roads on the West Side insufficient for suburban or urban development and near- or at-capacity roads within and adjacent to Madison, traffic congestion is a headache to current residents and a

barrier to future growth. Concerns over school capacity and the cost of building new schools have been cited repeatedly as a reason to limit growth. While most utilities can handle growth, electrical capacity issues on the West Side may limit industrial opportunities. The lack of non-motorized transportation access between neighborhoods and between residential and commercial areas and places of employment that are increasingly important to quality of life may impact Madison's attractiveness to future residents the City hopes to attract. Checkerboard patterns of municipal boundaries also hamper efficient extension of all infrastructure critical for good growth.





# WHERE DO WE GO FROM HERE?

## Possible Growth Scenarios

The next phase of the planning process will explore how the City of Madison may evolve in the next 20 years considering three distinct growth scenarios forecast in Part Two of this profile (Madison’s Present) and taking into consideration the local and national trends impacting the region as well as opportunities and constraints identified in this section.

Growth Scenarios			
	2030 Low Growth	2030 High Growth	2045 Plan Horizon
Residential	4,000 units	7,700 units	11,500 units
Retail Commercial	340,000 sq. ft.	690,000 sq. ft.	-
Office Commercial	1 million sq. ft.	6.5 million sq. ft.	-
Industrial	2.5 million sq. ft.	5 million sq. ft.	-

These demand-based growth scenarios reflect the projected population through 2030 considering a low growth rate of 1.0% resulting in 71,467 residents by 2030; a high growth rate of 3% (reflecting existing trend lines) resulting in 76,371 residents by 2030; and a plan horizon build-out reflecting a low growth rate (1%) and resulting in an anticipated 82,971 residents by 2045. Each scenario was explored in detail with members of the public as part of the Madison on Track 2045 community planning week activities. Residents were asked to anticipate, using blocks reflecting the type of development (residential, commercial, industrial) and scale/intensity of development (low, medium, and high-density residential; neighborhood commercial; general retail; parks and institutions; etc.) to illustrate where development should occur in order to accommodate the growth anticipated. The feedback from this exercise will be integrated into a series of maps reflecting growth potential and preferred development patterns for the public to consider and select a preferred scenario for further exploration as part of this plan’s finalization.

Scenarios will also consider elements of a supply-side growth approach, recognizing the amount of available and developable land in Madison is limited and existing regulations direct where and how much growth can occur today. Balancing the range(s) of potential growth with the realities of Madison’s physical and geopolitical landscape and the preferences of the community will result in a preferred scenario that reflects the community’s core values while understanding the fiscal implications of the outcome.



## Evolution of Key Development Areas

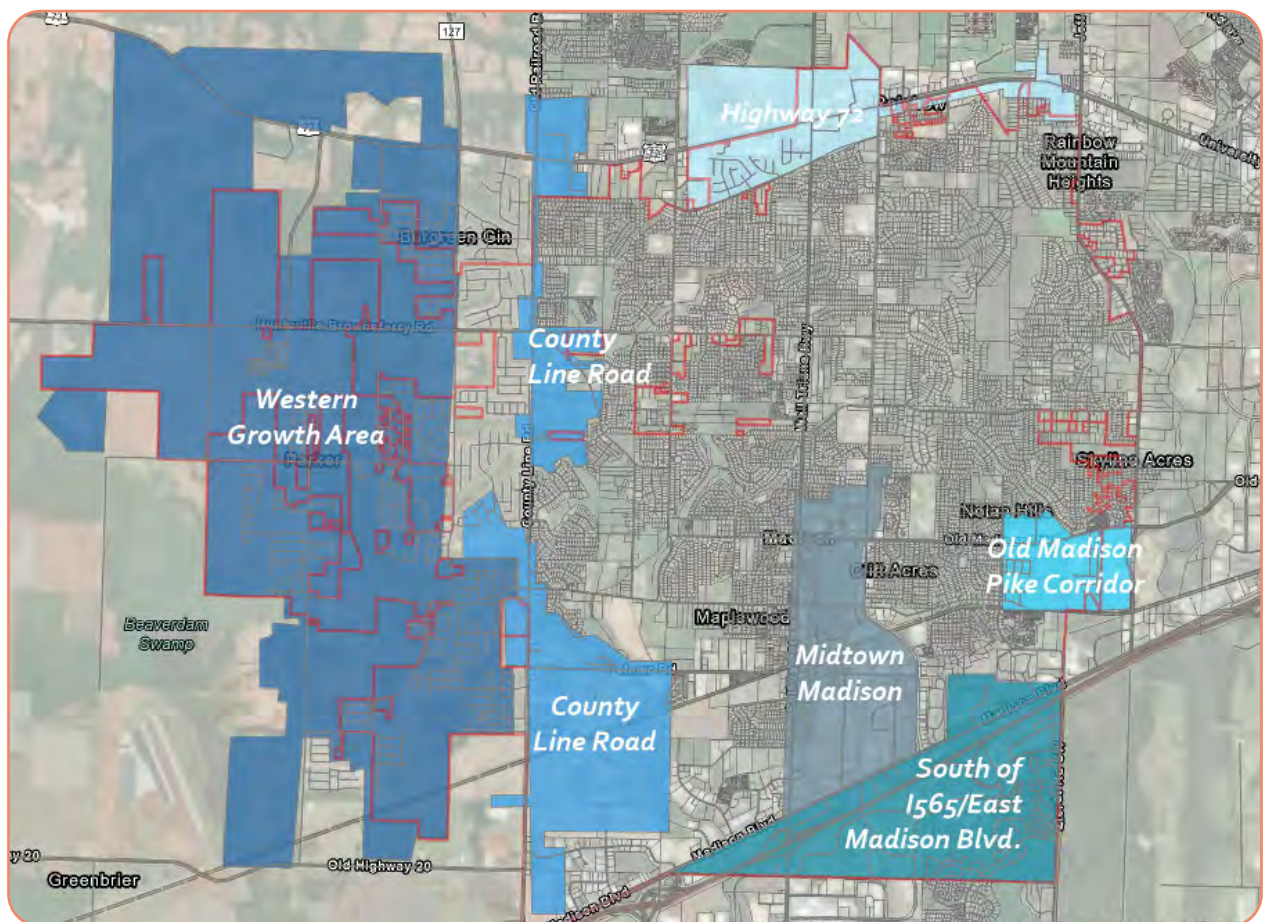
The evolution of existing identified key development areas will play an important role when considering how potential growth scenarios will impact Madison's future. These areas serve as potentially the greatest opportunities to accommodate necessary and anticipated growth in a manner that reflects the preferences and values of the community.

Madison's key development areas were first identified in the 2010 Madison Growth Plan and included:

- The Highway 72 Corridor
- Old Madison Pike Corridor
- Midtown Madison
- County Line Road Connector
- South of I-565/East Madison
- Western Growth Area

The 2010 Growth Plan defined key development areas as "areas that represent parts of Madison that were most likely to change over the planning period or where change was most desired." Once identified, these Key Development Areas were planned at a higher level of detail than other parts of the City during the 2010 planning process, the outcome of which provided direction on future investment and land use decisions for each focal area.

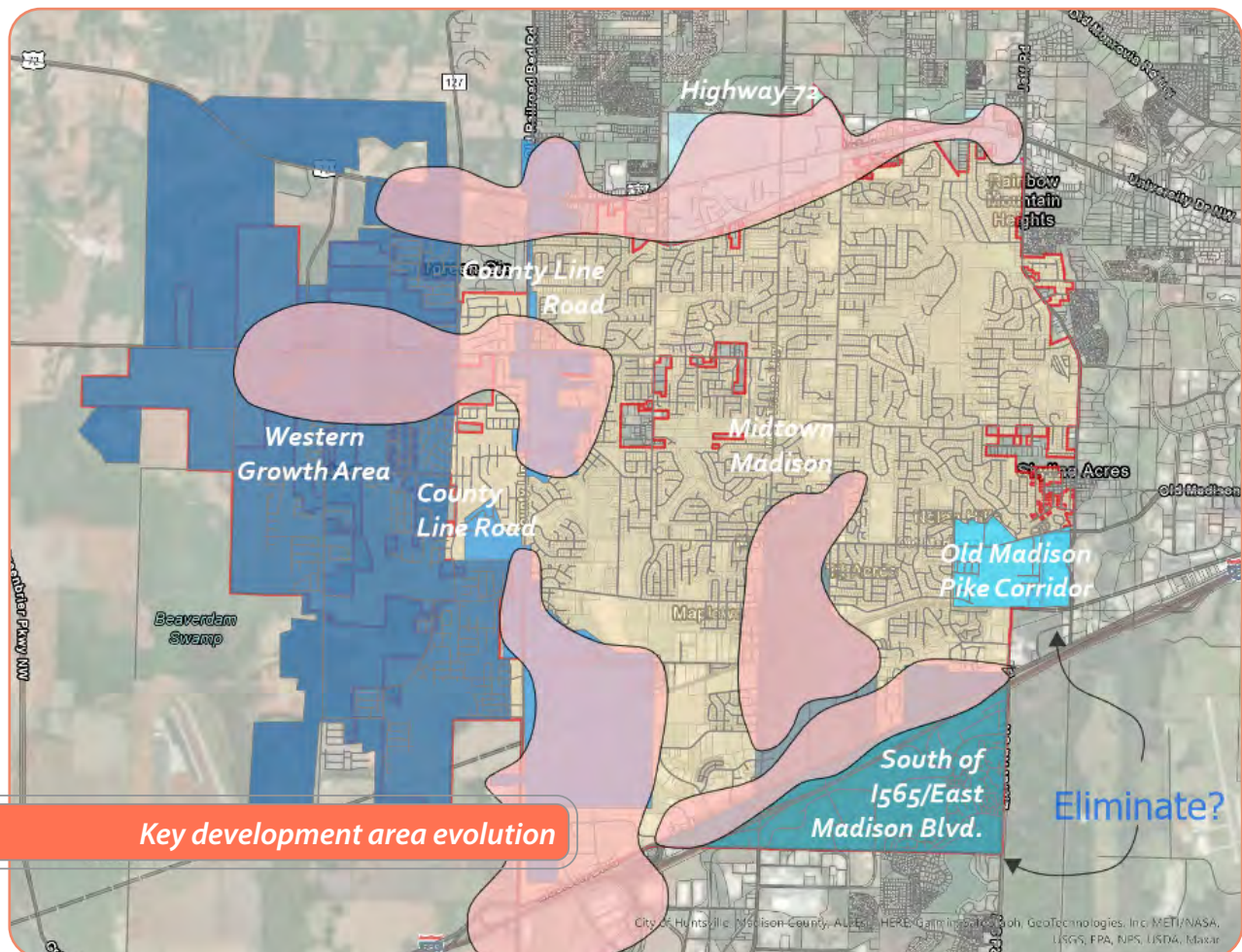
### Key development areas from the 2010 Growth Plan





As time has passed and housing and market conditions have evolved, the needs of the Madison community have changed and the originally identified key development areas are primed for re-evaluation. In considering current market trends, the opportunities and constraints present, evaluating existing land use and development patterns, and upon hearing from stakeholders and the public on specific neighborhoods and areas within Madison that reflect good development practice or are primed to receive additional development thoughtfully, a re-imagining of these key development areas has slowly taken shape. Many of the places identified are within the current key development areas and reflect positive development shifts in alignment with the opportunities present in Madison and previously discussed in this component of the profile.

As the plan begins to contemplate future growth opportunities and the land use policies required to implement the overall plan vision, these key development-turned-opportunity areas emerge as catalyst points within the Madison community. Based on preliminary analysis, adjustments to many of the key development areas is warranted. The map that follows loosely represents the revised opportunity areas recommended for consideration, which will be explored further as part of the future land use component of the Madison on Track 2045 comprehensive plan.





# APPENDIX C



## Community Survey Summary





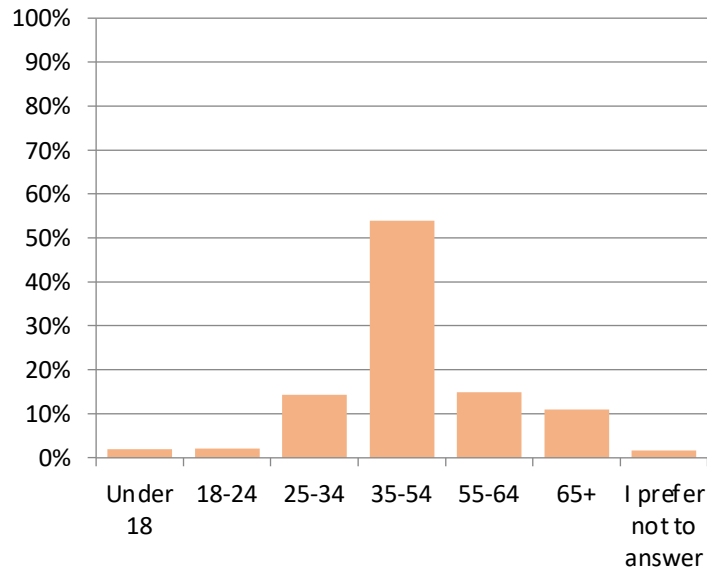
# Survey Respondent Characteristics

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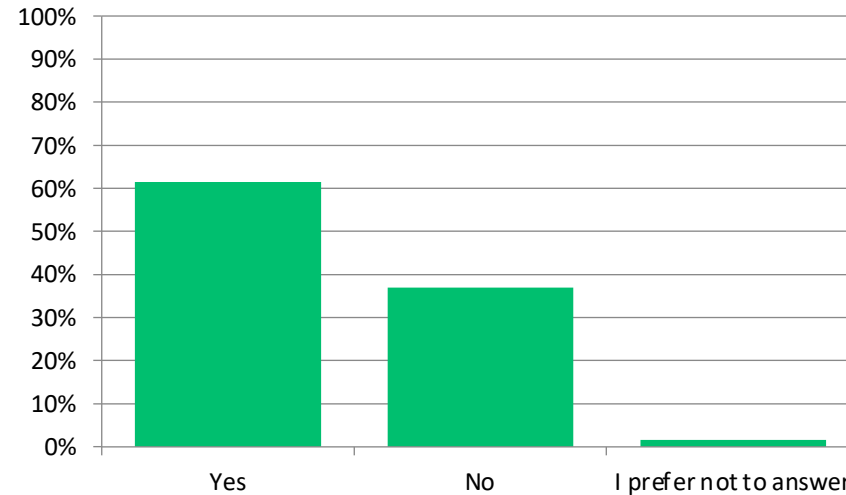
## Total Number of Respondents: 590

Q15. What is your age?



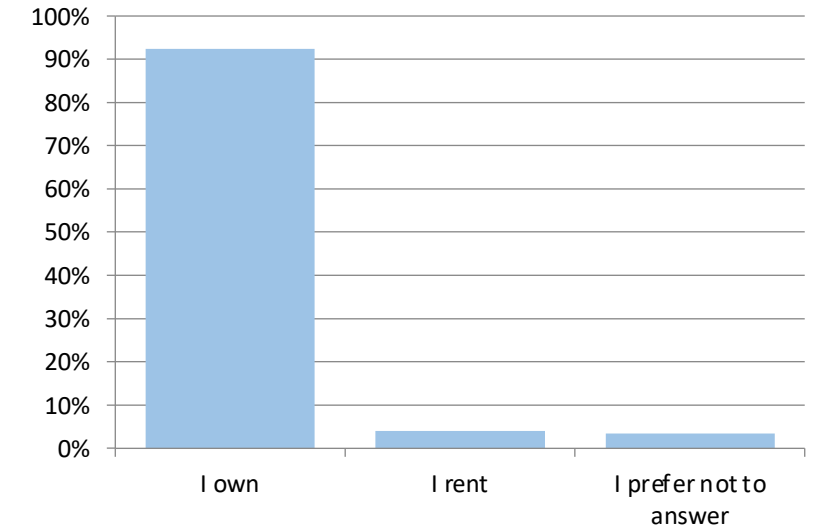
Skip: 73

Q16. Are there children (ages 0-17) in your household?



Skip: 74

Q17. Do you own or rent your dwelling?



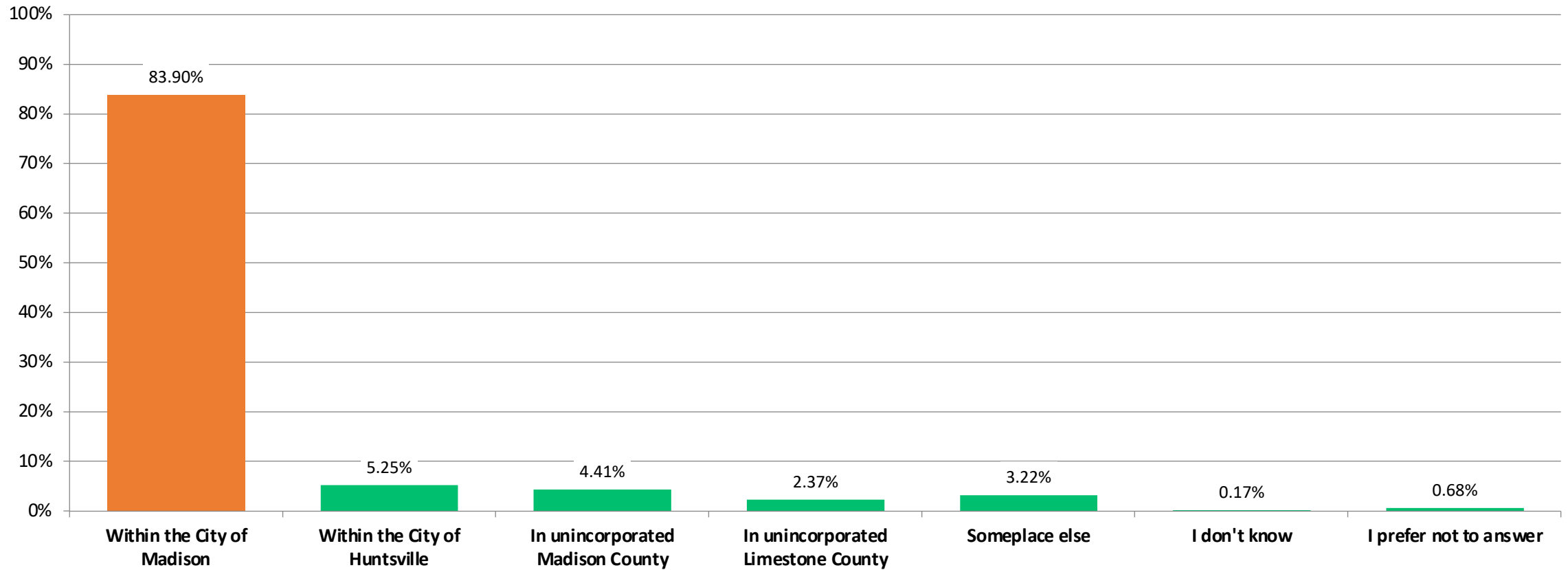
Skip: 75

Most respondents are homeowners between the ages of 35 and 54 with children in the home.



# Q1: Please tell us where you live.

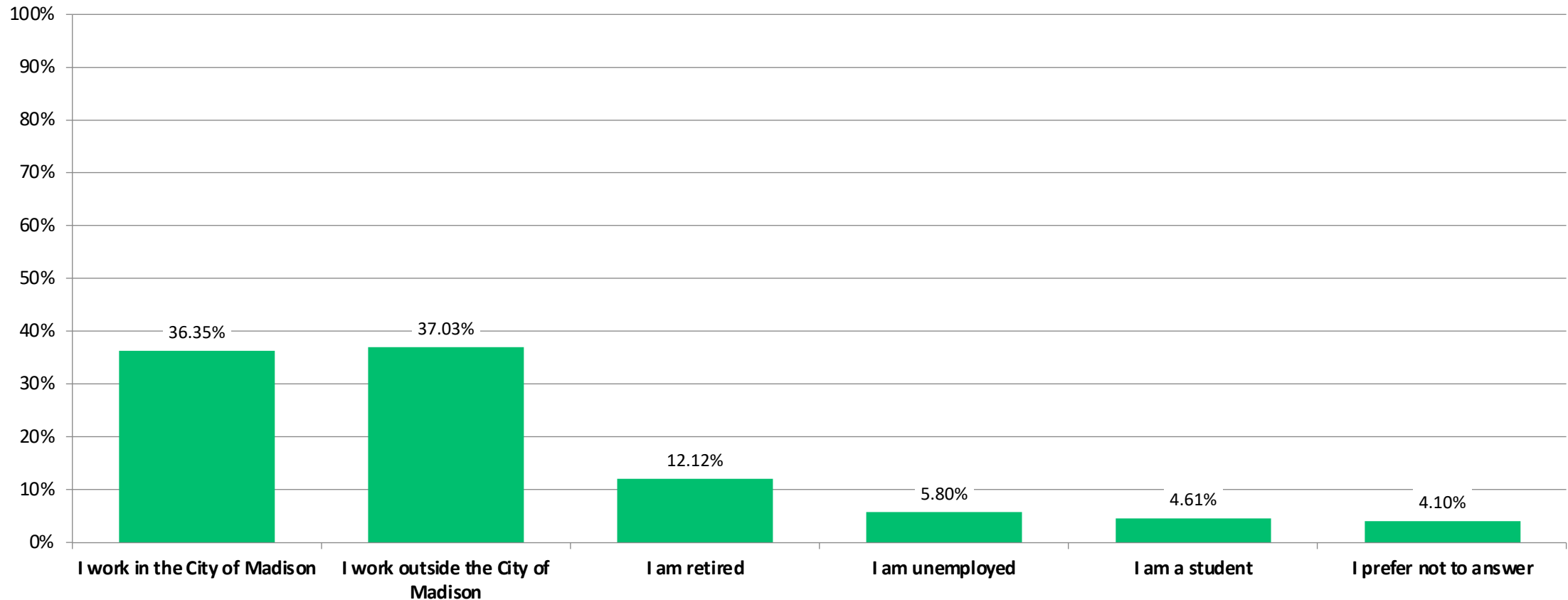
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Most respondents live in the corporate limits of Madison



## Q2: Which statement best describes your employment status?

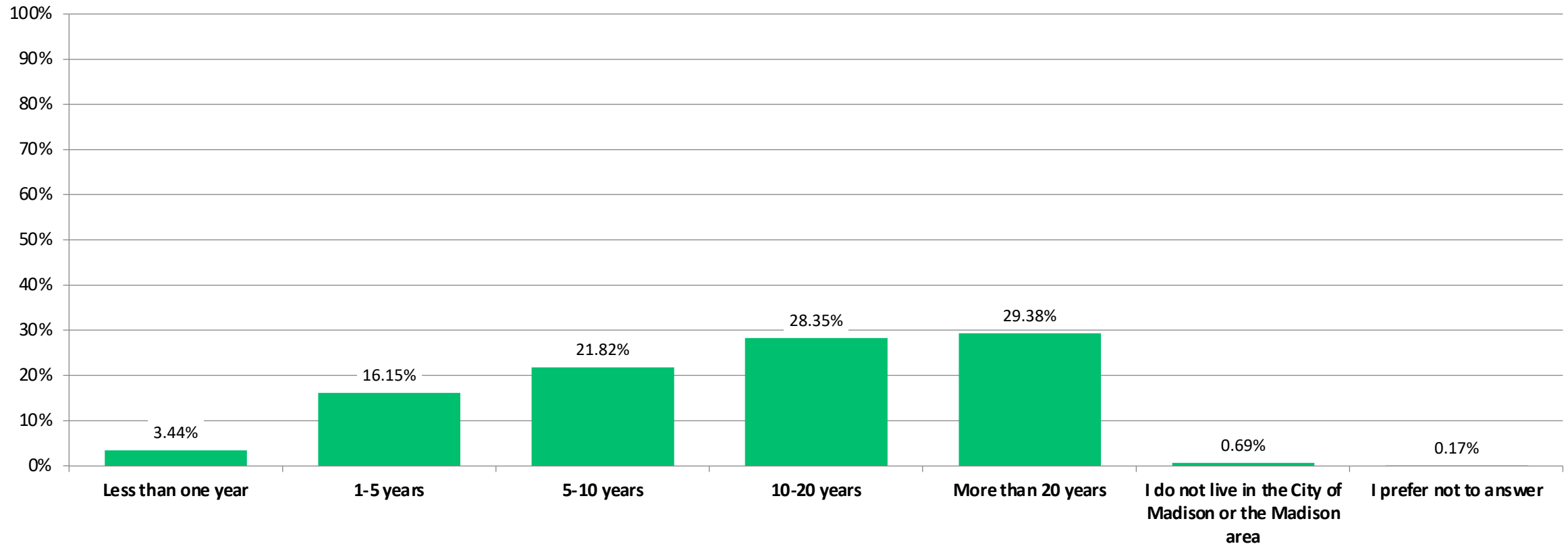


- Slightly more respondents work outside the city than inside.
- Almost one-fourth of the respondents are not currently employed or retired.



### Q3: About how long have you lived or worked in Madison or the Madison area (generally defined as within 10 miles of the city limits)?

Skip: 8



Nearly 60% of respondents have lived and/or worked in the Madison area for at least ten years.





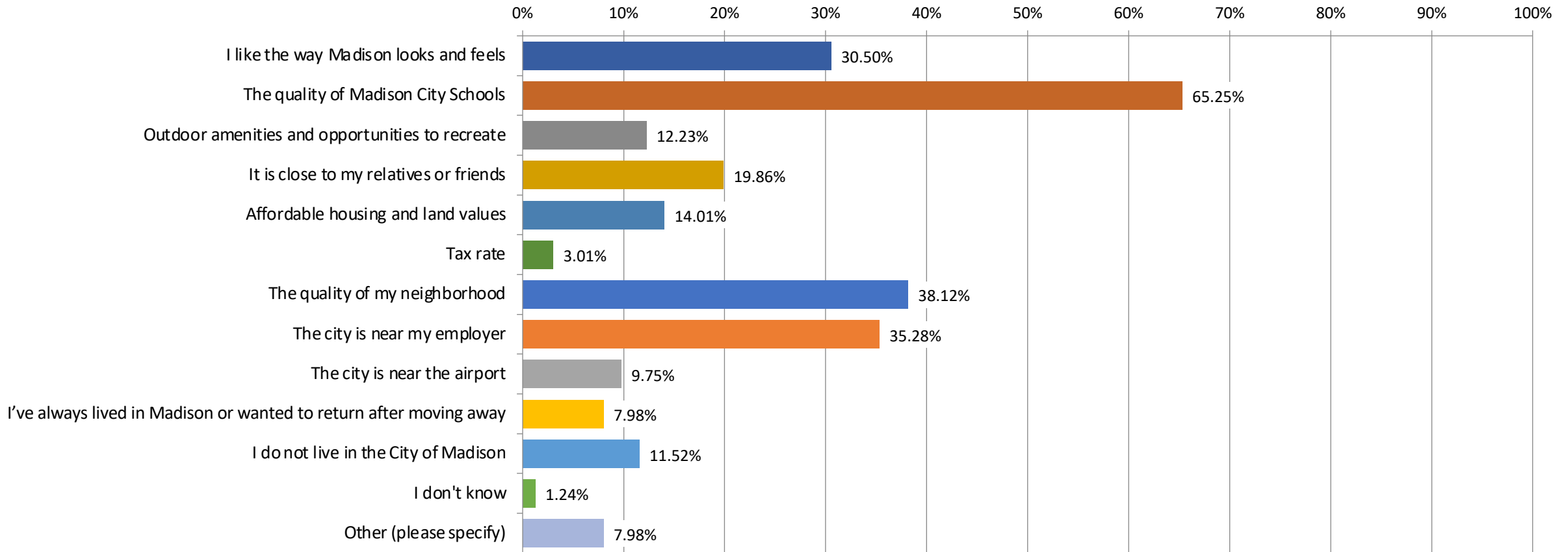
# Community Values, Character, and Issues

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# Q4: If you live within the City of Madison, what was the primary reason you chose to live here? Choose all answers that apply.

Skip: 26

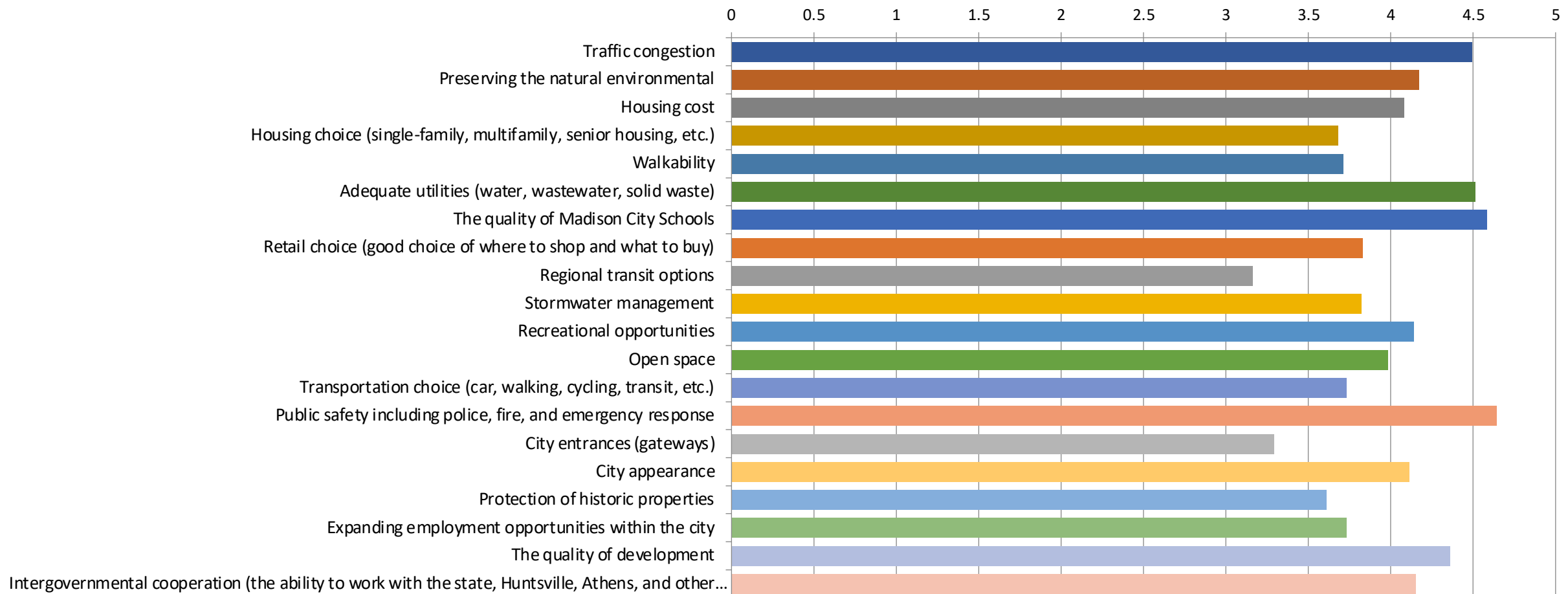


By far the most important reason chosen was schools followed more distantly by the quality of their neighborhood, nearness to employers, and the look and feel of the city.



## Q5: How important are the following issues when considering the future of Madison? (Weighted average where 5 is very important)

Skip: 34

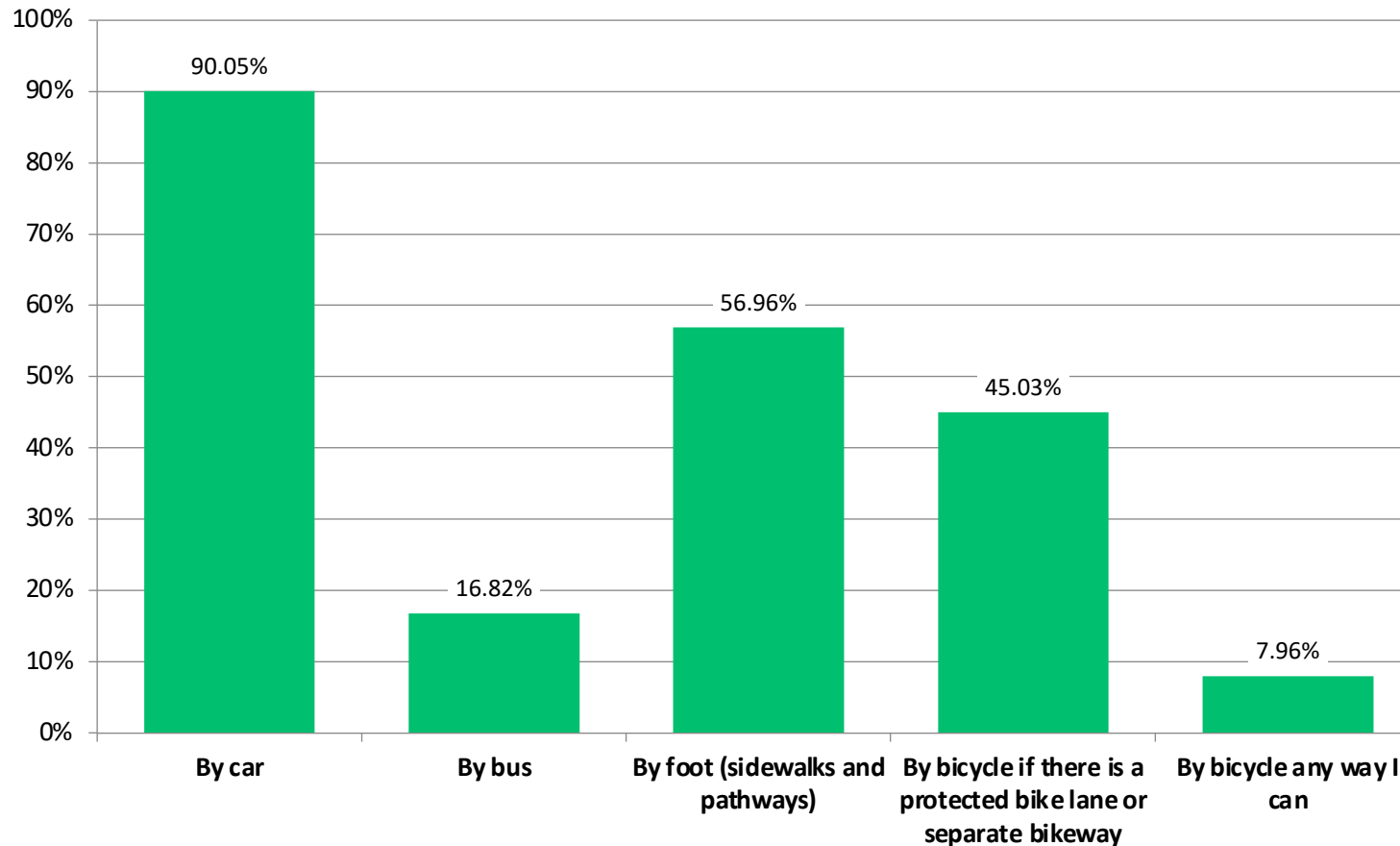


- Every issue had a weighted average score above 3 which means all were at least somewhat important.
- The most important issues were public safety, school quality, adequate utilities, and traffic in that order.
- The lowest rated average was for regional transit.



## Q6: How would you like to move around Madison during the next 20 years? Choose all answers that apply.

Skip: 37



### Sample of Other Suggestions:

- Train
- Tram
- Automated transport
- Transit
- Electric bike/scooter/etc.
- Carpool/shared ride
- Trolley
- Golf cart
- Shuttle bus

- Respondents overwhelming indicated a preference for car-oriented transportation.
- Respondents who like to cycle strongly prefer protected lanes and separate bikeways.
- More than half of the respondents indicated a desire for walkability.



## Q7: What POSITIVE changes have you noticed in Madison over the past 10 years? *(The following is a sample list)*

- More **greenways, green spaces, trails, paths** and connectivity
- Town Madison and Trash Panda stadium
- Downtown redevelopment
- Improved cycling infrastructure
- Lots of new houses, **more choice, high quality**
- Better **dining options**
- **School quality**, choice, and growth
- Traffic cones disappearing
- Roundabout at Balch
- Rise in minorities/people of color
- More **desirable amenities**
- Expansion of County Line Road and I-565 access
- Increase in **property values**
- Madison Hospital
- New **businesses and retail options**/better quality
- City **services and infrastructure** improvements
- Bigger roads/expanded road system/turn lanes
- Clift Farm area
- Regional engagement
- Better financial position/**tax base**
- **Proactively developing a sense of place**/quality of life
- **Connecting neighborhoods** to and with greenways
- A LOT of **expansion**
- Outstanding **job growth**
- Property tax increase for schools
- **Beautification efforts**
- Better communication from officials
- Zierdt Road completion
- **More dense developments**
- Sidewalk ramps/ADA compliance and accessibility
- **More things to do and events**
- New library
- Shopping center renovations
- Updates to parks and playgrounds/youth sports
- Village of Oakland Springs/multi-use concepts
- School quality, expansion of greenways and recreation opportunities, road improvements, and more things to do topped the list.
- **Many respondents directly or indirectly listed growth or some aspect of growth as a positive.**
- A fair number of respondents had no opinion or replied “none” in one way or another.

\*Bold text indicates some of the most frequently heard comments



Q8: What **NEGATIVE** changes have you noticed in Madison over the past 10 years? *(The following is a sample list albeit a robust one)*

- **Traffic**
- Removal of crosswalks on Hughes
- More low density housing
- Residential growth outstripping infrastructure
- **Inadequate infrastructure in general**
- **Increased housing prices**/lack of choice/gentrification
- Too many students/people
- **Schools not as good as advertised**
- Too many apartments, condos, storage units
- Money wasted on Trash Panda stadium/Town Madison
- **Unrestricted growth**/overdevelopment
- Anti homebuilding agenda
- Public safety inadequacies
- Less preservation and not enough greenways
- Free and safe walking area especially for the visually impaired
- Lack of planning for smart growth
- **Loss of trees and greenspace**
- Litter and lack of beautification
- Too many cheaply built HOA neighborhoods
- Lack of planned developments
- Length of time to complete road projects
- **Not enough retail** to support growth
- Lack of **safe road crossings**
- Continued urban sprawl and urbanization
- General and specific dislike/distrust of government; higher taxes
- Loss of farmland
- **Lack of redevelopment of commercial corridors**
- Unkept grass and weeds along roads and in medians
- **Refusal to make development pay for itself**
- Lack of safe cycling routes
- Lack of swim, dive, and other recreational facilities

- The **overwhelming response was traffic and congestion** followed, at a distance, by growth, infrastructure, and services.
- Many cited the **encircling of Madison by Huntsville and Huntsville growth**.

\*Bold text indicates some of the most frequently heard comments

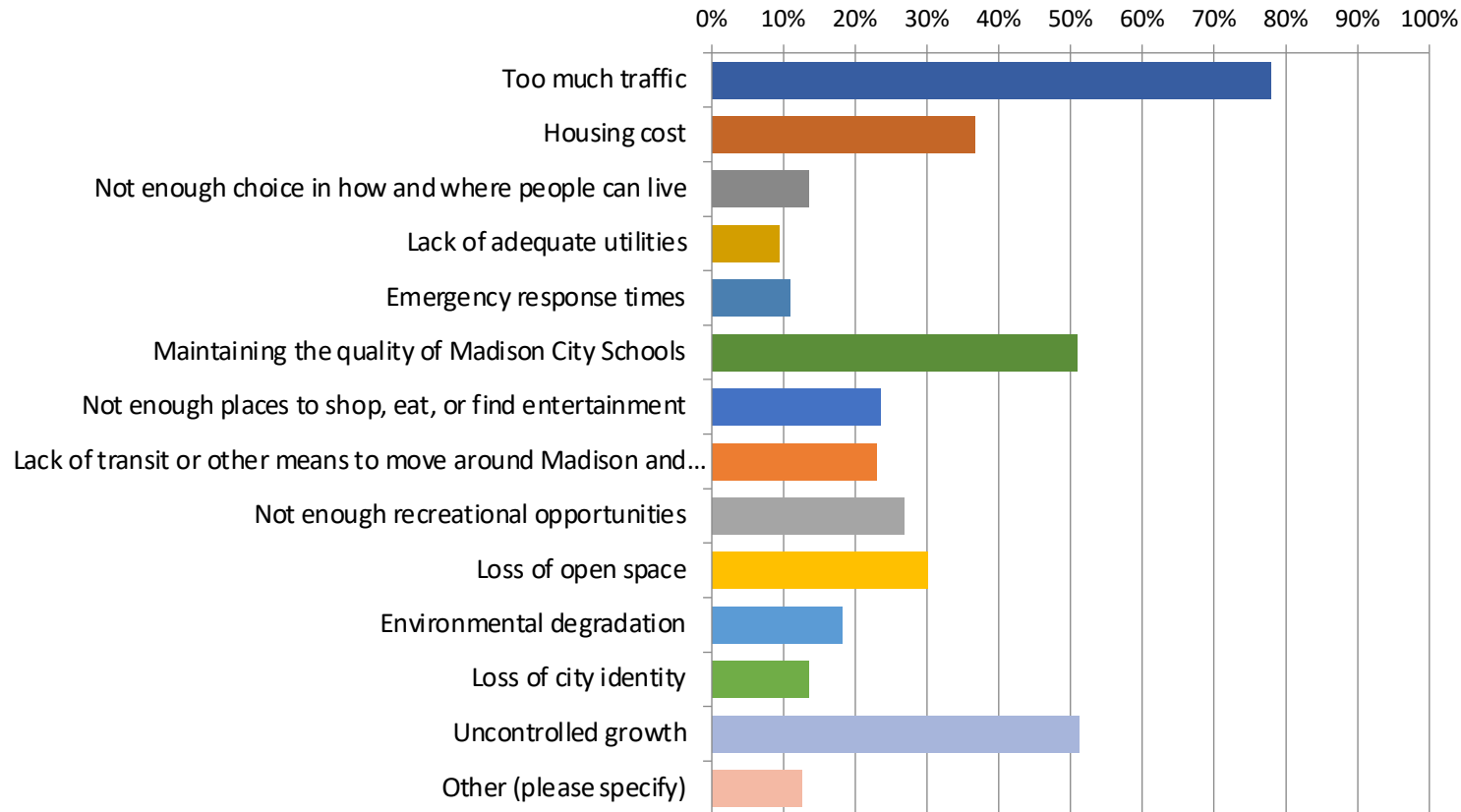


*“No matter how many lanes are added to the roads, it will not fix road traffic in the long term. Madison should be focusing on development that can fix transportation for everyone - removing single-residence only zoning, allowing for multi-use zoning, and designing public transportation around center hubs around town. Maze-like, single-family zoned, suburban neighborhoods will always be difficult to design walkable and functional public transport around. “*



## Q9: What is the biggest challenge facing Madison in the next 20 years? Please select up to five answers.

Skip: 57



### Sample of Other Suggestions:

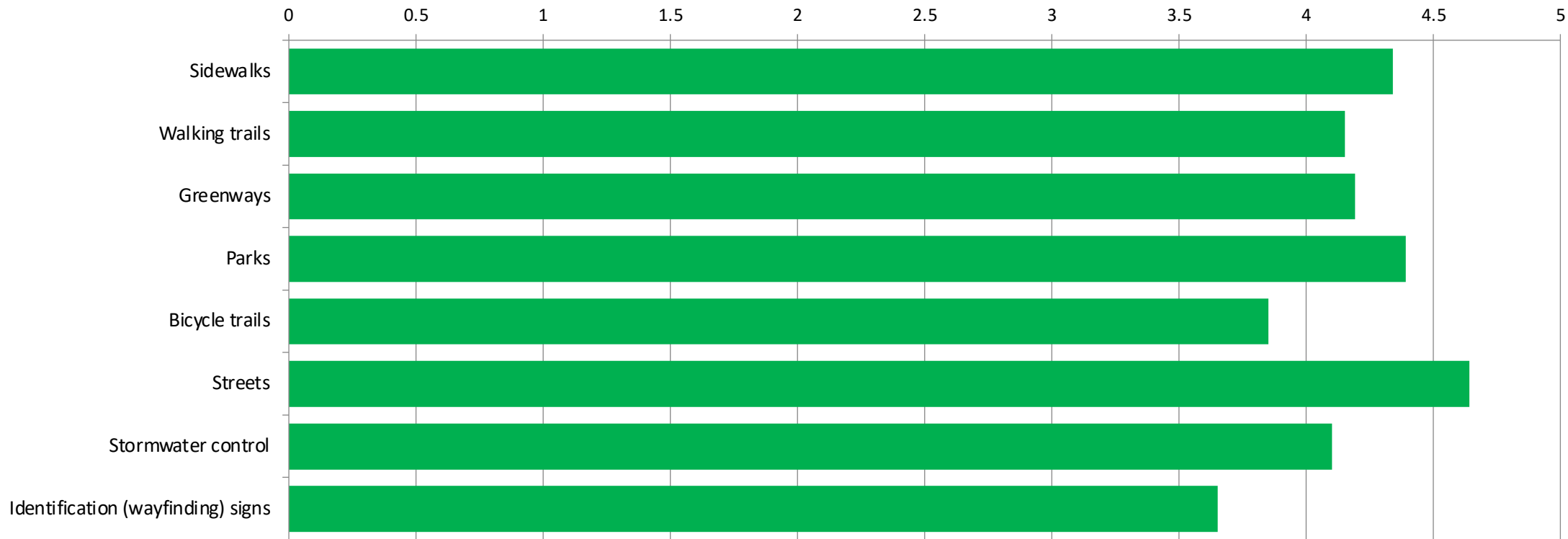
- Growth managing the city rather than the city managing growth
- Need a 50-meter pool
- Over annexation
- Revitalization of underused shopping centers
- Businesses integrated with pleasant places to gather indoors and outdoors and to get to by walking, bus, or riding a bike
- Too many apartment buildings
- Funding road improvements
- City infrastructure...Roads, Police, Fire, City Services...
- Only allowing for 5 answers when ALL of them apply!

- “Too much traffic” was selected by more respondents than any other concern.
- Although “Not enough recreational opportunities” was selected by less than 30% of the respondents, many of the “other” comments were geared toward recreational needs.



## Q10: How important is it for Madison to create, maintain, or improve the following infrastructure elements? (Weighted average where 5 is very important)

Skip: 64



- Consistent with other survey responses, streets emerged as the most important element.
- While streets had the highest raw and weighted average scores, infrastructure related to recreation were not far behind (parks, trails, greenways).
- Sidewalks were the third most important element and stormwater control rounded out the top six.



# Q11: What specific types of residential development would you like to see more of in Madison? Choose all answers that apply.

Skip: 85

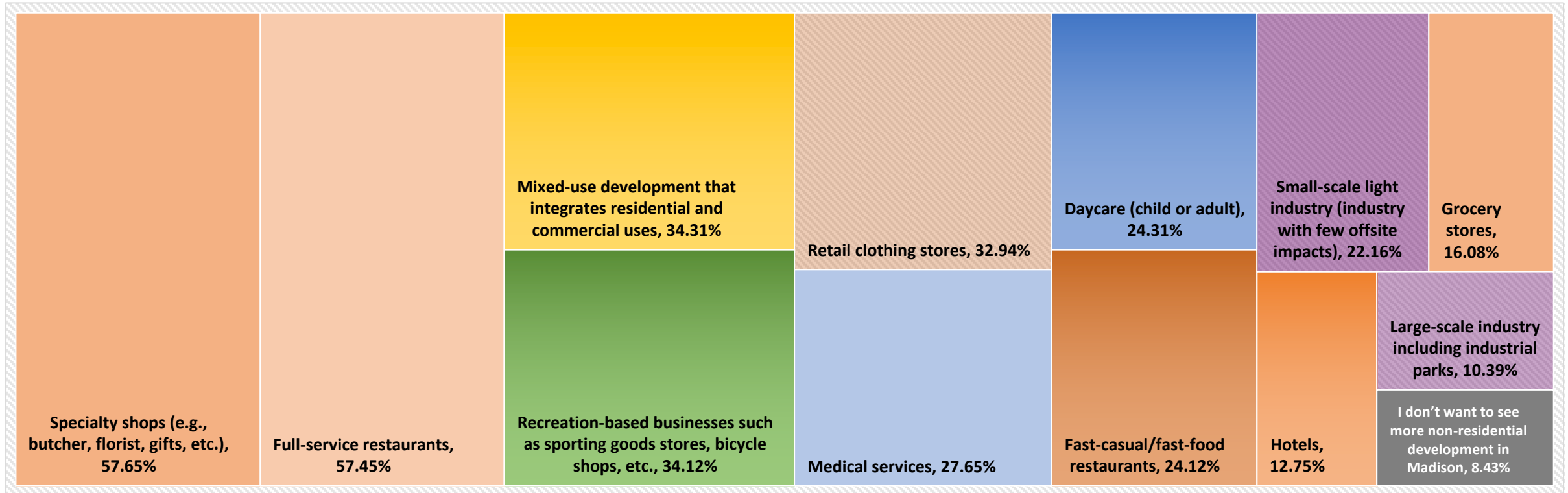


- Single-family detached housing was, by far, the most chosen form of residential development.
- The second-most selected choice was no more residential.
- Other forms of residential development, however, received a respectable amount of support such as patio dwellings, cluster development, senior housing, cottage courts, and smaller multifamily buildings.



## Q12: What specific types of non-residential development would you like to see more of in Madison? Choose all answers that apply.

Skip: 80



- Retail and food services represented the most selected category (shops, restaurants, clothing, hotels, grocery).
- Mixed-use was chosen by more than 30% of the respondents along with recreation.
- Institutional uses (daycare and medical) as well as industrial (small/light and large) were also selected a fair number of times.



Q13: What is a place that best reflects the character or quality you would most like to see in Madison, wherever that place is? *(This is a sample list)*

- Historic downtown Madison; Old Black Bear
- Netherlands; Amsterdam
- The southern Hughes Road entrance with the "Welcome to Madison" stone wall sign and the tree-lined divided boulevard
- Copenhagen, Denmark
- A mixture of farmland, residential, and commercial properties
- Huntsville; central/downtown Huntsville
- Providence [TND]
- Franklin, Chattanooga, Murfreesboro, TN
- Boulder, Fort Collins, Breckenridge CO
- Mountain Brook, Vestavia Hills, Downtown Florence, Athens, AL
- Cullman, Athens, Auburn, Opelika, Albertville, Fairhope, AL
- Cedarburg, WI
- Asheville, NC
- Clift Farms
- Madison (AL) 20 years ago
- County Line Road
- Hoboken, Bordentown NJ
- Orlando, Seaside FL
- Alpharetta, Marietta Square, Peach Tree City, GA
- South Huntsville
- Towne Madison; Toyota Field
- Rainbow Mountain; Dublin Park; Palmer Park; greenways
- Leawood, KS
- Columbus, IN
- Nexton Square, downtown Greenville, Charleston, SC
- Austin, TX
- Seattle, Tacoma, WA
- Somewhere in VA
- Fayetteville, Eureka Springs, AR
- Washington, DC
- Dayton, OH
- Folsom, Chino Hills, CA
- The original homes and those on Sturdivent Street
- Mandeville, LA

Other answers centered around aquatic centers/pools, included Mayberry (Andy Griffith Show), and listed generic amenities rather than definable places.



Q14: In a few brief words, please explain why you picked this place (Q13)? *(This is a sample list)*

- Walkability and access to multiple shops and restaurants
- It serves as a model of good city building and transportation network design. (The Netherlands)
- The entire town is accessible and integrated by foot and bike traffic. Although there are a lot of problems, there are at least integrated groups and lots of locally owned grassroots businesses. It feels active. (Boulder)
- Great schools, controlled and PLANNED growth, and upscale development. (Hoover and Franklin)
- Small-town charm (downtown Madison)
- Maintaining historical integrity while using smart growth principles (Cedarburg and Asheville)
- People-focused rather than car-focused (Downtown Huntsville and Providence)
- Balance between industry, development, green space, honoring its history, and celebrating its culture (Chattanooga)
- Historic town that was designed around walkability first, with walkable city centers and easy access to public transport (Bordentown, NJ)
- 62% of people commute to work via bicycle. There are a wide variety of protected and safe opportunities to commute to shops, work, and pleasure via modes of transportation that are not cars. (Copenhagen)
- I prefer that edge of suburbia kind of thing. Some farmland, some residential, some commercial. Everything in balance. (no place cited)
- It is well maintained. All of the business buildings are gorgeous. They do not allow any apartments or condos to be built in the area to compromise the quality of the area, low crime rate, and they focus on not overcrowding the schools. (Madison, MS)
- Small town feel, reasonable living cost, convenient to large city amenities, no trash pandas, no runaway property developers. (Madison 20 years ago)
- Towne Madison is a live, work, and play community. The age of buying a large home on a plot where you have to drive to everything is over. Madison has been slow to adapt but I would like to see significantly more mixed use in the entire community especially around the schools.

The reasons cited for choosing a particular place varied widely including places representing pastoral, small town, historic, and urban convenience characteristics. **There was agreement among many that the best places include features like walkability, bikeability, great schools, and shopping convenience.**



# APPENDIX D

## Market & Economic Assessment for Madison, Alabama

*Submitted to:*  
Madison, AL

April 4, 2022

*Prepared by:*



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## Executive Summary

### BACKGROUND

As part of the Madison on Track 2045 planning process, TischlerBise is under contract to analyze underlying economic and market conditions in Madison in order to inform planning for future development across the City. This report will help to develop an understanding of the City's current economic base and is intended to provide guidance to the City of Madison by evaluating the City's current market position with respect to its economic targets.

The report is based on information gathered through a variety of means including those that follow:

- Review of secondary available data, from the U.S. Census Bureau, the Alabama Economic Development Institute, ESRI Business Analyst, and private firms (Colliers International, CBRE, JLL)
- Stakeholder interviews with members of the development/real estate/leasing community
- Independent research
- Proprietary computer modeling
- Experience of TischlerBise principals involved with the effort

The estimates and suggested activity are based on conservative assumptions for the markets potentially served and represent only TischlerBise's opinion based on the analyses and experiences of the organization. Throughout the document, specific names of organizations and businesses may be mentioned. This neither reflects an endorsement by TischlerBise, nor any expression of interest by the entities.

### MAJOR FINDINGS

The following section highlights major findings from our analysis:

#### ***Residential Sector***

- ***High Single-Family Detached Home Growth:*** Analysis indicates single family detached housing growth will continue to be strong in the coming decade. Based on an analysis of the previous 10 and 3 years of single family detached housing unit growth Madison could support adding between 4,000 and 7,000 single family detached homes.
- ***Significant Multi-Family and Single Family Attached Housing Unit Growth:*** While not as high as projected single-family detached housing growth, Madison can still support multi-family and single-family detached housing growth. Analysis indicates that the Madison housing market could support future development ranging from 375 to 1,375 new units of these types the next decade.



**Nonresidential Sector**

- **High Demand for Retail Goods and Services Space:** Based on an analysis of retail capture rates Madison is expected to have a high rate of growth in demand for retail goods and services space. This demand will occur mostly in the food, food services operations, and additional miscellaneous operations sectors. Growth is projected to be between approximately 340,000 square feet and 690,000 square feet.
- **Large Range of Future Demand for New Office and Industrial Space:** In the next decade there is expected to be an increase in demand for new office and industrial space. However, the analysis indicates that there is a wide range of outcomes for how much new space will be demanded, with a low end estimate of 1 million additional square feet, and a high end estimate of approximately 6.5 million square feet.

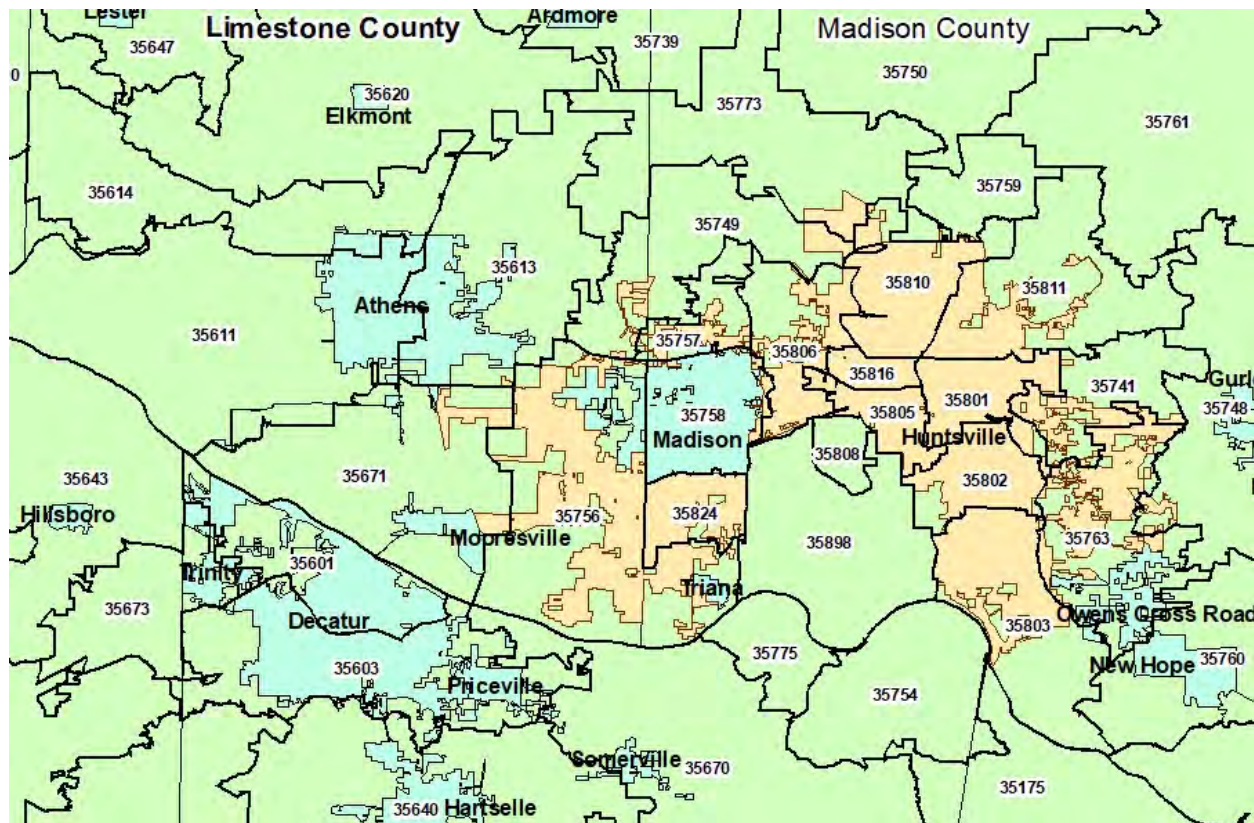


## Existing Conditions

Madison is located in a rapidly growing Huntsville-Decatur consolidated metropolitan area and within a two to four-hour drive to other established areas such as Atlanta, Memphis, Nashville, Chattanooga, and Birmingham. Most of the City is within Madison County, but a small section is in Limestone County to the west.

Madison has an unemployment rate below the national average, an educated workforce, and expanding economic-base activity. The industrial expansion has included a Mazda-Toyota plant near the city and a major Amazon fulfillment facility. Redstone Arsenal, in neighboring Huntsville, continues to see significant increases in its “mission” and growth in employment, with further potential both inside and outside “the fence.” Madison has a historic downtown that has benefitted from a recent mixed-use development project and numerous housing infill and TND in other city areas.

Figure 1. Map of Madison



Developed by TischlerBise and The Chesapeake Group

## Real Estate Market Assessment

The recent historical number and style of new housing units are considered in estimating future housing demand and opportunities for housing and non-residential development and labor force opportunities.



Federally maintained data on new housing units permitted indicates the following since the Great Recession's technical conclusion in 2011.

- Madison County annually permitted a range of new housing units from a low of 1,924 units to 5,587 units between 2011 and 2021.
- The housing units in the County expanded almost every year.
- The number of units permitted annually averaged 2,978 from 2011 through 2021.
- The average annual growth rate of nine percent from 2011 through 2021
- The number of units permitted annually averaged 6,122 from 2019 through 2021.
- The yearly average growth rate from 2019 through 2021 was thirty-three percent.
- While single-family detached homes represented the bulk of permitted units from 2011 to 2021, more than 5,350 attached units were permitted during the same time frame.

**Figure 2. New Housing Units Permitted for Madison County from 2011 through 2021**

Units by Type	2011 thru 2021	2019 thru 2021	AVG 2011 thru 2021	Avg 2019 thru 2021
Total Units	32,759	18,367	2,978	6,122
Units in Single-Family Structures	27,397	15,870	2,491	5,290
Units in All Multi-Family Structures	5,362	2,497	487	832
Units in 2-unit Multi-Family Structures	50	30	5	10
Units in 3- and 4-unit Multi-Family Structures	206	116	19	39
Units in 5+ Unit Multi-Family Structures	5,106	2,351	464	784

*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.*

Future application of the patterns and trends from 2011 to 2021 is appropriate for Madison County through 2030. There are counter-balancing dynamics in the housing market in the county, and some of these follow:

- Madison's base economic activity is likely to grow, creating jobs, income, and the need for additional rooftops.
- Home prices are escalating rapidly during 2021 and 2022 and may continue for the next few years. Incremental increases result in lower homeownership in new units. Continued rise in prices is more likely to increase the number of units built as rental units for detached single-family and multi-family units.
- Rising interest rates will have a similar impact to that noted above.
- Surveys indicate that growing proportions of the population seek "walkable" situations, often involving a mixture of uses or mixed-use when households relocate. The Village of Oakland Springs is an example of the type of development.
- An increasing proportion of housing units accommodate "working from home" situations.

It is reasonable to assume that the growth in rooftops in Madison County in the next eight years will mirror the change in the past two or three years as a high and the growth since 2011 as a low.



**Figure 3. Estimated New Housing Permits Issued through 2030 for Madison County Based on the Application of Previous Periods' Permits**

Units	Applied AVG 2011 thru 2021	Applied Avg 2019 thru 2021
Total Units	26,803	55,101
Units in Single-Family Structures	22,416	47,610
Units in All Multi-Family Structures	4,387	7,491
Units in 5+ Unit Multi-Family Structures	4,178	7,053

*Developed by TischlerBise and The Chesapeake Group.*

Limestone County, of which the western portion of Madison is located, saw substantial growth. However, the actual permitted units continue to be below Madison County.

**Figure 4. Estimated New Housing Units Permitted in Limestone County through 2030 Based on the Application of Previous Periods' Permits**

Units	Applied AVG 2011 thru 2021	Applied AVG 2019-21
Total Units	1,880	4,974
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

*Developed by TischlerBise and The Chesapeake Group.*

- The City of Madison annually permitted new housing units from a low of 327 units to 801 units between 2011 and 2021.
- The number of units permitted annually-averaged 445 from 2011 through 2021.
- The number of units permitted annually averaged 858 from 2019 through 2021.
- While single-family detached homes represented the bulk of permitted units from 2011 to 2021, more than 456 attached units were permitted during the same time frame.

**Figure 5. New Housing Units Permitted for the City of Madison from 2011 through 2021**

Units	2011 thru 2021	2019 thru 2021	AVG 2011 thru 2021	AVG 2019 thru 2021
Total Units	4,895	2,574	445	858
Units in Single-Family Structures	4,439	2,118	404	706
Units in All Multi-Family Structures	456	456	41	152
Units in 2-unit Multi-Family Structures	0	0	0	0
Units in 3- and 4-unit Multi-Family Structures	0	0	0	0
Units in 5+ Unit Multi-Family Structures	456	456	41	152

*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.*



Like Madison and Limestone Counties, it is reasonable to assume that the growth in rooftops in the City of Madison in the next seven years will mirror the change in the past two or three years as a high with some drop off and the increase since 2011 as a low.

**Figure 6. Estimated New Housing Units Permitted in Madison to 2030 Based on the Application of Previous Periods' Permits**

Units	Applied AVG 2011 thru 2021	Applied AVG 2019-21
Total Units	1,880	4,974
Units in Single-Family Structures	1,667	4,359
Units in All Multi-Family Structures	214	615
Units in 5+ Unit Multi-Family Structures	167	468

*Developed by TischlerBise and The Chesapeake Group.*

The development of the new units in Madison City adds substantial value to the City. Based on the assumptions that the new units will be priced at the current average housing unit prices and “soft” costs for construction are equal to thirty percent of hard costs, estimates of the value of the new residential property can be made.

Development costs for new units will range from a low of about \$1.3 billion to a high of \$2.4 billion, excluding land costs. What will accrue is likely to be at or near the higher estimate. It is noted that even that estimate is likely to understate the total as inflation is excluded, and the price per unit assumed is the average home value in Madison at present. New units will likely be built, sold, and leased at figures above the current average home price.

**Figure 7. Estimates of the Development Costs for New Residential for Madison from 2022 to 2030**

Development Cost	Low End Estimate	High End Estimate
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600

*Developed by TischlerBise and The Chesapeake Group.*

## Retail Goods and Related Services Growth

Households spend the bulk of their income on three essential commodities: housing, food, and transportation. Like housing, there are counter-balancing factors impacting retail and future development.

- In the short term, shopping demand is high since many felt constrained by Covid over the past two years.
- Improved inventory control is shrinking the footprint of many retail operations.
- Online purchasing was growing exponentially before Covid. It increased during Covid, and it will continue to grow as Covid becomes endemic.



- Made to order is and will continue to replace the need for extensive inventories on-premises. This is similar to manufacturing processes that gained a foothold over the previous decades.
- Food services associated with restaurants and other related operations are among the ten major retail goods and services categories. There is a consumer preference shift toward “independent” operations over “chain” operations.
- More significant proportions of consumers are looking for experiences combined with shopping.
- Large national chains, like Kohl’s, are reportedly pursuing new stores at scales well below their traditional current locations.

The ten major categories of retail follow:

- |                       |                   |
|-----------------------|-------------------|
| - Food                | - Drugstores      |
| - Eating & Drinking   | - Apparel         |
| - General Merchandise | - Hardware        |
| - Furniture           | - Vehicle Service |
| - Transportation      | - Miscellaneous   |

The estimates of demand for retail goods and related services for 2030 are based only on the growth in rooftops and an assumed modest income growth after 2023. Focusing only on growth has no negative theoretical impact on any existing operation in Madison or elsewhere. (These are new sales and supportable space that did not exist in 2021.) Furthermore, the estimates are based on constant dollars, excluding inflation.

The primary market for retail goods and related services is defined as the current and future residents of the City of Madison. In 2022, residents will spend about \$1.4 billion on retail goods and related services.

**Figure 8. Estimated Retail Goods and Related Services Sales Generated by Residents of Madison for 2022 and 2030 and the change in Sale between 2022 and 2030**

Category	2022	2030 High	Change 2022-30 High	2030 Low	Change 2022-30 Low
Food	\$163,999,000	\$215,050,000	\$51,051,000	\$189,984,000	\$25,985,000
Eat/Drink	150,439,000	197,270,000	46,830,000	174,276,000	23,837,000
General Merchandise	226,515,000	297,027,000	70,512,000	262,406,000	35,891,000
Furniture	39,109,000	51,283,000	12,174,000	45,305,000	6,197,000
Transportation	157,148,000	206,066,000	48,919,000	182,048,000	24,900,000
Drugstore	132,741,000	174,061,000	41,321,000	153,773,000	21,033,000
Apparel	82,499,000	108,180,000	25,681,000	95,571,000	13,072,000
Hardware	124,605,000	163,393,000	38,788,000	144,348,000	19,744,000
Vehicle Service	131,741,000	172,751,000	41,010,000	152,616,000	20,874,000
Miscellaneous	218,522,000	286,546,000	68,024,000	253,147,000	34,625,000
<b>TOTAL</b>	<b>\$1,427,318,000</b>	<b>\$1,871,628,000</b>	<b>\$444,310,000</b>	<b>\$1,653,475,000</b>	<b>226,157,000</b>

*Developed by TischlerBise and The Chesapeake Group.*



Based on the anticipated growth in rooftops and a modest increase in income, Madison residents are expected to support between 735,000 and 1.44 million additional square feet of retail goods and related services space by 2030.

The secondary market for retail is defined as the population within a five-mile radius. The secondary market includes portions of Limestone County, such as Mooresville, sections of Huntsville, and others in Madison County.

No matter the market's location, characteristics, or health, retail located in the primary area cannot anticipate capturing all dollars generated by residents. People shop online, spend money when traveling, and make other trips outside of the community in which they live. Just as dollars are exported from the market, other dollars are imported to the market from outside. The City of Madison can expect to capture between 340,000 and 693,000 additional square feet of retail goods and related services space by 2030.

**Figure 9. Estimated Capturable New Retail Goods and Related Services Space for the City of Madison (in Square Feet)**

Category	2022 Sq Ft	Low 2022-30 Changes Sq Ft	High 2022-30 Changes Sq Ft	Differential Between High and Low	Proportional Capture for High Estimate	Proportional Capture for Low Estimate
Food	260,878	41,335	81,208	39,873	58,470	28,709
Eat/Drink	358,188	56,755	111,500	54,745	79,165	38,869
General Merch.	1,348,314	213,638	419,718	206,080	226,648	111,283
Furniture	90,014	14,264	28,019	13,755	4,203	2,063
Transportation	515,031	81,607	160,325	78,718	80,163	39,359
Drugstore	130,138	20,621	40,511	19,890	30,383	14,918
Apparel	228,898	36,268	71,252	34,984	21,376	10,495
Hardware	507,762	80,455	158,061	77,606	71,127	34,923
Vehicle Service	320,721	50,818	99,838	49,020	53,913	26,471
Miscellaneous	872,677	138,278	271,656	133,378	67,914	33,345
<b>TOTAL</b>	<b>4,632,621</b>	<b>734,039</b>	<b>1,442,088</b>	<b>708,049</b>	<b>693,361</b>	<b>340,434</b>

Developed by TischlerBise and The Chesapeake Group.

Development costs for new units will range from a low of about \$83 million to a high of \$169 million, excluding land costs. That which will accrue is likely to be at or near the higher estimate.

**Figure 10. Estimates of the Development Costs for New Retail for Madison from 2022 to 2030**

Development Costs	High Estimate for Retail	Low Estimate for Retail
Hard Costs	\$129,658,507	\$63,661,158
Soft Costs	\$38,897,552	\$19,098,347
Total Costs Excluding Land	\$168,556,059	\$82,759,505

Developed by TischlerBise and The Chesapeake Group. Hard Costs @ \$187/sq ft, and soft costs @30% of hard costs.



## Multi-Tenant Office and “Flex” Space Opportunities

New rooftops create the need for expansions of services and employment. The office market continues to change, emphasizing working from home, flexible work arrangements, contractual jobs, and live-work arrangements. Covid did not create these opportunities, and these changes were well underway before the pandemic. In these cases, Covid sped the evolution in office space. Covid also temporarily diminished the growth in co-working space, but this is anticipated to be only a short-term decline.

Office employment is linked to specific industries, and about one-half of Madison’s employed residents work in sectors that typically generate office space demand. The most significant proportion is in the “Professional, Scientific and Technical Services,” which is not surprising given the Arsenal and related research parks.

**Figure 11. Current Madison Employment Categories Generating Most Office Space**

Office Employment	% of Labor
Information	4.1
Professional, Scientific, Technical Services	20.1
Health Care	9.1
Other Services	4.8
Public Administration	12.0
Primary Office Space Generators	50.1

*Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.*

New space associated with new employees from household growth coupled with growth in needed services generated by the new households will result in demand for traditional and flexible office space in the range of 2.6 million to 16.1 million square feet in Madison. The estimates assume a 150 square foot per employee figure and include reconfiguring at least some existing office space currently underutilized. Furthermore, it is anticipated that there will be growth in home offices impacted residential configurations.

**Figure 12. Expansion of Multi-tenant Office Space in Madison by 2030**

Employment & Additional Space Needs	Low Estimate	High Estimate
Employment Growth	34,844	71,631
Office Employment Growth	17,457	107,518
Multi-tenant Office Space Generation	2,618,527	16,127,720
New Non-home Office Space Generation	1,047,411	6,451,088

*Developed by TischlerBise and The Chesapeake Group.*

Flexible spaces will be required where companies can expand, and contract as needed. Flex space crosses between “office” and “industrial” activity.



## Multi-Tenant Industrial Space Opportunities

The bulk of industrial space that does not include “flex” space is related to five types of activities in which many current residents of Madison are employed. Those five areas include manufacturing, wholesaling, transportation, and warehousing. About eighteen percent of the residents are employed in those and several other categories. Unlike office activity, there is no direct correlation between employment generation and square footage of space consistent among all industrial space users. For example, warehousing square footage per employee is extensive and growing as robotic use increases.

**Figure 13. Current Madison Employment Categories Generating Most Industrial Space**

Industrial Employment	% of Labor
Manufacturing	11.3
Wholesale	0.8
Transportation & Warehousing	2.5
Primary Industrial Space Generators	18.3

*Developed by TischlerBise and The Chesapeake Group. Based on “Best Places”.*

The opportunities for growth in industrial space result from several factors.

- Exponential growth in warehouse space demand from large and small retail operations and others. Some opportunities are short-term, impacted by supply-chain issues, while others are longer-term, stretching beyond 2030.
- The continued viability of neighboring military activity and potential linkages to activity “outside of the fence.”
- Continued growth in the Madison labor force as rooftops grow.
- The movement from larger homes to smaller homes on smaller lots having less internal storage space.

The anticipated demand for new industrial space ranges from 2.5 million square feet to over 5 million square feet by 2030.

**Figure 14. Expansion of Multi-tenant Non-flex Industrial Space in Madison by 2030**

Employment & Additional Space Needs	Low Estimate	High Estimate
Employment Growth	34,844	71,631
Industrial Activity Employment Growth	4,905	10083
Industrial Space Generation	2,452,500	5,041,500

*Developed by TischlerBise and The Chesapeake Group.*

Prospects for large-scale single-tenant users, like Amazon, with a building or buildings built for the user, are not included. It is not practical to predict the growth of additional logistic-based operations, but it could well happen in Madison.



## Synopsis of Opportunities

The following are identified development opportunities that could provide a Return-On-Investment for Madison and private sector interests while generating additional revenue for the City of Madison.

- From 4,000 to 7,700 new detached homes.
- A range of 375 to 1,375 “attached” homes.
- Senior housing from a distinct development for active adults or compendium of care.

**Figure 15. Estimated New Rooftops for Madison**

Units	Applied AVG 2011 thru 2021	Applied AVG 2019 thru 2021
Total Units	4,005	7,722
Units in Single-Family Structures	3,632	6,354
Units in All Multi-Family Structures	373	1,368

Developed by TischlerBise and The Chesapeake Group.

- About 340,000 to 690,000 square feet of additional retail goods and related services space, focused on food, food services operations, and additional miscellaneous operations.

**Figure 16. Estimated New Retail Goods and Related Services Space for Madison**

Space in Sq Ft	Proportional Capture for High Estimate	Proportional Capture for Low Estimate
TOTAL	693,361	340,434

Developed by TischlerBise and The Chesapeake Group.

- Between 1 million and 6.5 million square feet of multi-tenant offices, small-scale office buildings, and “flex” space.

**Figure 17. Estimated New Office and Industrial Space for Madison**

Additional Space Needs	Low Estimate	High Estimate
Industrial Space Generation	2,452,500	5,041,500
New Non-Home Office Space Generation	1,047,411	6,451,088

Developed by TischlerBise and The Chesapeake Group.

The total development costs associated with the marketable activity are estimated to be from \$2.3 billion to \$6 billion, excluding land costs.

**Figure 18. Estimates of the Development Costs for Madison by 2030, Excluding Land**

Development Cost	Low End Estimate	High End Estimate
Total Retail Costs Excluding Land	\$168,556,059	\$82,759,505
Total Costs Single-Family Detached Excluding Land	\$1,234,880,000	\$2,160,360,000
Total Costs Multi-Family Excluding Land	\$69,825,600	\$256,089,600



Total Costs Non-Home Multi-Tenant Office Space Excluding Land	\$454,567,218	\$2,799,722,131
Total Costs Industrial Space Excluding Land	\$331,087,500	\$680,602,500
<b>Total New Development Cost Excluding Land</b>	<b>\$2,258,916,377</b>	<b>\$5,979,533,736</b>

*Developed by TischlerBise and The Chesapeake Group.*



## Appendix

### New Housing Units Permitted for Madison County from 2011 through 2021

	2021	2020	2019	2018	2017	2016	2015	2014	2013	2012	2011
Total Units	5,587	3,918	3,283	2,782	2,797	2,875	2,496	2,677	2,161	2,259	1,924
Units in Single-Family Structures	3,794	3,834	3,116	2,711	2,415	2,203	2,010	1,700	1,855	1,839	1,920
Units in All Multi-Family Structures	1,793	84	167	71	382	672	486	977	306	420	4
Units in 2-unit Multi-Family Structures	2	24	2	0	2	0	4	16	0	0	0
Units in 3- and 4-unit Multi-Family Structures	0	0	80	36	0	0	16	26	44	0	4
Units in 5+ Unit Multi-Family Structures	1,791	60	85	35	380	672	466	935	262	420	0

Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.

### New Housing Units Permitted for Limestone County from 2011 through 2021\*

Units	2011 thru 2021	2019 thru 2021	AVG 2011 thru 2021	Avg 2019 thru 2021
Total Units	2,298	1,658	209	553
Units in Single-Family Structures	2,037	1,453	185	484
Units in All Multi-Family Structures	261	205	24	68
Units in 2-unit Multi-Family Structures	8	8	1	3
Units in 3- and 4-unit Multi-Family Structures	49	41	4	14
Units in 5+ Unit Multi-Family Structures	204	156	19	52

Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD.

### New Housing Units Permitted for the City of Madison from 2011 through 2021\*

Units	2021	2020	2019	2018	2017	2016	2015	2014	2013	2012	2011
Total Units	801	438	369	408	558	490	466	338	327	326	374
Units in Single-Family Structures	345	438	369	408	558	490	466	338	327	326	374
Units in All Multi-Family Structures	456	0	0	0	0	0	0	0	0	0	0
Units in 2-unit Multi-Family Structures	0	0	0	0	0	0	0	0	0	0	0
Units in 3- and 4-unit Multi-Family Structures	0	0	0	0	0	0	0	0	0	0	0
Units in 5+ Unit Multi-Family Structures	456	0	0	0	0	0	0	0	0	0	0



*Developed by TischlerBise and The Chesapeake Group. Based on data collected by HUD. There may be some differences between dates permitted and when certificates of occupancy actually occurred. There also could be some minor differences in actual numbers and those reported to HUD.*

**Estimated Retail Goods and Related Services Space generated by the Primary Market (Space in Square Feet)\***

Sub-category	2022 Sq Ft	Low 2022-30 Changes Sq Ft	High 2022-30 Changes Sq Ft	Differential Between High and Low
Food	260,878	41,335	81,208	39,873
Supermarkets	207,484	32,875	64,587	31,712
Independents	32,800	5,197	10,210	5,013
Bakeries	12,027	1,906	3,744	1,838
Dairies	5,922	938	1,844	906
Others	2,645	419	823	404
Eat/Drink	358,188	56,755	111,500	54,745
General Merchandise	1,348,314	213,638	419,718	206,080
Dept. Stores	324,672	51,444	101,067	49,623
Variety Stores	109,260	17,312	34,012	16,700
Jewelry	22,013	3,488	6,853	3,365
Sporting Goods/Toys	98,761	15,648	30,743	15,095
Discount Dept.	772,210	122,356	240,382	118,026
Antiques, etc.	4,924	780	1,533	753
Others	16,474	2,610	5,128	2,518
Furniture	90,014	14,264	28,019	13,755
Furniture	19,050	3,019	5,930	2,911
Home Furnishings	30,128	4,774	9,378	4,604
Store/Office Equip.	12,873	2,040	4,007	1,967
Music Instr./Suppl.	8,408	1,332	2,617	1,285
Radios,TV, etc.	19,555	3,099	6,087	2,988
Transportation	515,031	81,607	160,325	78,718
New/Used Vehicles	137,505	21,788	42,804	21,016
Tires, Batt., Prts.	288,759	45,754	89,889	44,135
Marine Sales/Rentals	22,510	3,567	7,007	3,440
Auto/Truck Rentals	66,257	10,498	20,625	10,127
Drugstore	130,138	20,621	40,511	19,890
Apparel	228,898	36,268	71,252	34,984
Men's and Boy's	27,018	4,281	8,411	4,130
Women's and Girl's	74,026	11,729	23,043	11,314
Infants	5,775	915	1,798	883
Family	91,739	14,536	28,557	14,021
Shoes	19,594	3,105	6,099	2,994
Jeans/Leather	1,100	174	342	168
Tailors/Uniforms	7,425	1,176	2,311	1,135
Others	2,221	352	691	339
Hardware	507,762	80,455	158,061	77,606
Hardware	219,305	34,749	68,267	33,518
Lawn/Seed/Fertil.	6,963	1,103	2,168	1,065
Others	281,494	44,603	87,626	43,023
Vehicle Service	320,721	50,818	99,838	49,020
Gasoline	30,891	4,895	9,616	4,721
Garage, Repairs	289,830	45,923	90,222	44,299
Miscellaneous	872,677	138,278	271,656	133,378
Advert. Signs, etc.	12,714	2,015	3,958	1,943
Barber/Beauty shop	66,649	10,561	20,747	10,186
Book Stores	55,845	8,849	17,384	8,535
Bowling	50,260	7,964	15,646	7,682
Cig./Tobacco Dealer	3,059	485	952	467
Dent./Physician Lab	26,895	4,262	8,372	4,110
Florist/Nurseries	38,563	6,110	12,004	5,894
Laundry, Dry Clean	24,766	3,924	7,709	3,785
Optical Goods/Opt.	14,984	2,374	4,665	2,291
Photo Sup./Photog.	43,080	6,826	13,410	6,584
Printing	64,365	10,199	20,036	9,837



**Market & Economic Assessment**  
*Madison, AL*

Paper/Paper Prod.	46,982	7,444	14,625	7,181
Gifts/Cards/Novel.	104,162	16,505	32,425	15,920
Newsstands	3,496	554	1,088	534
Video Rent/Sales	142,039	22,506	44,216	21,710
Others	174,818	27,700	54,419	26,719
<b>TOTAL</b>	<b>4,632,621</b>	<b>734,039</b>	<b>1,442,088</b>	<b>708,049</b>

*Developed by TischlerBise and The Chesapeake Group.*

**Estimated Retail Goods and Related Services Space Generated by the Combined Primary & Secondary Market  
(Space in Square Feet)\***

Sub-category	2022 Sales	2030 Space High	2030 Space Low	2022 Space	2022-30 Space High	2022-30 Space Low
<b>Food</b>	<b>\$272,117,000</b>	<b>\$422,929,000</b>	<b>\$150,812,000</b>	<b>432,862</b>	<b>672,763</b>	<b>239,900</b>
Supermarkets	227,217,695	353,145,715	125,928,020	344,269	535,069	190,800
Independents	21,769,360	33,834,320	12,064,960	54,423	84,586	30,162
Bakeries	5,986,574	9,304,438	3,317,864	19,955	31,015	11,060
Dairies	3,537,521	5,498,077	1,960,556	9,826	15,272	5,446
Others	13,605,850	21,146,450	7,540,600	4,389	6,821	2,432
<b>Eat/Drink</b>	<b>249,618,000</b>	<b>387,961,000</b>	<b>138,343,000</b>	<b>594,329</b>	<b>923,717</b>	<b>329,388</b>
General Merchandise	375,849,000	584,150,000	208,302,000	2,237,213	3,477,110	1,239,901
Dept. Stores	129,292,056	200,947,600	71,655,888	538,717	837,282	298,566
Variety Stores	30,819,618	47,900,300	17,080,764	181,292	281,766	100,475
Jewelry	25,933,581	40,306,350	14,372,838	36,526	56,770	20,243
Sporting Goods/Toys	40,967,541	63,672,350	22,704,918	163,870	254,689	90,820
Discount Dept.	140,943,375	219,056,250	78,113,250	1,281,303	1,991,420	710,120
Antiques, etc.	1,879,245	2,920,750	1,041,510	8,171	12,699	4,528
Others	6,013,584	9,346,400	3,332,832	27,334	42,484	15,149
<b>Furniture</b>	<b>64,891,000</b>	<b>100,855,000</b>	<b>35,964,000</b>	<b>149,356</b>	<b>232,132</b>	<b>82,776</b>
Furniture	9,798,541	15,229,105	5,430,564	31,608	49,126	17,518
Home Furnishings	13,497,328	20,977,840	7,480,512	49,990	77,696	27,706
Store/Office Equip.	10,252,778	15,935,090	5,682,312	21,360	33,198	11,838
Music Instr./Suppl.	2,790,313	4,336,765	1,546,452	13,952	21,684	7,732
Radios,TV, etc.	28,552,040	44,376,200	15,824,160	32,446	50,428	17,982
<b>Transportation</b>	<b>260,749,000</b>	<b>405,261,000</b>	<b>144,512,000</b>	<b>854,569</b>	<b>1,328,188</b>	<b>473,618</b>
New/Used Vehicles	91,262,150	141,841,350	50,579,200	228,155	354,603	126,448
Tires, Batt., Prts.	114,990,309	178,720,101	63,729,792	479,126	744,667	265,541
Marine Sales/Rentals	13,819,697	21,478,833	7,659,136	37,351	58,051	20,700
Auto/Truck Rentals	40,676,844	63,220,716	22,543,872	109,937	170,867	60,929
<b>Drugstore</b>	<b>220,252,000</b>	<b>342,319,000</b>	<b>122,067,000</b>	<b>215,933</b>	<b>335,607</b>	<b>119,674</b>
<b>Apparel</b>	<b>136,888,000</b>	<b>212,753,000</b>	<b>75,865,000</b>	<b>379,802</b>	<b>590,296</b>	<b>210,493</b>
Men's and Boy's	17,932,328	27,870,643	9,938,315	44,831	69,677	24,846
Women's and Girl's	45,446,816	70,633,996	25,187,180	122,829	190,903	68,073
Infants	2,874,648	4,467,813	1,593,165	9,582	14,893	5,311
Family	38,054,864	59,145,334	21,090,470	152,219	236,581	84,362
Shoes	28,609,592	44,465,377	15,855,785	32,511	50,529	18,018
Jeans/Leather	547,552	851,012	303,460	1,825	2,837	1,012
Tailors/Uniforms	2,463,984	3,829,554	1,365,570	12,320	19,148	6,828
Others	958,216	1,489,271	531,055	3,685	5,728	2,043
<b>Hardware</b>	<b>206,752,000</b>	<b>321,338,000</b>	<b>114,586,000</b>	<b>842,510</b>	<b>1,309,444</b>	<b>466,934</b>
Hardware	100,067,968	155,527,592	55,459,624	363,884	565,555	201,671
Lawn/Seed/Fertil.	3,928,288	6,105,422	2,177,134	11,554	17,957	6,403
Others	102,755,744	159,704,986	56,949,242	467,072	725,932	258,860
<b>Vehicle Service</b>	<b>218,594,000</b>	<b>339,742,000</b>	<b>121,148,000</b>	<b>532,164</b>	<b>827,096</b>	<b>294,933</b>
Gasoline	74,321,960	115,512,280	41,190,320	51,257	79,664	28,407
Garage, Repairs	144,272,040	224,229,720	79,957,680	480,907	747,432	266,526
<b>Miscellaneous</b>	<b>362,586,000</b>	<b>563,537,000</b>	<b>200,951,000</b>	<b>1,448,004</b>	<b>2,250,512</b>	<b>802,505</b>
Advert. Signs, etc.	5,801,376	9,016,592	3,215,216	21,096	32,788	11,692
Barber/Beauty shop	22,117,746	34,375,757	12,258,011	110,589	171,879	61,290
Book Stores	16,678,956	25,922,702	9,243,746	92,661	144,015	51,354
Bowling	8,339,478	12,961,351	4,621,873	83,395	129,614	46,219
Cig./Tobacco Dealer	2,538,102	3,944,759	1,406,657	5,076	7,890	2,813
Dent./Physician Lab	14,503,440	22,541,480	8,038,040	44,626	69,358	24,732



**Market & Economic Assessment**  
*Madison, AL*

Florist/Nurseries	27,193,950	42,265,275	15,071,325	63,986	99,448	35,462
Laundry, Dry Clean	12,327,924	19,160,258	6,832,334	41,093	63,868	22,774
Optical Goods/Opt.	8,702,064	13,524,888	4,822,824	24,863	38,643	13,779
Photo Sup./Photog.	25,018,434	38,884,053	13,865,619	71,481	111,097	39,616
Printing	29,369,466	45,646,497	16,277,031	106,798	165,987	59,189
Paper/Paper Prod.	15,591,198	24,232,091	8,640,893	77,956	121,160	43,204
Gifts/Cards/Novel.	51,849,798	80,585,791	28,735,993	172,833	268,619	95,787
Newsstands	2,900,688	4,508,296	1,607,608	5,801	9,017	3,215
Video Rent/Sales	47,136,180	73,259,810	26,123,630	235,681	366,299	130,618
Others	72,517,200	112,707,400	40,190,200	290,069	450,830	160,761
<b>TOTAL</b>	<b>\$2,368,296,000</b>	<b>\$3,680,845,000</b>	<b>\$1,312,550,000</b>	<b>7,686,742</b>	<b>11,946,865</b>	<b>4,260,122</b>

*Developed by TischlerBise and The Chesapeake Group.*

**Estimated Retail Goods and Related Services Space Generated by Residents of Madison for 2022 and 2030 and the change in Sales and Space Between 2022 and 2030 (In Square Feet)\***

<b>Category</b>	<b>2022 Sq Ft</b>	<b>Low 2022-30 Changes Sq Ft</b>	<b>High 2022-30 Changes Sq Ft</b>	<b>Differential Between High and Low</b>
Food	260,878	41,335	81,208	39,873
Eat/Drink	358,188	56,755	111,500	54,745
General Merchandise	1,348,314	213,638	419,718	206,080
Furniture	90,014	14,264	28,019	13,755
Transportation	515,031	81,607	160,325	78,718
Drugstore	130,138	20,621	40,511	19,890
Apparel	228,898	36,268	71,252	34,984
Hardware	507,762	80,455	158,061	77,606
Vehicle Service	320,721	50,818	99,838	49,020
Miscellaneous	872,677	138,278	271,656	133,378
<b>TOTAL</b>	<b>4,632,621</b>	<b>734,039</b>	<b>1,442,088</b>	<b>708,049</b>

*Developed by TischlerBise and The Chesapeake Group.*



# APPENDIX E

## Fiscal Impact Analysis of Preferred Growth Scenario

October 25, 2023





# Process

- Discussion with City and Orion Planning + Design regarding preferred scenario assumptions
- Confirmation of existing sales and property tax rates
- Level of service defined using existing FY2023 Budget
- Fiscal impact model designed



# Preferred Scenario

- 22-year buildout

		Total
<b>Residential</b>		
Population		<b>17,006</b>
<b>Unit Type</b>		
Single Family		4,533
Multifamily		3,150
<b>Total</b>		<b>7,683</b>
<b>Nonresidential</b>		
Jobs		<b>10,409</b>
<b>Sector</b>	<b>SF/Emp*</b>	
Retail Square Footage	471	1,390,797
Office Square Footage	307	1,032,936
Industrial Square Footage	637	771,777
Institutional Square Footage	350	905,650
Other Square Footage	653	190,359
<b>Total</b>		<b>4,291,520</b>

Source: City of Madison and Orion Planning + Design

\*Employment converted to square footage using ITE employment multipliers





# Major Assumptions

- City of Madison Fiscal Year 2023 Budget used
- Current levels of service as defined by FY2023 Budget are modeled
- No inflation
- 22-year analysis projection period
- Average cost approach utilized
- TischlerBise City of Madison Impact Fee Study used as a proxy for one-time capital costs
- Funds included in the analysis:
  - General Fund
  - General Obligation Bond Fund



# Property Tax Assumptions

- Assessed values are from recent projects provided by the City
  - Institutional uses are tax-exempt

## Assessed Values (per unit)

\$32,949	Single Family
\$65,898	Multi Family

## Assessed Values (per SF)

\$19.35	Retail (Sq. Ft.)
\$29.00	Office (Sq. Ft.)
\$17.63	Industrial (Sq. Ft.)
	Institutional (Sq. Ft.)
\$22.53	Other (Sq. Ft.)



# Sales Tax Assumptions

- Household spending
  - Analysis of Madison retail demand indicates retail spending per household of \$19,875, or 18.2% of household income

Sales Tax Factors	FY23
Sales Tax Revenue*	\$19,800,000
Sales Tax Rate*	3.50%
Estimated Sales	\$565,714,286
Retail SF**	1,232,949
Sales per SF	\$458.83
Rounded	\$460

ESRI Data]	
Median HH Income (ESRI)	\$109,339
Median Home Value (ESRI)	\$340,189
HH Income as %	32.1%
HH Income as % (Rounded)	32.0%

Retail Demand (ESRI)	\$441,027,154
Households (ESRI)	22,190
Retail spending per Household	\$19,875
Retail % of HH Income	18.2%
Retail % of HH Income (Rounded)	18.0%

\*City of Madison

\*\*TischlerBise estimate

Estimated Online Retail Amount**	\$110,256,789
Households (ESRI)	22,190
Online Spending per HH	\$4,969
Online % of Retail Spending	25.0%
Online % of Retail Spending (Rounded)	25.0%





## Other Revenue Assumptions

- Numerous revenue sources are assumed to non-growth related and are considered “fixed” in the fiscal impact analysis
  - E.g., grants, interest income, miscellaneous revenues
- Franchise fees assumed to increase with residential and nonresidential growth
- Most recreation program revenue assumed to increase with population growth
- Other charges for service also assumed to increase with residential and nonresidential growth



# Cumulative Fiscal Results: Combined Funds

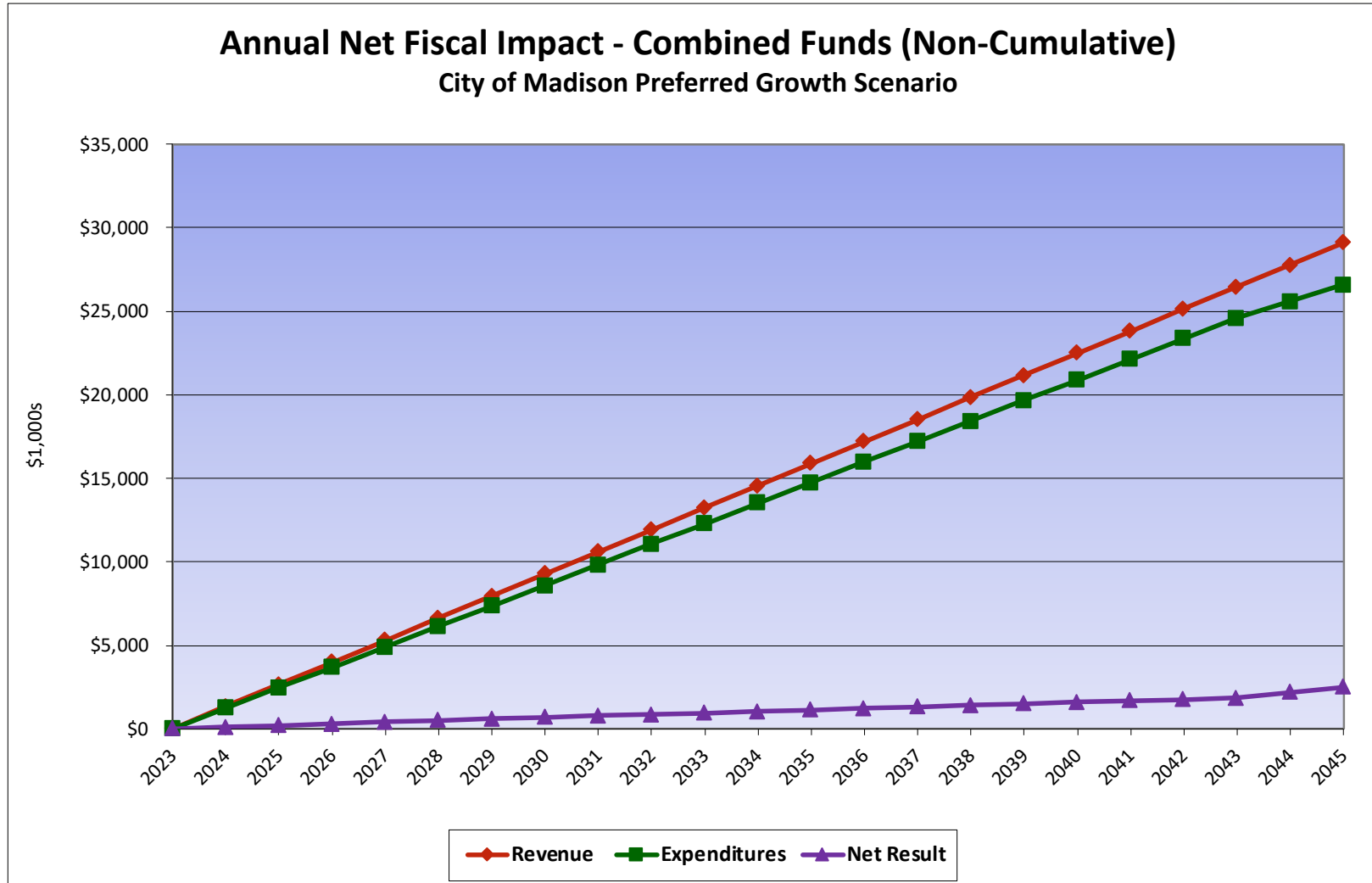
## SUMMARY OF CUMULATIVE FISCAL IMPACTS (x\$1,000's)

### City of Madison Preferred Growth Scenario Fiscal Impact Analysis

<b>GENERAL FUND</b>	<b>Amount</b>
Total Operating Revenue	\$268,735
Total Capital Revenue	\$251,275
<b>CUMULATIVE NET GENERAL FUND IMPACT</b>	<b>\$17,459</b>
<b>AVERAGE ANNUAL IMPACT</b>	<b>\$873</b>
<b>GENERAL OBLIGATION BOND FUND</b>	<b>Amount</b>
Total Capital Revenue	\$66,193
Total Capital Expenditures	\$59,009
<b>CUMULATIVE NET GENERAL OBLIGATION BOND FUND IMPACT</b>	<b>\$7,184</b>
<b>AVERAGE ANNUAL IMPACT</b>	<b>\$359</b>
<b>COMBINED FUNDS</b>	
Total Revenue	\$334,927
Total Expenditures	\$310,284
<b>CUMULATIVE NET COMBINED FUND IMPACT</b>	<b>\$24,643</b>
<b>AVERAGE ANNUAL IMPACT</b>	<b>\$1,232</b>



# Annual Fiscal Results







# Summary of Findings

- Annual net surpluses are generated in all years of the 22-year analysis period for all Funds combined
  - However, the average annual net surplus approximates 1.6% of total General Fund and General Obligation Bond Fund revenue in FY23
- Primary reasons for these surpluses are
  - Taxable values for new development are generally greater than the average of the existing development base
  - Sales tax revenue that was once lost to online sales is now being captured by the City





# Summary of Findings

- In addition to the *fiscal* impacts, the Preferred Growth Scenario will also have a positive *economic* impact on the City and region
  - To the extent the City can capture the construction phase, indirect (spin-off) and induced economic activity, it will only improve the City's fiscal position
- A fiscal impact analysis is not the same as municipal budgeting
  - Regardless of the findings of the fiscal impact analysis, the City will continue to develop a service plan, budget for those services, and identify necessary capital improvements based on the revenues available
- Fiscal issues are just one area for a locality to consider when making land use decisions or setting policy
  - Environmental, economic, transportation, affordable housing and equity benefits must also be considerations