

2009 Partial Update to the
Comprehensive Plan

City of Madison, Georgia



Prepared by City of Madison
Planning and Development

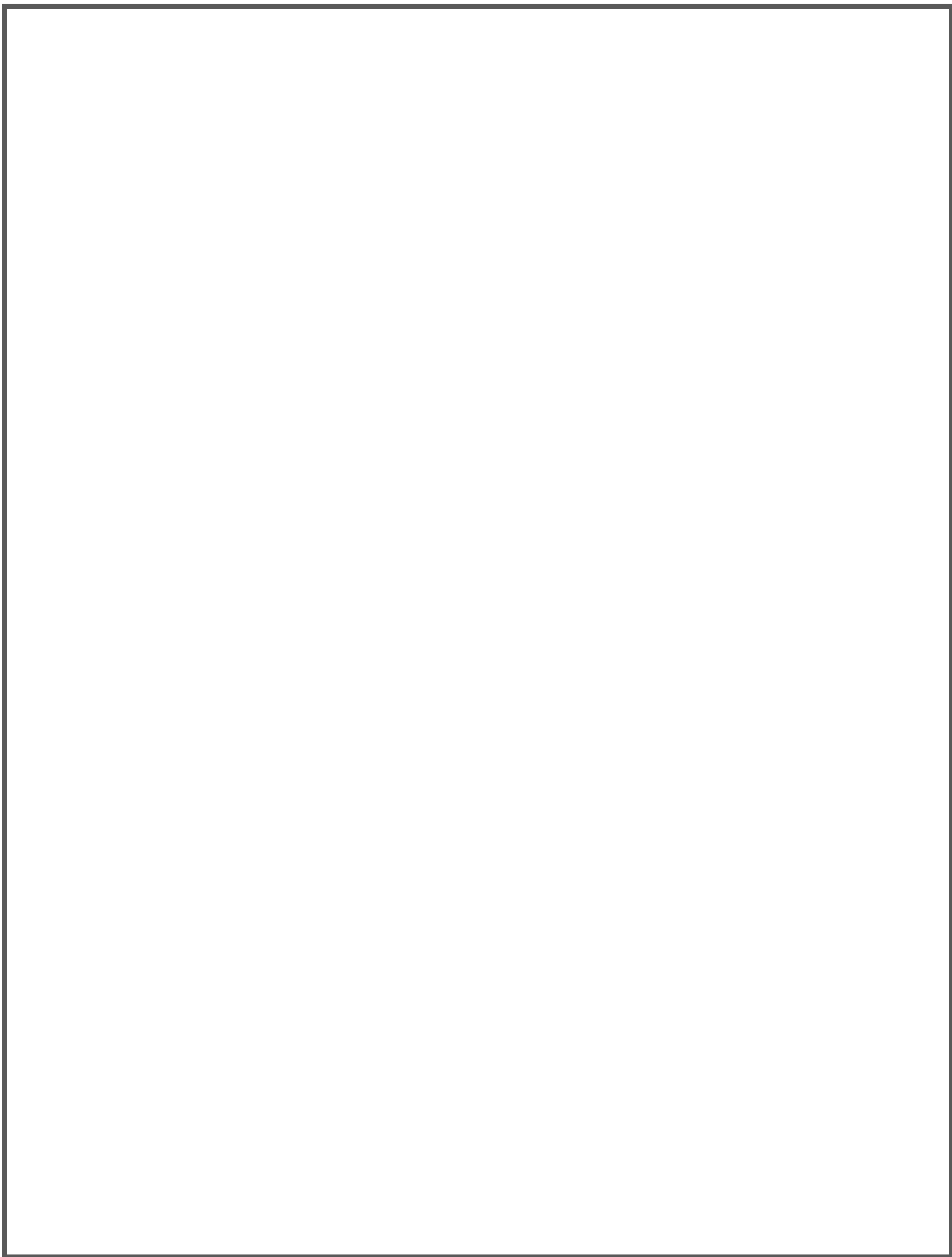
February 27, 2009

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Comprehensive Plan

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Purpose and Scope:

The Joint Comprehensive Plan for Morgan County, Georgia, and City of Bostwick, Town of Buckhead, City of Madison, and City of Rutledge (2004) was adopted by all jurisdictions (Madison, effective October 11, 2004). Pursuant to the Requirements for a Partial Update to the Local Government Comprehensive Plan, which were adopted by the Department of Community Affairs in March 2007, the following document provides an update to on-going short- and long-range governmental projects and can be used as a policy guide in the interim between Comprehensive Plan updates. This Partial Update includes all the required components for a local government plan prepared following the 2004 and prior Minimum Planning Standards.

Informal work sessions are held by the City of Madison Mayor and City Council in January and June of each year to review priorities for each year and each fiscal budget cycle. In preparation of the Partial Update, two goal and objectives meetings in January 2009 were conducted with the Mayor and City Council to review goals and policies as well as the work program. Elected officials were asked to prioritize goals and, where appropriate, submit new goals. This enables the city administration to better work toward accomplishing the goals and objectives as outlined in the Plan.

As a permanent and continuous method of garnering citizen input and investment into local comprehensive planning and community development, the City of Madison has an established array of citizen boards, which meet regularly and are open to the public. As standing steering committees, these civic boards manage individual work plans based upon the community-identified Short-Term Work Program (STWP), organize working sub-committees engaging additional citizens, and regularly update the work plans to insure implementation. These boards utilize a variety of community participation techniques throughout the year to solicit meaningful and productive community participation.

A public hearing was held on January 26, 2009, to brief community leaders and citizens on the new Plan elements and updated content of the Plan. The Madison Planning and Development Department also conducted a community workshop on Saturday, January 31, 2009; the day-long workshop followed an open house format to allow for intensive review of support materials and maximum discourse for those citizens proffering inquiries and comments. Input from the public hearing and the community workshop was factored into the Partial Update, and notification was given as to when the updated Plan would be forwarded to the Northeast Georgia Regional Development Center (NEGA RDC) for review.

A public hearing was held on February 9, 2009, to brief community leaders and citizens on the formalized Partial Update, and on February 23, 2009, the City of Madison resolved to forward the updated content of the Plan to the NEGA RDC by February 27, 2009.

The City of Madison Mayor and City Council intend to adopt a Partial Update by resolution no later than May 2009, after it has been found to be in compliance with the planning requirements.

Quality Community Objectives:

Chapter 110-12-1-.06 of the “Local Planning Requirements” of the *Standards and Procedures for Local Comprehensive Planning* outlines Quality Community Objectives for jurisdictions across the state. The Local Assessment Tool of the Quality Community Objectives identifies four broad areas for consideration: **Development Patterns, Resource Conservation, Social and Economic Development, and Governmental Relations**. The completed Local Assessment Tool for the City of Madison can be found in the Appendix of this document; however the following broad conclusions can be extrapolated.

- **Development Patterns:** The City of Madison, centrally located in Morgan County, is the county seat of a rural, agrarian community. Madison maintains its small-town character and an extremely modest population growth¹ under increasing exurban development pressure from the metropolitan Atlanta area. The development pattern remains predominantly that of a historic one-mile circular city, where traditional single-family neighborhoods surround the downtown core, and two modern corridors - one commercial and one industrial – stretching southward to Interstate 20.

Since the adoption of the *Comprehensive Plan (2004)*, individual business facilities have continued to infill along the commercial corridor. Downtown Madison has experienced the most consistent growth with mixed-use developments flanking the in-progress Town Park. New industries have located in Madison, meeting the community-expressed preference for smaller scale employers as opposed to mega-site development. Industrial investment has primarily concentrated in on-site expansions by extant industries. Additionally, two large-scale warehouse distribution complexes have proffered plans but not developed.

More notably, a series of substantial residential development proposals heralded new pressures for annexation, rezoning, subdivision, and services in 2006. An annexation request for a master planned community was declined by the City of Madison. Two planned unit developments also proposed an unprecedented growth rate and development pattern,² but neither proposal completed the necessary plan requirements for rezoning action. Additionally, a master planned community not requiring annexation expressed interest in developing a mixture of 2,300 housing units but did not submit plans. Such proposals were in addition to proposals which were approved and despite the city’s recorded 13% overage of housing stock.

In summary, much of the recent development in this community appears to have been speculative, but nonetheless foreshadows patterns of growth that may not be desirable. The partial build-out of approved projects and the amount of undeveloped property already appropriately zoned should be taken into consideration before further zoning actions and project approvals are granted. Efforts should be made to concentrate growth in appropriate areas which will be least taxing upon existing infrastructure and sensitive natural resources.

¹ 2000 Madison Population – 3,636; annual growth less than 1% per annum since 1930

² Total Units Proposed – 2,190; 53% detached SF; For Comparison, 2000 Madison Units – 1,499; 76% detached SF (83% if mobile homes included)

- **Traditional Neighborhoods and Sense of Place.** Madison completed an extensive *Neighborhood Study (2005)*, focusing on established residential lot sizes and residential development patterns, in order to provide baseline information for evaluation and revision of residential components of local zoning. Thereafter, the city: 1) adjusted the minimum lot size in established neighborhoods to more closely approximate the neighborhood's average lot size, 2) reduced the minimum lot size in perimeter greenfield areas to reflect the smallest lot size of the county's abutting zoning, and 3) identified small micro-zones for additional density in compact areas for small dwellings.

Even so, rapid pressure from increasing rezoning requests for uncharacteristic density, infill development (subdivisions and lot splits), and potential sprawl led to expansive discussion by the community regarding housing types, density, and community identity. Although the city does encourage planned unit developments which do allow for mixing of land uses (allowed by right in Downtown), increased density, and a mixture of housing forms, community response to the 2006 speculative wave revealed that development patterns, mitigation measures, and infrastructure regulations required additional revisions to insure continued growth reflecting Madison's sense of place.

- **Infill Development.** In 2008, Madison also completed an industrial update to the Zoning Ordinance and Map to provide for transitional land uses within a buffer area between the commercial and industrial corridors. The area allows for an alternative location to avoid incompatible intrusions into areas promoted for light industrial development or for high-traffic, retail-oriented commercial activity.

In 2007, Madison established the Impact Fee Committee to lend consideration and offer recommendations upon the implementation of an impact fee ordinance. With representatives from both the development and residential communities, the group held six successive worksessions to participate in the *Impact Fee Study (2008)*, developed by consultants Ross & Associates. After two public hearings, the Capital Improvement Element (CIE) was eventually forwarded for review by the NEGA RDC after an additional public hearing on January 29, 2009.

- **Transportation Alternatives.** Madison also initiated a *Major Thoroughfare Plan (2007)*, completed by consultants Jordan, Jones, and Goulding, to address community transportation and traffic issues. The plan established a minimum acceptable level of service (LOS) of LOS C throughout the city. Implementation tools prioritized the street grid-pattern, access management, traffic-calming measures, traffic impact studies for new development, and connectivity of streets and sidewalks. [The *Major Thoroughfare Plan (2007)* is herein incorporated as Appendix III of this document.] Soon after project initiation, the *East Georgia Four-County Transportation Plan (2007)* began and efforts were made to coordinate upon mutual issues and goals as both plans progressed.

- **Resource Conservation:** During site selection for Madison two centuries ago, an important deciding factor was natural resources: clear, bold springs; and, the architecture and landscapes of early citizens were to become historic and economic assets for future generations. Inside of the historic one-mile circular city limits, the city retains its small-town character with associated gardens and lawns, agrarian landscapes, neighborhood parks, and beautification areas. Madison's prominent historic properties and modern subdivisions are characterized by large lots, privately contributing to the city's visual character as well as greenspace and tree cover.

On an ongoing basis, Madison has three very engaged appointed boards working to maintain community resources. The Madison Historic Preservation Commission (HPC), established in 1988, provides historic resource protection and maintains the city's Certified Local Government status. The Madison Greenspace Commission (GSC), established in 1990, is the official tree board and maintains the city's Tree City USA status. The Madison Corridor Design Commission (CDC), established in 1998, reviews improvements along thoroughfares and in commercial/industrial areas. Generally, the only areas without any design standards or protection are the new industrial buffer zone and residential areas outside the historic district.

The Madison Historic District (listed in the National Register of Historic Places in 1974 and protected through local designation in 1989) encompasses Downtown and surrounding traditional neighborhoods. Since the *Comprehensive Plan (2004)*, efforts focused upon systematically addressing the few remaining cases of demolition-by-neglect within the district and insuring that the consistent infill development is sensitive to the district's visual character. The district now suffers very little from the documented threats and deterioration noted prior to HPC establishment. However, well known for her Antebellum "big, white columns," Madison's other eligible eras and areas have not received as much recognition, protection, nor investment.

As part of the *Comprehensive Plan (2004)*, Madison participated in funding and development of the *Morgan Green Print (2003)*, prepared by Robert & Company with assistance and funding from the Trust for Public Land and Madison-Morgan Conservancy. With the concept map, the plan thoroughly documented the County's natural resources and added environmentally-sensitive areas to the County GIS database. The plan provided insight regarding the connectivity between county/city riparian, floodplain, wetland, and groundwater recharge areas, vital information as the Morgan County Building Inspection Office serves as the city's issuing authority and provides administration for local environmental protection ordinances.

In summary, resource conservation continues to reinforce community sense of place while under-girding city, as well as county, economic development balance. Tear-down and "McMansion" trends in ex-urban neighbors reveal that established neighborhoods are vulnerable and may benefit from protective, but limited, design standards. Recent development patterns also indicate a preference for an ever-decreasing lot size (not just for mixed-use and infill developments) but for greenfield subdivisions. Natural areas previously considered marginal, and particularly environmentally-sensitive, as well as agrarian landscapes are now being targeted as land and development costs have increased. The protection of

extant natural and historic resources and the adequate provision of buffers and greenspace as a mitigation measure for alternative density should be taken into consideration before further zoning actions and project approvals are granted. Efforts should be made to work with Morgan County to explore alternatives to avoid sprawl, degradation of the surrounding rural character and agricultural environs, and requests for annexation to acquire density.

- **Heritage Preservation and Heritage Awareness.** The Madison HPC completed oversight of a grant-funded *Historic Resource Survey (2008)* documenting all eligible historic properties within the city limits. The study updated previous surveys to include mid-century modern resources which have gained significance. The new data is now part of the database maintained by Georgia's Historic Preservation Division, and can be used to strategically plan future designations and heritage awareness programs.



- **Heritage Awareness.** For 2007-2009, the city funded a matching grant as part of the Madison Bicentennial Committee's year-long program to commemorate Madison's 200th Birthday. The markers document the community's heritage using a thematic approach to highlight a broad spectrum of history and culture: African-American, Business & Civic, Cultural/Institutional, Educational, Philanthropic, and Women's achievements. The Preserve America Grant funds production of the markers, podcasts/brochures, and geo-caching products to augment the city's heritage tourism.

- **Open Space Preservation.** Madison funded a *Green Print Addendum (2008)* as part of the Partial Update. The Madison GSC served as the Steering Committee and led participation at the public workshops. A direct mail community preference survey was also conducted. The study documents the city's environmentally-sensitive areas, including data from tree and historic resource surveys. Natural resources as well as historic resources are now part of the City GIS database. [The *Green Print Addendum: Madison Green Print & Concept Map (2008)* is herein incorporated as Appendix IV of this document.] This study enables the Madison GSC to complete a comprehensive Greenspace Policy for consideration by the Mayor and City Council in 2009.



- **Environmental Protection.** At the conclusion of 2004, the Madison GSC completed oversight of a grant-funded *Tree Inventory (2004)* documenting all trees along public rights-of-way and on public property. The study also included visioning meetings and field training for these civic volunteers. The data generated is part of the City GIS database, and can be used by the Madison GSC to strategically plan annual planting programs and to monitor and maintain trees according to health and site conditions.

- **Social and Economic Development:** Madison has planned for and pursued opportunities to maintain a balanced tax base and avoid bedroom community pitfalls. Nearly two-thirds of the undeveloped city environs is designated and marketed for commercial and/or industrial infill development.

Since 2004, the city has engaged in both proactive and reactive measures to protect industrial options. Without EIP grant assistance, infrastructure was installed to secure new industrial investments and municipal industrial park lands were sold for development. Two popular commercial enterprises proposing rezoning actions in industrial areas were declined, and as previously noted, local ordinances were updated to avoid inviting such commercial intrusion and to create an industrial/commercial buffer zone. To insure an industry-friendly climate, Freeport Tax exemption percentages adopted in 2005-06 have been maximized and assistance for existing industry expansion prioritized, retaining and adding job opportunities.


Perhaps the most decisive step taken was a collaborative effort – the creation of an Economic Development Director position at the Chamber of Commerce, joint-funded by Morgan County and the City of Madison. Recommended by the *Community Assessment Study (2005)*, this position allowed the community to reconnect with Georgia’s industrial development sector, inventory local industrial site and properties for SelectGA.com, and focus upon regional marketing initiatives for the community’s industrial opportunities. Initial groundwork has also been laid for a potential Life Sciences Park inside the city and the Madison Business Park on the city’s southern limits.

The Chamber has led successful efforts to secure Entrepreneurial-Friendly Community designation and Georgia’s Work-Ready certification in 2008. The Entrepreneurial Academy and Leadership Morgan County programs thrive, and a 2008 EFIF grant brings additional educational programs to the local business community. Additionally, Madison created a Business Services Specialist position in the Planning & Development Department to serve as first contact for a streamlined licensing/permitting process and as an information clearinghouse, including distribution of business welcome packets.

Tourism – reported by the Chamber to be the #1 industry in Madison and #2 in Morgan County (second only to agriculture) – remains extremely significant to the local economy. Madison’s tourism product is her architectural heritage and small town character, increasingly supplemented by specialty shopping, cultural arts attractions, and special events. To maximum destination promotion, Madison participates regionally³ and provides primary support for the Madison Main Street program, whose Advisory Board coordinates downtown revitalization measures with support from the Downtown Development Authority of Madison and the Madison Historic Preservation Commission. Downtown’s new outdoor event venue, Bicentennial Town Park, is nearing completion and will serve as both an event arena and an attraction.

³ Georgia’s Antebellum Trail, Antiques Trail, Heritage Highway, Historic Heartland, Civil War Trail: March to the Sea, Treasures Along I-20, and Georgia’s Lake Country Marketing Alliance

To summarize, Madison continues to encourage new growth in a measured, balanced fashion. The community's stated preference for multiple, small-scale employers and regulatory controls to mitigate impacts upon local infrastructure and quality-of-life should be taken into consideration during development of business recruitment/evaluation plans and particularly during review of Developments of Regional Impact. While Madison also clearly recognizes and supports tourism as economic development, close attention should be paid to the challenge of enhancing the product without damaging the authentic character which appeals to the heritage tourist as well as to the resident.

- **Growth Preparedness and Appropriate Businesses.** With assistance from Georgia Power, the *Community Assessment Study (2005)* provided observations of the local economy; a regional labor and economic profile; and recommendations for strategy, marketing, and leadership. Although the strategy recommendations have yet to be further refined as to industry siting criteria, community fit, and other factors, many of the marketing recommendations have been implemented. New collateral materials include a digital Community Quality-of-Life piece and a regional marketing brochure for Stanton Springs. In 2006, the establishment of a joint-funded Chamber / Economic Development Director position created a single point of contact with the sole purpose of promoting and coordinating economic development. Madison provided additional funding for more time in 2008 and funds the director's annual attendance at the GMA Conference to facilitate and participate in the Mayor & Council Retreat.
- **Employment Options and Housing Choices.** In 2006, Madison established a citizen committee (Jobs Commission/aka Employment Opportunities Commission) to begin to address employment issues in Madison, including community awareness and day labor options. In 2006, Madison also established a citizen committee (Affordable Home Ownership/aka Housing Options Commission) to address issues regarding community housing options. Working with a private-sector advisory panel, AHOC developed printed materials, held public information meetings, sponsored a public workshop with vendors from the housing industry, and provided general assistance regarding home ownership.
 
- **Education Opportunities.** In 2007, a joint work session was held with the Chamber and Morgan County regarding joint technical training opportunities and a site for additional educational options for DeKalb Technical College, who already offers joint enrollment classes through Morgan County High School. This ad-hoc committee continues to identify options.

- **Governmental Relations:** Madison enjoys a high quality-of-life because of excellent leadership. Comprehensive planning has little value without long-term vision and consistent leadership. Much of Madison’s success today is owed to former leaders and active citizens who were able to articulate and implement improvements over a period of time. Additionally, city efforts were further enhanced by a committed, skilled, and stable labor force as well as the wisdom of layering projects and programs, capitalizing on successes, cross-promotions, and shared benefits.

- **Leadership and Elections.** With successive retirement of long-term leadership, half of the Madison’s elected body was new to office in 2006. These elected officials (along with another new councilmember in 2008) have been diligent in assuming the duties of office and attended the Newly Elected Officials Institute, an opportunity for mayors and councilmembers to increase their knowledge and understanding of city government and to increase awareness of the legal, financial, and ethical responsibilities of city officials. [NOTE: All 2006 first-term officials received certification at Mayor’s Day 2009.]

In 2005, the process began to combine the functions of the Elections Superintendent and Board of Registrars to create a Board of Elections & Registration. Initial appointments to this Board were made in 2007, and intergovernmental agreements were instituted later that year between Morgan County, the City of Madison, and the City of Bostwick to provide services for municipal elections.

- **Administration and Fiscal Management.** Madison maintains its status as a Certified City of Ethics, and in 2006, further clarity was given to the Conflict of Interests Policy. In 2007, an Annual Review process – utilizing a combination of elected officials, city management, and pertinent staff – was established to evaluate contractual positions, i.e. City Attorney, Auditor, and Municipal Court Judge. Both the Manager and the Clerk have Clerk Certification, and the Manager also has Finance Officer Certification.

Madison also participates in a rigorous annual audit. In 2008, the Mayor and Council established a six-member Audit Committee, including two citizens with financial backgrounds, to provide additional oversight of the fiscal accountability and internal controls of the city’s finances. Additionally, audits are required of the Madison-Morgan County Chamber of Commerce and the Downtown Development Authority of Madison to review the operations of these city-funded entities.

- **Intergovernmental Relations and Public Relations.** As a city government, Madison exists to provide additional service beyond those which her citizens naturally receive as Morgan County residents. Services provided by Morgan County are vital and valued, and the Service Delivery Strategy (HB 489) insures efficiency of service where the desired level of service is commensurate. The City of Madison and Morgan County enjoy a healthy professional relationship and have been able to work in a cooperative fashion on mutually beneficial endeavors while serving different constituencies.

Madison prefers an informed and engaged citizenry and seeks opportunities to include public input and increase public awareness. City expertise and labor is supplemented by a high degree of civic volunteerism, essentially providing an extended staff without cost to taxpayers. Citizens serve on an array of city-appointed boards:

Affordable Home Ownership Commission	Main Street Advisory Board
Cemetery Stewardship Commission	Morgan County Planning Commission
Corridor Design Commission	Audit Committee
Downtown Development Authority	Bicentennial Committee
Greenspace Commission	Impact Fee Committee
Historic Preservation Commission	Transportation Committee
Jobs Commission	

Public meetings, and specifically those of the Mayor and City Council since 2006, have been regularly scheduled after business hours to encourage public attendance. To increase public awareness in 2005, the Planning and Development Department began two bi-monthly newsletters (one focused on comprehensive planning and one on community development) distributed via utility inserts to approximately 4000 households on a monthly basis. Upgrades to the city website in 2008 will be activated in 2009, affording on-line payment options for residents and customers.

- **Public Utilities & Public Facilities.** Since the *Comprehensive Plan (2004)*, surface water system improvements and wholesale service to Buckhead has been completed, assuring that during times of drought that the community will not have to transport water. Water line extensions were also installed at city expense along Cox Road to address well failures in an existing area of extremely modest homes. Madison also met all conservation goals established by the State during the drought crisis while continuing to meet its bond obligations. In 2008, Madison completed two significant items on its capital improvements list. First, the completion of Indian Creek Water Reclamation Facility represented the culmination of a long-term endeavor to add sewer capacity to the community, lifting EPD’s moratorium and insuring future growth. The Public Works Facility was also completed, establishing consolidated new headquarters for the Utility, Street, Sanitation, and Landscape departments. Public-private re-development efforts for Downtown’s new outdoor event facility – Town Park – included demolition in 2005-06, a fundraising campaign for nearly 2.0 million dollars in 06-08, and construction in 2008-09.
- **Public Safety.** In 2008, the Police Department established a new Assistant Chief Position and initiated a Community Policing Program, engaging police officers and citizens in a shared effort to recognize ongoing problems and customize solutions to crime and disorder within the community. The Fire Department implemented a recruitment initiative for new firefighters, doubling the firefighting force and successfully recruiting minorities.

WORKSHEET: Areas Requiring Special Attention

The City of Madison continues to feel growth pressures from the rapidly expanding Atlanta MSA to the west, the growing community of Athens-Clarke County to the north, and the emerging recreational/residential amenity of Lake Oconee to the southeast. The following seven areas have been identified by the Department of Community Affairs as ones likely to require special attention:

- Areas of significant natural or cultural resources, particularly where these are likely to be intruded upon or otherwise impacted by development;
- Areas where rapid development or change of land uses are likely to occur;
- Areas where the pace of development has and/or may outpace the availability of community facilities and services, including transportation;
- Areas in need of redevelopment and/ or significant improvements to aesthetics or attractiveness (including strip commercial corridors);
- Large abandoned structures or sites, including those that may be environmentally contaminated;
- Areas with significant infill development opportunities (scattered vacant sites);
- Areas of significant disinvestment, levels of poverty, and/or unemployment substantially higher than average levels for the community as a whole.

Consideration of each of these areas is taken in turn, and the Map of Areas Requiring Special Attention on page 19 identifies each of these areas.

Areas of Significant Natural or Cultural Resources

Madison has grown by both infill and addition – one development pattern threatens to overwhelm small-town character while the other strains the perception of rural character. Neither is desirable when not balanced with sensitivity to natural and cultural resources. With a substantial investment in preserving and promoting local heritage, the community’s participation in recent workshops indicates that the community is well aware of these pressures and potential impacts, specifically upon quality-of-life. Community-identified values to be considered in emerging policy should include: increased protection for environmental resources and natural areas; an emphasis on new passive recreation opportunities and connectivity to neighborhood active recreation options; and improved development regulations to insure integrity of historic landmark properties, conveying small town character, and protection of agrarian landscapes and scenic viewsheds on the town’s periphery for rural character.

- **Natural Resources:** In public workshops, the Greenspace Commission learned about the city’s significant natural areas, agrarian landscapes, riparian areas, and greenspace buffers. Within the historic circular town limits, the city’s northwestern area is distinguished by such significant natural resources as well as wildlife habitat and the municipality’s principal watershed. The area also adjoins two historic areas and encompasses water features and hardwoods. With such additionality, the area should be prioritized during greenspace policy development for creative protection incentives and measures in order to avoid future development conflicts. Riparian areas also offer great combination opportunities: increasing the stream buffer for water quality; teaming habitat protection with installation of trails along these greenspaces; adding passive recreation options and connectivity with city parks and sidewalk system; and connecting greensways in both city and county. Consideration should also be given to minimum standards for greenspace buffers and gateways particularly near the Interstate, as such become challenging with increased development and expensive post-development.
- **Cemeteries:** The Madison Cemetery Stewardship Commission (CSC) concentrates on the four city cemeteries, and others are currently well maintained. Care has been taken during recent stabilization of historic ironwork, but continued attention to monument repair is necessary. Railroad encroachment and limited access remain issues. An opportunity has risen from the hard work of Morgan County for its *Cemetery Survey (2007)*, which identified a forgotten African-American cemetery absorbed into the city limits. The CSC has made contact with heirs from two families and is working toward acquisition to insure its preservation. Consideration should also be given to the acquisition of land for future burial grounds for the community.
- **Historic Landmarks:** Throughout the community, there exist several sites which have significant historic structures as well as original acreage or historic landscapes. These properties reflect the early period of Madison’s development, where large houses were associated with substantial property. Over the years, increased infill – some now historic and some sensitive – has continued to split and reduce the open character of such properties. These properties are generally individually eligible for listing in the National Register of Historic Places and are the remarkable inheritance upon which Madison’s tourism economy is built. The loss of open space

and landscapes associated with these properties is irreversible. Consideration should be given to transfer of development rights, tax incentives, and/or conservation programs to encourage these properties, as well as Madison's various associated pecan groves, to remain intact.

- **Madison Historic District & Designated Properties:** The Madison HPC continues to proactively address demolition, insensitive changes, and demolition-by-neglect in a steadfast manner. The district enjoys continued investment and stable property values. Emerging issues are related to its success, such as lots decreasing in area while housing increases in scale, urbanization of the landscape, evaporation of open space and natural areas, and insertion of incompatible cul-de-sac subdivisions instead of grid-network infill development. Consideration should be given to limiting new streets to those that can connect to the grid in at least two locations. The first non-contiguous property has been designated. Opportunities also include designation of several non-contiguous properties and establishing a buffer for individually-designated properties.
- **Canaan Historic Neighborhood:** This area is the historic development which was established by the African-American community post-Reconstruction. The loss of integrity and structures as well as a lack of interest in preservation has resulted in an erosion of fabric and less investment into this area; however, the St. Paul A.M.E. Church is protected by local ordinance and several houses in proximity could be considered for protection through local designation. Through neighborhood education and owner investments, this area could be designated as a district with guidelines tailored to its turn-of-the-century, vernacular heritage.
- **Beacon Heights Historic Neighborhood:** This area is the historic development which was established post-WWII by generosity towards returning veterans. The intrusion of duplexes, outdoor storage nuisances, and demolition-by-neglect on rental properties has resulted in erosion of fabric and less investment into this area; however, there is a tight core of houses and some historic commercial structures in the vicinity which could be considered for protection through local designation. Through neighborhood education and owner investment, this area could be designated as a district with guidelines tailored to its mid-century modern heritage.
- **Historic Circular Town Limit (c.1849):** The circular town limits – a distinctive feature of early town planning in Georgia - are still visible to the discerning eye. A one-mile radius drawn from the center of the Town Square defined the edge of the community for more than a century. The reason this imaginary line remains of interest is that it outlines - and to the majority of Madison's citizens, is literally home – clean and well-groomed, single-family and low-density, grid-network neighborhoods enclosing a human-scaled Downtown core flanked by modern middle-class subdivisions and school improvements. Multi-family developments are interspersed and limited in both scale and number. When the community expresses that new development should be "like Madison," this is the picture. New development within the circular radius should continue the city's traditional development pattern. Within the radius, ordinances allowing alternatives should be revamped; new developments should be weighed with gravity to measure how closely such fulfill this community expectation, and variations should involve substantial mitigation for existing neighborhoods.

Areas of Rapid Development or Changes of Land Use

- **Strip Development / Perpendicular Expansion and Insertion:** The commercial corridor has continued to infill, existing establishments retrofit and upgrade, and land values climb. Given these conditions, side streets and deep lots are experiencing new pressures for rezoning and land-locked rear lots. New streets are required and grid connectivity must be a priority. The creation of substandard streets or the allowance of increased development without increased road frontage should be avoided. Another emerging issue is anchor vacancy in old shopping centers, which will be exacerbated as new centers develop, as additional land converts to commercial zoning, and as service extensions allow commercial strip development to extend beyond the city's jurisdiction. Any rezoning action should carefully consider the current building stock vacancy and the amount of existing land currently appropriately zoned. Proactive measures to address empty anchors should be a priority.
- **Downtown Infill:** The Downtown Development Authority of Madison (DDA) and the non-profit partner organization Downtown Design & Development, Inc. (3-D) have proved very successful in creating catalysts for downtown investment. Public-private partnerships have yielded more mixed-use opportunities, new building stock, rehabilitation of existing buildings, shared parking areas, and a new outdoor event facility. Even so, there is a limit to which infill can occur without infringing upon the Downtown character upon which it is capitalizing. Consideration should be given to identifying the remaining opportunities for infill, but, more importantly, new efforts should concentrate on duplicating the public-private partnership and investment district model in the neighborhood commercial areas. An evaluation of the current land uses allowed in the Downtown area should be considered to insure that it retains a mixture of land uses, and designation of an entertainment district or art/antiques district may also be of utility.
- **Residential Proposals:** As previously noted, housing proposals in 2006 were rapid, speculative, and instructive. Density, scale, and character will continue to prove to be the most challenging issues for the community. Future street connectivity was addressed by the *Major Thoroughfare Plan (2007)*, but more work remains to insure implementation and that new subdivisions meet expectations. Consideration should be given to updating the subdivisions regulations, including requiring review of substantial subdivisions by the Morgan County Planning Commission, and/or the Mayor and City Council. Exemptions should be created for minor subdivisions utilizing existing streets and major subdivisions following the grid-network approach. Consideration should be given to building in more specificity for planned unit developments, but, while creating an abbreviated process. Another opportunity is to clarify development standards for neighborhood commercial areas and neighborhood active recreation parks, so that new residential areas have these opportunities, without creating new commercial areas that are merely Downtown replicas or too similar in total acreage.
- **Halo Area:** In 2006, as a result of increased demand for annexation of land into the City of Madison, city and county Planning staff undertook a review of areas of unincorporated land adjacent to the municipal boundaries. Consideration was given to existing infrastructure as well

as negotiated service delivery boundaries. The result was a map, which has been informally referred to as the “halo” boundary, presented at a joint work session with city and county officials. In 2008, county planning staff, in consultation with city planners, initiated drafts outlining potential shared development regulations for such an area. The goal should be to create a transitional area with shared land use expectations regardless of whether the property remains unincorporated or is annexed inside municipal boundaries. Historically, annexation has resulted in a significant density increases, given the disparity between county and city zoning classifications, and recent experience has shown that sometimes the result may be undesirable for both jurisdictions. Additionally, regulations for this transitional boundary should attempt to integrate design criteria to assure that quality aesthetic standards for development are maintained while providing some flexibility in regard to housing type (i.e. duplex, triplex building forms) and mix of uses (i.e. residential, commercial, and professional) if desired.

Areas Where the Pace of Development May Outpace the Availability of Public Facilities and Services

- **Northwestern Quadrant Area:** As discussed above, the northwestern quadrant of the city has constraints in terms of development because of the wealth of natural and cultural resources. The area is also served by the North Wastewater Treatment Plant which has limited capacity and the area southwest of Highway 83 is fully lacking in infrastructure – street grid, parks, neighborhood centers, etc. Inquiries have been made regarding development of some multi-family units in the most northern undeveloped area, adjoining the Canaan Historic Neighborhood. Given that the need for housing choices and that the density of single-family within this area are likely to continue, consideration should be given to reserving what limited existing sewer is available to serve denser options providing low- to moderate-income housing options.
- **Western Interstate Node:** North of the interchange transportation limitations remain an issue, particularly for truck traffic headed north. Consideration should be given to consolidating the industrial zoning along the full length of the corridor, preserving larger tracts, and courting enterprises that have fewer or more periodic transportation needs. Consideration should also be given to creating a substantial buffer or transition zone between industrial and adjoining residential and rural property. Below the interchange on the Future Land Use map, the community designated is professional development, envisioning corporate office complexes with residential neighborhoods beyond the riparian area. Although water and wastewater will serve this area, the lack of a street grid, parks, or neighborhood centers indicates that all should be addressed in tandem with the residential; however, conversion of the area to commercial or commercial linear strip development should be avoided.

Areas in Need of Redevelopment and/or Significant Improvement to Aesthetics

During development, redevelopment, and remodeling, Madison's Corridor Design Commission (CDC) has sought to improve aesthetics through design assistance and design review: requiring more durable and coordinated building materials, limiting expansive impervious surfaces, expecting more vegetation (native and shade-producing), controlling light pollution, and introducing regularity of signage. Even so, this is a reactive process. Madison's completion of an ISTEAs project several years ago did much to improve and provide connectivity along Eatonton Road; however, several other areas could benefit from some aesthetic improvements.

- **Areas within the Disinvestment Areas:** On the northern edge of the town and extending toward the US 441 Bypass, the commercial area could benefit from additional aesthetic improvements. Sidewalks have been installed, but a renewed planting program and perhaps a sign incentive program may catalyze owner-instigated investments. On the western periphery of the downtown area, street trees and sidewalks have been installed, but the establishment of a point park for beautification would put the entrance on equal footing with other city entrances (e.g., Cox-Elliot Park, Atkinson Park, Boxwood Memorial Garden, Bell Park).
- **Established Commercial Strip and Eastern Interstate Node:** Consideration should also be given to point park creation in front of the Beacon Heights Historic Neighborhood for both Ward Road and Cox Roads when intersecting Eatonton Road. Future transportation projects may offer an opportunity to work with landowners to accomplish such. Infill of lighting and additional planting in the ISTEAs project area along Eatonton Road should be considered, as well as extending such improvements southward and across Interstate 20 to the city limits.
- **83/278 Entrance:** Improvements at the commercial node at the Highway 83/Highway 278 intersection should include ample vegetation and lighting, designed to emphasize and provide connectivity to the node while avoiding a new linear commercial strip. Efforts should be made to reclaim and improve rights-of-way along Atlanta Highway, including extension and connectivity of sidewalks. Instead of concrete sidewalks along industrial frontages, consideration should be given to asphalt trails for extended bike-pedestrian options having less visual impact and retention of natural vegetation and rural hedgerows whenever possible. No street lighting and control of industrial light pollution should be given priority. Finally, Exit 113 is increasingly the interchange exit used by the local community, as the perception of traffic at Exit 114 is that of congestion, speeding, and hazardous turning lane conditions. The opportunity to create a scenic gateway into the city and to seek Scenic Highway designation for Monticello Road (HWY 83) through the city should not be overlooked to supplement tourism efforts. Alternative design controls with efforts to limit sign clutter and light pollution and to avoid visibility of linear commercial strip development should be considered.

Large Abandoned Structures or Sites

Madison is fortunate to have few vacant structures and sites. Generally, these can be categorized by two types: 1) former industrial or quasi-industrial buildings (Sites 1, 2, 3, 8) and 2) potentially environmentally-challenged sites, including former fuel-establishments and dry-cleaners (Sites 2, 4, 5, 7, 8). There is obviously some overlap between the two categories, and Site 6 is a new gas station that has been vacant a very short time. Not noted on the map but obvious to the local community, two local anchors (former Ingles and former Bi-Lo) sit empty within larger complexes that do have other tenants. It should be noted that the current Ingles does hold the lease on the former property which prohibits another tenant until its expiration, and the former Bi-Lo property has been evaluated by the owners for division into smaller units, apparently more readily occupied. Even so, given the economic climate there may be more vacancies on the horizon. Consideration of future big-box development should be measured against existing vacancy rates, and ordinances should be adopted to prioritize and incentivize redevelopment of brownfields and greyfields over that of greenfield development.

Areas with Significant Infill Development Opportunities

The largest existing land use within the city limits is agriculture, representing nearly 40% of the land area, and another 15% is vacant or undeveloped at present. Infill development opportunities therefore are possible on more than half the city environs. Of the existing utilized land mass, 97.3% is single-family residential (98.4% if mobile homes included) with duplex and multi-family housing occupying 1.1%. Consideration should be given to build-out modeling to predict realistic infrastructure needs.

- **Residential Infill:** Areas for residential infill are concentrated at Bethany Road and the Highway 441 Bypass, Cox Road and the Highway 441 Bypass, and northwest corner of the intersection of Monticello Road and Interstate 20. All such developments will require significant infrastructure investments – transportation, greenspace, and utilities – given their peripheral locations. Whereas the Bethany and Cox road properties offer opportunities for grid-connectivity and continuation of Madison’s traditional development pattern, the Monticello Road site is hampered by extensive on-site natural resources, limited connectivity, and the need for significant buffers given its isolation and setting within the industrial corridor. Proposed density should be carefully considered and reflect Madison’s traditional development – single-family pattern⁴ and multi-family pattern⁵. Consideration should be given for placement of multi-family options only near significant thoroughfares and neighborhood parks and to establishing a maximum for total acreage, minimum distances from other multi-family developments, and buffers from single-family and high-visibility areas. Planned unit developments should be approved providing development alternatives with density patterns and paced development reflecting the city’s developmental history and with integral commercial nodes which are neighborhood in nature and not downtown copies.

⁴ Single-Family Housing: High Density (1 unit/<.25 acres) – 3.3%; Medium Density (1 unit/.25-1.0 acres) – 37.7%; Low Density (1 unit/1-10 acres) – 46.3%; and Estate (1 unit/>10 acres) - 10%

⁵ Multi-Family Housing: Low Density (4-6 units/5-10 acres); Medium Density (7-9 units/5-10 acres); and High Density (10-12 units/5 acres)

- **Commercial Infill:** Areas for commercial growth include continued development of the node at the intersection of Highways 83 and 278, avoiding continued strip development along either roadway. Commercial opportunities also exist on a deep section of property on Fairgrounds Road beyond existing commercial developments and south of Interstate 20, provided connectivity emerges between Ramada Lane and Eatonton Road near the city limits. Additional quasi-commercial infill may be appropriate in some areas noted as industrial-infill but zoned as the industrial/commercial buffer. Consideration should be given to Future Land Use Map and Zoning Map updates taking into consideration information cleaned from the *Major Thoroughfare Plan (2007)*, *Green Print Addendum (2008)*, and *Partial Update (2009)*.
- **Industrial Infill:** Areas for industrial infill include tremendous opportunities along Monticello Road as well as Amtico Road, Indian Creek Road, Sovis Road, Fairgrounds Road, and Mary Magnan Boulevard. Consideration should be given to transportation connectivity between Hampton Lane and Mary Magnan Boulevard to make greater utility of the land-locked property, which has significant natural resource limitations. The Monticello Road area has the potential to be designated and promoted as both a scenic and industrial corridor; the ideas are not mutually-exclusive given the design management of the area by the Corridor Design Commission. Further, consideration should be given to consolidating and marketing this industrial corridor to attract future industrial infill development and as the scenic gateway into the community.

Areas of Disinvestment

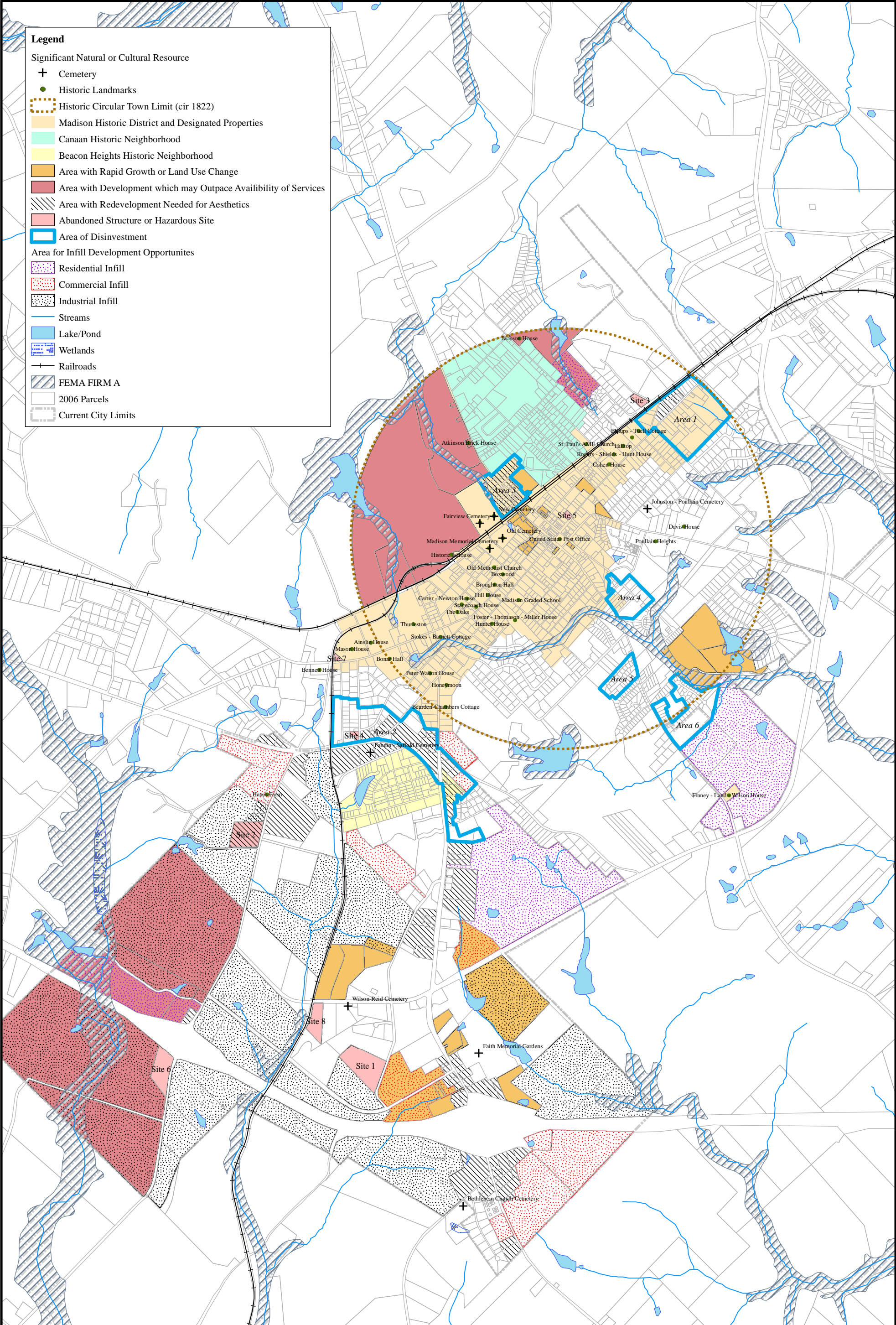
Areas of disinvestment include both existing and new areas which are currently experiencing less than optimum investment, occupancy rates, minimum maintenance issues, nuisance abatement, etc. and/or perhaps in tandem with higher levels of poverty, rental, and public safety demands – police, fire, animal control, and/or code. Obviously these areas also include some bright spots and signs of encouragement; however, as a whole, these areas warrant and are deserving of additional attention in order to bring the same quality-of-life enjoyed by other neighborhoods and commercial zones to these area’s residents and businesses.

- **Historic Fringe (Areas 1 & 2):** The two areas on either edge of the historic one-mile circular town limits represent early commercial strip development outside of the Central Business District on the then city-county fringe. Developed in the 1940-50s, these areas experienced reduced investment as development opted for proximity to Interstate 20. The northern neighborhood commercial area includes various businesses, such as a gas station, car wash, animal clinic, restaurants, etc. Residential neighborhoods within the vicinity are modest and would benefit from improved infrastructure. The southern neighborhood commercial area includes various businesses, such as a gas station, car wash, package store, discount stores, laundromat, pool room, towing operation, fitness center, etc. Motels offering extended stay serve as the most affordable multi-family housing option in the community and are used by

Social Services as temporary options when assisting those with special needs. Residential neighborhoods within the vicinity are modest and would benefit from connectivity and aesthetic improvements. During the recent sewer moratorium, properties were remodeled as investors sought existing tap locations. Commercial revitalization programs should be targeted to assist these areas.

- **W. Washington Downtown Entrance (Area 3):** A significant area of disinvestment is located adjacent to the railroad on Downtown's western edge. The deletion of a substandard mobile home park in the area shows great promise, but there are several properties which continue to depress this area. Residential neighborhoods within the vicinity are modest and historic and would benefit from connectivity to the Downtown and an alternative neighborhood commercial plan. The adjacent neighborhood continues to request the relocation of the package store from the vicinity. Commercial revitalization programs should be targeted to assist this area. Land and some monies have been donated for a future mini-park in this immediate area.
- **E. Washington Neighborhoods (Areas 4,5,6):** Three established neighborhoods along E. Washington Street are denoted as areas of disinvestment. These residential areas include a grandfathered mobile home park area and adjacent historic housing, a high-density modern subdivision, and a new affordable housing subdivision which sold only 5 of 39 speculative units and essentially became a rental complex without management. A small neighborhood commercial building could also be an opportunity. These areas deserve additional attention to insure that Madison's citizens of more meager means do not suffer a lower standard of living than the rest of the community. Neighborhood programs and reinvestment incentives should be prioritized for these areas.

Of specific note, the Pine Tree mobile home park would have qualified as a disinvestment area at the time of the *Comprehensive Plan (2004)*; however, significant improvements have been made insuring the survival of this affordable housing option with much improved circumstances for residents. Future improvements to Washington Park will benefit residents of this park as well as those in the surrounding vicinity.



**Areas Requiring Special Attention:
City of Madison**



Issues and Opportunities

The following Issues and Opportunities were developed with the following considerations:

- Analysis by planning staff of the *Quality Community Objectives Local Assessment Tool* prepared as a part of this Partial Update.
- Monthly public meetings with an array of active citizen boards and attending public since 2004 focused upon various planning and land use issues in Madison.
- Periodic open public workshops conducted by the Planning and Development Department to address various planning topics – subdivisions, cemetery, transportation, greenspace, etc.
- Four specific public workshops conducted for the development of the *Major Thoroughfare Plan (2007)* and related multi-county transportation plan.
- Two specific public workshops as well as a direct mail survey conducted for the development of the *Green Print Addendum: Madison Green Print & Concept Map (2008)*.
- Goal prioritization worksessions with the Mayor and City Council held in January 2009.
- A public hearing on January 26, 2009, and a public workshop on January 31, 2009 were held for public input. Citizen input on the various plan elements was encouraged and included in this Issues and Opportunities analysis.
- A review of the *Partial Update (2009)* will be submitted to the Morgan County Planning Commission, a joint planning advisory board with representatives from all four municipalities, as well as unincorporated Morgan County.

This list serves to complement the Joint Comprehensive Plan adopted in 2004 and it is focused around the major plan elements identified in the “Local Planning Requirements” of the *Standards and Procedures for Local Comprehensive Planning*. Those elements include:

- Economic Development
- Natural and Cultural Resources
- Community Facilities
- Housing
- Land Use
- Intergovernmental Coordination

These items are a useful interim progress check in between Plan Updates, however they are not meant to supplant any other issues or opportunities identified in the *Comprehensive Plan (2004)*.

- **Economic Development.** During goal setting, the Mayor and City Council concluded that cooperative efforts and a proactive approach were essential for Madison’s economic health, specifically citing the coordinated and joint-funded Economic Development Director position. Additional tourism efforts and neighborhood commercial centers revitalization measures were identified as contributing to a successful economic development plan.
 - **Business Recruitment Strategy.** With leadership from the ED Director, Madison intends to address the remaining recommendations of the *Community Assessment Study (2005)*. The plan recommended that the recruitment strategy needed to be tailored to the local community – addressing community fit, workforce needs, and site availability. Business recruitment and evaluation plans for the 83 Industrial Corridor and a Life Sciences Park are a priority. Madison will also evaluate local ordinances to improve compatibility between the desired enterprises and local land use regulations. Morgan County’s Workforce Study Initiative, for which the City will be providing additional funds and may secure data specific to the city’s workforce, will be useful in addressing the best industry fit to workforce needs for the community as a whole.
 - **Tourism Initiatives.** Having just completed a new cooperative and shared logo, Madison intends to revise marketing efforts and consider a billboard campaign, perhaps funded in part by increased hotel/motel revenues. As such, the aim will be to increase overnight stays, and therefore, there should be more to see and do to warrant extended stay. While the Chamber is participating in a new five-year venture with the Antebellum Trail Pilgrimage, Madison MainStreet will be test driving two new events, MadisonFest with EquiFest (city-county) and the FireFly Festival. Following the Bicentennial year, Madison MainStreet and the DDA of Madison plan to develop a policy for use of the new Downtown event facility as well as a year-long programmatic schedule for the venue. Similar to the Bicentennial, special event programming will continue to be a cooperative affair and is intended to address both tourism and quality-of-life goals. Additionally, time will be spent over the next five years supplementing the existing heritage tourism product with the heritage awareness materials produced for the Bicentennial markers, increased and cooperative special event programming, and new green-focused tourism (complementing the county agri-business initiative).
 - **Neighborhood Revitalization Plan.** Following revisions to the multi-family and planned unit development regulations, the Planning and Development Department intends to shift focus to neighborhoods, coordinating with other department and public boards to address neighborhood identity, neighborhood forums, neighborhood watch programs, neighborhood parks, and neighborhood commercial center revitalization measures. Instead of placing all emphasis upon new growth and new development, during this time of austerity, a neighborhood reinforcement and investment strategy offers an option to strengthen and support existing development and enrich the lives of current residents.

- **Natural and Cultural Resources.** The elevation of greenspace as a priority emerged as Madison committed additional funds to insure that the city’s resources were fully documented and considered. Certainly, Madison’s GreenPrint process informed and eased preparation of the Map of Areas Requiring Special Attention and related text during this Partial Update. The Mayor and City Council concluded that a comprehensive greenspace approach was vital, specifically citing identification of funding mechanisms and an articulated overall approach.
 - **Comprehensive Greenspace Policy.** With completion of the *GreenPrint Addendum: Madison GreenPrint & Concept Map (2008)*, the priority for new work initiatives must be implementation of the plan and evaluation of all existing environmental ordinances and programs in regard to the data and conclusions generated from evaluating Madison’s environment. Thus, the approach can be as coordinated, comprehensive, and effective as possible. A comprehensive greenspace policy I – Step II – will be completed providing model implementation for funding initiatives, acquisition and acceptance of donations, a city conservation easement monitoring program, etc. This policy will be the toolkit to implement the goals and objectives outlined in the addendum to the Green Print.
 - **Passive Park Plan.** For the next work plan, a passive park plan – including existing and new parks, a trail network, and natural areas – will be developed. Initiatives will include evaluation and improvements to existing facilities, new facilities in underserved areas, and development of a portion of future trail system. By far, the community has indicated during the Green Print process that bicycle and pedestrian options should be given highest consideration, which include infill sidewalk projects and linkage to existing municipal greenspaces. Also of priority will be identification of natural areas and receipt of potential easements/ownership of such to supplement the planned park areas. Overlapping projects that would also protect sensitive environmental resources will be highlighted for first consideration.
 - **Scenic Corridors, Historic Neighborhoods, and Landmark Designation.** The first and last impression of Madison, Downtown Madison, and the Madison Historic District are the approaches in and out of the community. Corridor planning is intended to design and complete the gateways, and joint planning staff efforts will be employed to identify methods by which to preserve scenic viewsheds and the perception of town and country. As part of neighborhood revitalization, eligible historic neighborhoods will be approached regarding historic status and design guidelines opportunities outlined. In non-historic neighborhoods, discussions will include the option of establishing conservation districts – a “preservation-lite” approach offering some of the benefits and responsibilities of designation with much more latitude and fewer administrative needs. In addition to continuing to evaluate individual properties for designation, a landmark designation proposal will be developed for consideration as a method of adding additional recognition, protection, and incentives to these community icons.

- **Facilities and Services.** Over the past four years, the capital improvements element has been the strongest and therefore the most taxing in terms of both funding and administration. For the new work plan, fulfilling financial obligations and insuring satisfactory levels of service while bringing all the new facilities online is a priority. Additionally, the Mayor and Council agreed that identification of additional revenue sources – Impact Fees, Hotel/Motel, SPLOST, etc. – is as essential as maintaining efficiency of all services.
 - **Transportation Implementation and Infrastructure.** With completion of the *Major Thoroughfare Plan (2007)*, the priority for new work initiatives must be implementation of the plan and evaluation of all existing transportation ordinances and programs in regard to the data and conclusions generated from evaluating Madison’s transportation system. The plan included tools for improving existing ordinances as well as a work plan replete with short-, mid-, and long-range projects. Several of these are directed to improving transportation and traffics issues in local neighborhoods, as well as insuring that new neighborhoods and industry do not exacerbate existing issues. The Transportation Improvements Committee is intended to serve throughout this implementation process.
 - **Public Safety and Administration Facilities.** The next stage for facilities improvements includes Phase II build-out of the Public Safety Building (next to City Hall). The Fire Department has been relocated there, and the Police Department will follow. These two entities will maintain separate quarters but share conference rooms, restrooms, breakrooms, etc. Additionally, meeting facilities for the Mayor and Council will be addressed and the second half of City Hall renovated. Such new meeting facilities will allow the public improved access and continue the City’s commitment to retain administrative functions in Downtown Madison while relocating heavy equipment and personnel to the Public Works Facility, located in an area with similar private utility providers. A feasibility study will be completed to allow for Madison to plan for long-term Fire Department growth.
 - **Expanded On-Line Service and Record Access.** The City’s new website will be operational in 2009 and have added function for the public. New logo and customer-friendly graphics will be added to the site as well as on-line forms and documents. The site will continue to be updated by in-house staff; however, several departments will be adding online payment capability. A grant source will be pursued to allow for older archive records to be digitized and to allow greater access to the public for such documents. This effort will also be useful for long-term planning and for historic development interpretation during the Bicentennial.

- **Housing.** During goal setting, the Mayor and City Council concluded that there was a need to strengthen enforcement measures and thereby existing neighborhoods, addressing nuisances, unfit buildings, and demolition-by neglect throughout the community. A targeted approach to neighborhoods will also include an evaluation of vacancy, foreclosures, desired housing options, conversion from owner-occupied to rental, etc. The 2010 census will also be a priority during this time period and will inform such efforts as well as the next comprehensive plan.
 - **Affordable Housing.** Madison has been proactive in rezoning to increase diversity of housing stock; however, these opportunities have primarily resulted in rentals (even single-family options) and have resulted in increased demands upon code and law enforcement. As home ownership is highly valued by the community, Madison AHOC will formalize its operation and continue to encourage such. As this citizen board matures, focus will be devoted to the following work items: development regulation revisions which incorporate incentives for low- and moderate-income housing; consideration of affordable single-family attached developments; and creation of programs and incentives for reinvestment into declining single-family neighborhoods.
 - **Housing Regulations.** Analysis of existing residential development will be updated, and both the multi-family and planned unit development regulations revised. Additionally, a build-out inventory is anticipated as part of the census efforts, and this will provide additional information to inform revisions. Housing regulations will be updated to reflect the requisite transportation and greenspace expectations outlined in the respective plans that were developed as part of this Partial Update. Research will be completed and proposals offered to encourage housing options addressing the elderly and special needs populations, to allow for aging in place to have new meaning – as early retirees become seniors and desire to stay in Madison.

- **Land Use.** During goal setting, the Mayor and City Council agreed that continued growth is desired and should be carefully evaluated in terms of positive contributions to the tax base and terms of impacts upon the existing community. Intergovernmental relationship coordination will be essential to future land use policy and implementation.
 - **Halo Boundary.** As described in *Areas of Rapid Development or Changes in Land Use*, the area immediately adjacent to the city limits will be reviewed with the County and considered for its potential as a transitional boundary to level out the disparity between city and county densities and development types. Such efforts will also address the service delivery area for water and sewer, design objectives for such an area, land use and density, etc. This item offers the most challenging but perhaps the most creative opportunity for the city-county cooperation, perhaps resolving a related issues during the process.

- **STWP 2004-2009 Work Items.** Many work items from the Comprehensive Plan (2004) are either underway or have become part of the STWP 2009-2013. Many reflect greenspace and transportation items that deserved further study prior to implementation. With studies addressing both topics complete, implementation of land use items will be a priority. For 2009, revisions for non-single family residential regulations will be proposed. Parallel and related subdivision and development regulations will be considered as necessary. Sign and corridor regulations will be reviewed and updated as well with overlaps and conflicts being resolved. Morgan County plans to update environmental regulations, engaging city planning staff as necessary. Tree and vegetation regulations will be updated concurrent with this effort.
- **Next Partial Updates – Stormwater Utility, Impact Fee CIE, and Future Land Use Map.** Madison’s stormwater utility has not been evaluated extensively nor was it considered as part of the Impact Fee Study, so to address the work items outlined in the land use implementation schedule, additional studies and surveys will be completed. Following such, the Comprehensive Plan (2004) and the Partial Plan will be updated to include such work items as may be necessary to address this utility.

As previously noted, the Impact Fee Study and Capital Improvements Element have been forwarded to the NE GA Regional Development Center for review. Upon completion of a successful review, such CIE elements will be appended to the *Comprehensive Plan (2004)* and *Partial Update (2009)*.

The Future Land Use Map serves to guide future development and will likely need updates following this effort and more specifically the 2010 Census. Development trends will be tracked and build-out potential and foreclosures monitored in order to better inform that process. Additionally, Madison intends to work with the County GIS Department to insure that out of sync and out of date tax parcels are updated to include the most accurate and recent information possible to inform future planning efforts.

Policies

The policies identified in this section are focused around the major plan elements identified in the “Local Planning Requirements” of the *Standards and Procedures for Local Comprehensive Planning*. Those elements include:

- Economic Development
- Natural and Cultural Resources
- Community Facilities
- Housing
- Land Use
- Intergovernmental Coordination

They are intended to address the issues and opportunities presented in this Partial Update to the Comprehensive Plan.

Economic Development

- Work through the Chamber and with the County to support mutual economic development goals, specifically a coordinated community strategy utilizing the Economic Development Director position and a proactive search for quality industry/business.
- Continue aggressive pursuit of appropriate new enterprises – as well as retention and expansion of existing industries/businesses – compatible with employment needs, extant uses and infrastructure, a positive tax base, sustainability, and community-expressed preferences.
- Pursue options for the provision of local workforce training and educational opportunities.
- Promote Madison as a tourism destination, supplementing the heritage tourism product with special event programming, cooperative cultural arts ventures, and development of eco-tourism products (coordinating with the County’s agri-tourism and recreational efforts).
- Pursue options for revitalization of neighborhood commercial centers, replicating the incentives and measures employed in Downtown Madison.

Natural and Cultural Resources

- Work with the County to establish long-term policies that protect a defined edge between town and country for mutual growth management, quality-of-life, and tourism-related benefits.
- Implement a comprehensive greenspace policy, specifically including protection, acquisition, and funding mechanisms for community-valued greenspaces.

- Insure that existing developments retain greenspace; new developments provide greenspace; and that public/institutional facilities and uses of greater density are linked to additional greenspaces.
- Extend an equal quality of protection as afforded to historic resources to her natural resources.
- Encourage coordination and cooperation between local historic/cultural institutions, as well as with special event planners and recreational providers.

Community Facilities and Services

- Work with the County and the School System to address transportation and traffic issues and concerns in a proactive, community-oriented manner.
- Continue successful implementation of water and wastewater long-term plans in compliance with bond agreements and explore opportunities to expand the gas system.
- Provide an equivalent or improved level of public safety and public access to government as the community experiences growth.
- Continue public facilities capital improvements program, completing public safety and administration components.
- Continue to engage and empower public participation in the comprehensive planning process.

Housing

- Improve understanding of housing choices and housing needs within the community.
- Strengthen enforcement of the nuisances, unfit buildings, and demolition-by-neglect ordinances city-wide with particular attention to residential areas and residential properties.
- Catalyze reinvestment and redevelopment of existing neighborhoods experiencing substandard conditions, disinvestment, vacancy and rental encroachment, and vandalism.
- Strengthen existing neighborhoods through encouragement of neighborhood associations, neighborhood watch, neighborhood cleanups, neighborhood identity meetings, etc.
- Encourage housing options addressing the elderly and special needs populations.

Land Use

- Work with the School System to understand mutual obligations regarding service provision and the implications of growth.
- Evaluate zoning ordinances to insure the flexible zoning techniques provide adequate mitigation measures to exercise greater density and mixture of use options.
- Evaluate gateways and entrances to protect and enhance community entrances and scenic viewsheds.

- Consolidate environmental, design, and development ordinances, regulations, and guidelines for ease of use and licensing/permitting processes.
- Determine what type and what level of impact fee might be useful to supplement revenue funds to sustain equivalent levels of service as the community grows.

Intergovernmental Coordination

- Establish semi-annual meeting dates with the County to discuss areas of mutual concerns with limited agendas established by the respective managers.
- Continue to maintain infrastructure and provide reliable wholesale water service to Madison's sister cities – Bostwick, Buckhead, and Rutledge - and communities such as Madison Lakes so that they are not under duress during times of drought.
- Explore opportunities for consolidation of services to improve efficiency not resulting in lower quality of service nor higher costs to Madison residents.

Implementation Program

The Short Term Work Program identifies specific implementation actions the City intends to take during the 2009-2013 time frame of the planning period. This includes any ordinances, administrative systems, community improvements or investments, financing arrangements, or other programs or initiatives to be put into place to implement the plan.

Each project in the Short Term Work Program includes an initiation year and projected completion year, a responsible party and a cost estimate. Also, potential funding sources are identified for each project number. The Short Term Work Program for the City of Madison, 2004 – 2008, with an update on the current status of each project if substantial progress has been made, is presented in Appendix II. Those items not yet accomplished have been moved to the 2009 – 2013 work program. The 2004-2008 STWP adopted by the City of Madison was ambitious, and those items not yet accomplished have been moved to the 2009-2013 work program.

Implementation Plan – 2009-2013 Short Term Work Program (STWP)

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Economic Development 2	Research and pursue ways the County and cities can equitably and efficiently share tax revenues.	2009	2011	\$8,000	City and County, Consultant	General Funds	This item has been moved from the 2004-2009 STWP.
Economic Development 0	Implement new “Chamber Ambassadors” program to improve membership and volunteer service.	2009	2009	\$0	Chamber	N/A	
Economic Development 4	Define the employment requirements and shortfalls within Madison.	2009	2009	\$2,000	Chamber / Economic Development, City	General Funds, Public/Private Partnerships	This item has been moved from the 2004-2009 STWP.
Economic Development 0	Develop a customized business recruitment and evaluation plan for Madison’s Areas for Significant Infill Development, particularly the 83 Industrial Corridor.	2010	2010	\$3,000	Chamber / Econ.Dev., City	General Funds, Public/Private Partnerships	
Economic Development 0	Develop a customized business recruitment strategy for the Madison’s Areas for Significant Infill Development, particularly the creation of a Life Sciences Park.	2010	2010	\$3,000	Chamber / Econ.Dev., City	General Funds, Public/Private Partnerships	
Economic Development 8	Continue joint efforts to locate a facility appropriate for workforce development.	2009	2011	-	Chamber / Econ.Dev., County, City	General Funds, Grants if Available	This item has been moved from the 2004-2009 STWP.
Economic Development 0	Participate in emerging regional marketing opportunities and promote Madison and Morgan County as a destination.	2009	2013	\$2,500 per annum	Chamber / Convention & Visitors Bureau (CVB)	Chamber / CVB Budget	UNDERWAY. The CVB has initiated a 5-year venture in an Antebellum Trail Pilgrimage. Starting in 2009, this three week event from Athens to Macon via Madison promotes the area as a national heritage tourism destination.
Economic Development 0	Develop and install new community entrance and directional signage.	2010	2011	\$9,000	Chamber / CVB, Madison MainStreet	General Funds, Hotel/Motel Tax	
Economic Development 0	Bring periodic specialized training opportunities to the Downtown business community.	2009	2013	\$2,000 per annum	Madison MainStreet, Chamber	General Funds / Registration Fees	UNDERWAY. Through a 2008 Entrepreneur Friendly Implementation Fund (EFIF) Grant, the Chamber will partner with Madison MainStreet to offer the SBDC’s “Maximum Marketing” Program in 2009.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Economic Development 9	Develop and coordinate special event tourism.	2009	2010	\$27,000 (+\$68,000 markers)	Madison MainStreet, Madison Bicentennial Committee, various local organizations	General Funds / Preserve America Grant	UNDERWAY. For 2009, the Madison Bicentennial Celebration has planned a year-long program with cooperative participation. Plans involve a monthly community event along with downtown banners, weekly and quarterly newspaper inserts, a commemorative book, and dedication of a legacy gift. The grant provides for a series of heritage markers and collateral promotional materials. Two new signature community events will be implemented in 2009.
Economic Development 0	Designate and promote Downtown as an Antiques, Cultural Arts, and Entertainment District.	2010	2011	\$2,500	Madison MainStreet, CVB	General Funds	
Economic Development 0	Promote Madison's natural resources (e.g. historic gardens, trails, scented garden, sustainable garden containers) as a tourism product.	2010	2013	\$4,000	Madison MainStreet, CVB	Hotel/Motel Tax	
Economic Development 12	Develop special event programming for effective use of Downtown's new outdoor event facility – Town Park.	2010	2013	\$24,000 per annum	Madison MainStreet, Downtown Development Authority (DDA) of Madison	General Funds / Sponsorships	UNDERWAY. Special event programming for the new outdoor venue for 2009 is tied to the Bicentennial.
Economic Development 0	Plan and implement final two phases of downtown residential infill project.	2009	2009	\$10,000	Planning & Development, DDA of Madison	General Funds	
Economic Development 0	Develop downtown parking strategy, including short-, mid-, and long-term planning options.	2010	2011	N/A	Planning & Development, DDA of Madison	N/A	
Economic Development 0	Develop plan for future downtown infill project.	2011	2013	\$2,000	Planning & Development, DDA of Madison	General Funds	
Economic Development 0	Obtain Urban Renewal Authority status.	2009	2009	\$2,000	Planning & Development	General Funds	
Economic Development 0	Develop and implement revitalization plans for neighborhood commercial centers.	2010	2013	\$18,000	Planning & Development	General Funds	
Natural & Cultural Resources 0	Evaluate Downtown revitalization and preservation program operated by DDA and local non-profit.	2009	2013	\$12,000	Planning & Development, DDA of Madison	Downtown Special Tax District	This item has been moved from the 2004-2009 STWP, previously Natural & Cultural Resources #34.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Natural & Cultural Resources 0	Acquire and protect large areas of undeveloped land that include environmentally sensitive resources riparian areas, tree canopy, wildlife habitat, and significant greenspace and open space assets through donation, easements, etc.	2009	2013	Unknown	City and County, Planning & Development, Consultant	SPLOST, Donated Property, Grants if possible	
Natural & Cultural Resources 5	Develop links between environmentally sensitive resources and connect to a county-wide greenway if possible to provide habitats for native flora and fauna.	2009	2013	Unknown	Planning & Development, Consultants, Madison Greenspace Commission (GSC)	General Funds, Grants, SPLOST	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 3	Adopt a passive park plan for Madison, insuring that all residential areas enjoy an established minimum level of service.	2009	2010	\$8,000	Planning & Development, Consultants, Madison GSC	SPLOST, Donated Property, Grants if possible	UNDERWAY. The Madison Greenspace Commission will be first evaluating properties in underserved areas, properties that are potential donations, and properties that have multiple values in terms of greenspace conservation.
Natural & Cultural Resources 0	Plan and budget for improvements to Washington Park.	2009	2011	\$20,000	Planning & Development, Consultants, Madison GSC	SPLOST, Recreation Funds, Grants if possible	
Natural & Cultural Resources 0	Identify and acquire 5-acre neighborhood parks within underserved areas.	2009	2012	Unknown	Planning & Development, Consultants, Madison GSC	SPLOST, Donated Property, Grants if possible	
Natural & Cultural Resources 0	Develop one component of the trail system, identified to promote good health through passive recreation.	2009	2013	\$4,000	Planning & Development, Consultants, Madison GSC	SPLOST, Donated Labor, Grants if possible	
Natural & Cultural Resources 18	Develop programs and regulations to control exotic, nuisance, or invasive species of wildlife and plants.	2009	2010	\$2,500	Planning & Development, Animal Control, Consultants, GSC	General Funds, State Funds, Grants if Available	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 9	Evaluate existing corridor and gateways for ordinance and guideline revisions.	2009	2009	\$2,000	Planning & Development, Consultants, Corridor Design Commission (CDC)	General Funds	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 9	Develop and implement new designs for gateways.	2010	2013	\$30,000	Planning & Development, Consultants, Corridor Design Commission (CDC)	General Funds	This item has been moved from the 2004-2009 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Natural & Cultural Resources 25	Update regulations to continue to address sign clutter and protect scenic viewsheds and community character.	2009	2009	\$2,000	Planning & Development, Consultants, CDC, HPC	General Funds	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 24	Develop regulations to address outdoor light pollution for all areas.	2010	2010	\$2,000	Planning & Development, Consultants, CDC	General Funds, Grants if Available	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 28	Identify and gain designation for significant historic properties or areas in Madison that are outside of the current historic district boundaries.	2009	2010	\$6,000	Planning & Development, Consultants, GSC, Madison HPC	General Funds, Grants if Available	UNDERWAY. Several areas and sites were identified as part of this process.
Natural & Cultural Resources 0	Identify community landmarks and/or sites with associated acreage, gardens, or agrarian landscapes for additional documentation and preservation measures.	2009	2011	\$4,000	Planning & Development, Consultants, Madison HPC	General Funds, Grants if Available	UNDERWAY. Several areas and sites were identified in the <i>Historic Resource Survey (2008)</i> and the <i>Green Print Addendum (2008)</i> .
Natural & Cultural Resources 32	Quantify the importance of historic preservation and heritage tourism to the County and its municipalities.	2009	2013	\$5,000	Planning & Development, CVB, Consultants, Historic Preservation Commission (HPC)	General Funds, Grants if Available	This item has been moved from the 2004-2009 STWP.
Natural & Cultural Resources 0	Evaluate whether the Heritage Grant Program can be revised to provide incentives for local historic attractions to work cooperatively.	2009	2013	\$24,000 per annum	Planning & Development, Consultants, Madison HPC	Hotel / Motel Tax	
Natural & Cultural Resources 0	Develop educational collateral materials regarding Madison's greenspace assets and opportunities.	2010	2012	\$10,000	Planning & Development, Consultants, Madison GSC	General Funds, Grants if Available	
Community Facilities 3	Extend/improve water service in County and municipalities to ensure fire flows of 550 gpm to meet fire-fighting needs.	2009	2013	Unknown	City, County, Water Department	SPLOST	This item has been moved from the 2004-2009 STWP.
Community Facilities 0	Review service delivery boundaries for water and wastewater service established under HB 489.	2011	2013	N/A	City, County, Water & Wastewater Departments	N/A	
Community Facilities 0	Explore feasibility of expanding gas system to the southeastern part of the County to serve residential and agricultural users.	2011	2013	N/A	Gas Department	N/A	

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Community Facilities 11	Explore disposal options for municipal solid waste other than landfills.	2009	2013	Unknown	City, County, Sanitation Department, NEGA RDC	Grants and Sanitation Funds	This item has been moved from the 2004-2009 STWP.
Community Facilities 10	Promote recycling and waste reduction.	2009	2013	Unknown	Sanitation Department	General Funds	UNDERWAY. Additional incentives are being studied to further incentives residential recycling. This item has been moved to the 2009-2013 STWP.
Community Facilities 0	Install infill sidewalks and address accessibility in a comprehensive and continuous fashion.	2011	2013	Unknown	Street Department	SPLOST	
Community Facilities 0	Install additional neighborhood traffic calming devices.	2011	2013	Unknown	Street Department	General Funds	
Community Facilities 15	Add defibrillators to all police cars in Madison.	2009	2013	Unit Cost	Police Department	General Funds	This item has been moved from the 2004-2009 STWP.
Community Facilities 0	Complete Phase II of the Public Safety Building (Wellington Building) for new facilities for the Police Department.	2009	2010	Unknown	Police Department	General Funds	
Community Facilities 0	Hire another Detective for the Police Department.	2009	2010	\$50,000 per annum	Police Department	General Funds	
Community Facilities 0	Have all supervisors attain 3 rd Level Certification.	2009	2013	N/A	Police Department	General Funds	
Community Facilities 0	Introduce taser technology as a non-lethal option for law enforcement.	2009	2011	\$1,000 a unit	Police Department	General Funds	
Community Facilities 18	Explore adoption of tuition reimbursement program / tuition grant program for use in attracting workers for the County and municipalities, especially the public safety departments.	2010	2011	Unknown	Cities, County, Police & Fire Departments	General Funds	This item has been moved from the 2004-2009 STWP.
Community Facilities 26	Establish a combined training program for all City and municipal law enforcement and emergency response agencies.	2009	2010	\$15,000	Cities, County, Police & Fire Departments	General Funds	UNDERWAY. The Madison Fire and Police Department have worked together in interagency training in such areas as a CPR program and joint Driving Training program.
Community Facilities 21	Complete feasibility study for a second Madison fire station in the southern part of the City.	2009	2010	\$4,000	Fire Department, Consultant	General Funds	UNDERWAY. The Fire Department has hired a consultant to conduct a survey to evaluate opportunities. This item has been moved from the 2004-2009 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Community Facilities 25	Investigate the possibility of establishing a separate full time Fire Marshal position.	2009	2010	\$24,000	Fire Department	General Funds	This item has been moved from the 2004-2009 STWP.
Community Facilities 0	Explore adoption of reimbursement program to enable volunteers to take extended length classes, especially the public safety departments.	2009	2010	\$3,000	Fire Department	General Funds	
Community Facilities 0	Make the part-time paid firefighter position into a full-time position, becoming the Training Officer and Assistant Inspector.	2009	2010	\$20,000 per annum	Fire Department	General Funds	
Community Facilities 0	Explore cooperative effort with County to acquire, store, and staff an aerial device.	2009	2011	Unknown	Fire Department	General Funds	
Community Facilities 0	Complete a disaster preparedness and evacuation plan for Madison's animal population.	2009	2010	Unknown	Animal Control Department	General Funds	
Community Facilities 0	Offer additional public awareness programs (i.e. dog bite prevention class for school system).	2009	2010	Unknown	Animal Control Department	General Funds	
Community Facilities 0	Complete Phase II of renovation of City Hall building.	2009	2013	Unknown	Administration	General Funds, Grants if Available	
Community Facilities 0	Increase online services offered to the community via the website.	2009	2013	\$5,000	Administration, Planning & Development	General Funds	
Community Facilities 0	Continue to utilize monthly newsletter and utility inserts to communicate and educate the public.	2009	2013	\$5,000	Administration, Planning & Development	General Funds	
Community Facilities 0	Digitize all archival records of the Clerk's Office.	2009	2013	Unknown	Administration	General Funds, or Grants if Available	
Community Facilities 0	Refine installation of employee time-clock system for all employees.	2009	2013	Unknown	Administration	General Funds	
Housing 1	Formalize the organizational structure and purpose of Madison AHOC and encourage the ongoing development of high quality housing for households of all income brackets and ages, and those with special needs.	2009	2009	\$1,500	Planning & Development, Madison Affordable Home Ownership Commission (AHOC)	General Funds	UNDERWAY. Ordinance revisions are complete and are to be presented to the City Council in 2009. This item has been moved from the 2004-2009 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Housing 2	Amend ordinances and regulations to provide incentives for an affordable housing component in all new developments – traditional single-family subdivisions, multi-family developments, and planned unit developments.	2010	2012	N/A	Planning & Development, Madison AHOC	General Funds & Grants if Available	This item has been moved from the 2004-2009 STWP.
Housing 0	Amend ordinances and regulations to insure that multi-family development develops in pattern, manner, and pace that reflects the community's sense of place and regional identity, respects the scale of traditional neighborhoods and established pace of development, and locates in areas of adequate infrastructure and transportation alternatives.	2009	2009	N/A	Planning & Development	General Funds	
Housing 0	Strengthen ordinance and regulations to insure that planned unit developments with housing options are allowed alternative mixtures and/or density of land use <u>only</u> in conjunction with preservation of significant natural or cultural resources and efficiency of energy, land, and services.	2009	2009	N/A	Planning & Development	General Funds	
Housing 0	Amend ordinance and regulations to insure that traditional subdivisions with more than 25 units must seek review to insure adequacy of connectivity, greenspace, and infrastructure.	2010	2012	N/A	Planning & Development	General Funds CBDG Funds / Private Funds	
Housing 3	Research and develop plan/program for the construction and/or renovation of identified low- and moderate-income housing options, focusing on Areas of Disinvestment.	2010	2011	\$25,000	Planning & Development, Madison AHOC	General Funds, CBDG Funds / Private Funds	This item has been moved from the 2004-2009 STWP.
Land Use 0	In conjunction with the County and other municipalities, develop existing regulations and ordinances to establish an area adjacent to Madison's limits with shared zoning, design, and service agreements for mutual benefits.	2009	2013	N/A	City, County, Planning & Development, County Planning & Development	N/A	UNDERWAY. Initial city-county meeting followed by staff discussion has focused upon the establishment of a concurrent zoning classification for the "Halo Area." There is still much more work to be done.
Land Use 4	Develop appropriate ordinances requiring aggregation of individual contiguous parcels developed by the same developer so that new development is not able to bypass land use and zoning regulations by separating out smaller parcels exempt from specific regulations.	2009	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 5	Revise as necessary ordinances restricting development and/or requiring the submission of resource protection/management plans before the undertaking of development activities that will significantly disturb areas designated as environmentally sensitive areas.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 6	Review and amend as necessary ordinances to prevent the filling, obstruction or destruction of natural drainage areas.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 9	In conjunction with the County and other municipalities, review and where appropriate strengthen codes and ordinances related to construction and design (design guidelines) in order to preserve the high quality and integrity of the built environment.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 11	Revise regulations and ordinances to require new development to either be located where required infrastructure is in place or bear the costs of providing and any additional infrastructure needed to service the development.	2010	2012	\$10,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Ordinances updates to address transportation and greenspace are currently being forwarded.
Land Use 15	Revise ordinances to require buffering or transitional spaces between adjacent higher and lower intensity land uses.	2009	2012	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. This issue will be addressed in the multi-family and planned unit development updates of 2009.
Land Use 13	Revise regulations to mitigate the effects of empty "big box" commercial buildings.	2011	2013	\$10,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 20	Revise regulations and ordinances to establish parking design standards and appropriate limits on the number of spaces.	2011	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 0	Implement the <i>Major Thoroughfare Plan (2007)</i> with consideration given to the <i>East Georgia Multi-County Transportation Plan (2007)</i> to address transportation and traffic issues in a comprehensive and community-oriented manner.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.
Land Use 16	Revise regulations and ordinances to require when appropriate that all new developments tie into existing adjacent public roadways and be designated to provide access points to all planned public roadways.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.
Land Use 17	Revise regulations and ordinances to allow for reduced street widths and right-of-ways for streets in new developments when the streets are designed with a distributed network (grid system).	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 18	Revise regulations and ordinances to limit the number of access points and curb cuts on major thoroughfares arterials, and major collector roads by requiring new developments provide for shared driveways, larger frontages, frontage roads and other appropriate means in order to maintain efficient traffic flow on the roadways.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.
Land Use 21	Revise regulations and ordinances to establish appropriate setback requirements for new development along roadways that have a high potential of being widened in the future.	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.
Land Use 45	Revise regulations and ordinances to allow or require as appropriate new developments be developed with distributed road networks (grid patterned).	2009	2010	\$2,000	Planning & Development, Consultants	General Funds & Grants if Available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> provided ordinances under consideration for 2009. The Transportation Improvements Committee will guide implementation.
Land Use 30	Implement the <i>Green Print (2003)</i> and the <i>Green Print Addendum (2008)</i> plan as guide for a comprehensive environmental protection program, in the development of and changes to the Land Use Plan and as a factor in analyzing environmental impacts.	2009	2010	N/A	City, Planning & Development, Morgan County Planning Commission (MCPC)	General Funds & Grants if Available	UNDERWAY. The Green Print Plan is considered in all staff reports for zoning actions. There is still more work to be done.
Land Use 22	Work with Georgia Environmental Protection Division to develop "safe yield" data for all hydrologic conditions in the City and to limit withdrawals to established levels.	2011	2013	N/A	Planning & Development, Consultants, EPD Assistance	General Funds & Grants if Available	This item has been moved from the 2004-2009 STWP.
Land Use 23	Revise regulations and ordinances to require that all new developments be engineered so that they hold the first inch of rainfall on site and that storm water runoff at build-out is not greater than that experienced prior to development.	2011	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 24	Revise regulations and ordinances to require that all new developments manage storm water runoff so that contaminants are not introduced into water bodies.	2011	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 25	Revise environmental ordinances as necessary to provide additional protection for wetlands (zero wetlands loss), riparian, and groundwater recharge areas.	2009	2010	\$2,500	Planning & Development, Consultants	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 28	Work towards the goal of permanently protecting more than 20% of the Madison's land area in large areas including natural areas, agrarian landscapes, greenspace/open spaces, and/or parks.	2009	2010	\$2,500	Planning & Development, Consultants, Madison GSC	General Funds, SPLOST, & Grants if available	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 31	Revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of greenspace and conservation of open space in an appropriate manner, such as on-site provision, purchase of development rights, and/or payments to a greenspace fund.	2009	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 29	Develop or revise existing regulations and ordinances to establish minimum percentages of greenspace for higher density growth as areas to be set aside for permanently protected green or open space and available to the public (not necessarily publicly-owned).	2009	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	UNDERWAY. This issue will be addressed in the multi-family and planned unit development updates of 2009.
Land Use 32	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2009	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Natural & Cultural Resources 1 & 2 Land Use 33	Develop implementation plan for the use of innovative land conservation tools and funding sources for greenspace protection.	2009	2010	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 0	Establish a permanent city program for the perpetual management and protection of land set aside for conservation.	2009	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 34	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2009	2013	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	This item has been moved from the 2004-2009 STWP.
Land Use 36	Formally designate important gateways and scenic roads in the city as identified on the Green Print Plan.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 37	Develop or revise existing regulations and ordinances to protect view sheds along important corridors and gateways to the city as identified in the Green Print Plan.	2010	2011	\$2,000	Planning & Development, Consultants, Madison CDC	N/A	This item has been moved from the 2004-2009 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 38	Develop incentives to encourage those who wish to permanently protect view sheds along scenic roads.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	This item has been moved from the 2004-2009 STWP.
Land Use 41	Explore the adoption of appropriate setbacks and vegetative buffers for timber harvesting and other land intensive agricultural practices.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	This item has been moved from the 2004-2009 STWP.
Land Use 42	Work to establish links between the important greenspaces in Madison and with the County.	2010	2011	\$2,000	Planning & Development, Consultants, Madison GSC	Planning & Development, Consultants, Madison GSC	This item has been moved from the 2004-2009 STWP.
Land Use 43	Revise existing regulations and ordinances to prevent clear-cutting prior to development and require the retention of certain types and /or quantities of trees and specify appropriate canopy levels of either existing or planned trees at the completion of the project.	2010	2011	\$2,000	Planning & Development, Consultants, Madison GSC	Planning & Development, Consultants, Madison GSC	This item has been moved from the 2004-2009 STWP.
Land Use 44	Revise existing regulations and ordinances to ensure that whenever reasonable possible developments link their conservation lands to those protected green or open spaces adjacent to the development.	2010	2011	\$2,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	This item has been moved from the 2004-2009 STWP.
Land Use 0	Evaluate environmental, design, and development ordinances to remove conflicts, make user-friendly revisions, consolidate where possible, and insure implementation of greenspace objectives.	2010	2011	\$2,500	Planning & Development, Consultants, Madison GSC	General Funds	
Land Use 0	Initiate a lot build out analysis to determine the number of existing buildable sites for residential and non-residential development in Madison.	2010	2011	\$5,000	Planning & Development, Consultants	General Funds	
Land Use 30	Examine the feasibility of developing a city program to hold conservation easements on private property in Madison.	2009	2013	\$10,000	County Planning Staff/ Elected Officials/ County Attorney/ Consultants	General Funds/ Grants if Available	

Long Term and Ongoing Activities

Comprehensive Planning and Community Development. As noted throughout the plan, Madison benefits from active citizen participation and volunteerism. Individual focus therefore is brought to bear on numerous specific areas needing special attention throughout the year, and citizen investment assists implementation and cross-pollination of comprehensive planning and community development objectives. Several items related to these civic boards have been removed from the Short Term Work Plan and articulated below because of City's long-term commitment to these efforts. Listed below are standardized measures and objectives for most if not all of the civic boards.

- Public service appointments are made by the Mayor and City Council following solicitation in the legal organ and completion of a Public Service Application. Active recruitment of minority participation and pertinent professional expertise as necessary is a priority.
- Appointees are subject to the same Code of Ethics applied to the Mayor and City Council. Most long-term boards (not short-term committees or work groups) also have ordinances which outline their roles and responsibilities and parameters for operation.
- Boards are supplied professional staff support, a minimum operational budget, educational training and literature, webpages as desired, inclusion in the community newsletters, etc. Boards serve without compensation (with the exception of the Morgan County Planning Commission) and fall under the City's umbrella insurance policy.
- Boards develop an annual work plan, often selecting and supplementing items from the Short Term Work Plan, based on the goals and objectives outlined in the *Comprehensive Plan (2004)*. Most boards engage in an annual or bi-annual retreat to gauge and review their progress.
- Boards are responsible for earning and maintaining the community's specific designation (i.e. HPC – Certified Local Government, GSC – Tree City USA, MainStreet Advisory Board – National Main Street Certification, etc.)
- Boards are responsible for most on-going programs. A sampling of those programs are denoted below:
 - Historic Preservation Commission – example: Ice Cream Social & Preservation Awards (annual heritage awareness event during Preservation Month)
 - Greenspace Commission – example: Ricketts T.R.E.E. Program (annual matching grant program for planting canopy trees on private property)
 - Downtown Development Authority – example: Downtown Façade Grant Program (on-going matching grant program for façade improvements and investment)
 - Cemetery Stewardship Commission – example: Monument Stabilization Initiative (on-going monument repair and maintenance in the historic cemetery)

- Main Street Advisory Board – example: Annual Volunteer Appreciation Event
(annual dinner to honor community volunteers and award ceremony)

Appendix I: Quality Community Objectives Assessment

In 1999, the Board of the Department of Community Affairs adopted the Quality Community Objectives (QCOs) as a statement of the development patterns and options that will help Georgia preserve her unique cultural, natural and historic resources while looking to the future and developing to her fullest potential. The Office of Planning and Quality Growth has created the Quality Community Objectives Assessment to assist local governments in evaluating their progress toward sustainable livable communities.

This assessment is meant to give the community an idea of how it is progressing toward reaching these objectives set by the Department, but no community will be judged on progress. The assessment is a tool for use at the beginning of the comprehensive planning process, much like a demographic analysis or a land use map, showing a community “you are here.” Each of the fifteen QCOs has a set of yes/no questions, with additional space available for assessors’ comments. The questions focus on local ordinances, policies and organizational strategies intended to create and expand quality growth principles.

A majority of “yes” answers for an objective may indicate that the community has in place many of the governmental options for managing development patterns. “No’s” may illuminate the need to focus planning and implementation efforts for those governments seeking to achieve these Quality Community Objectives.

This initial assessment is meant to provide an overall view of the community’s policies, not an in-depth analysis. There are no right or wrong answers to this assessment. Its merit lies in completion of the document and the ensuing discussions regarding future development patterns as governments undergo the comprehensive planning process.

Should a community decide to pursue a particular objective, it may consider a “yes” to each statement a benchmark toward achievement. Please be aware, however, that this assessment is an initial step. Local governments striving for excellence in quality growth may consider additional measures to meet local goals.

This assessment was completed by Madison Planning and Development Department and the City of Madison Mayor and Council.

Development Patterns			
Traditional Neighborhoods			
Traditional neighborhood development patterns should be encouraged, including use of more human scale development, compact development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.			
Statement	Yes	No	Comments
1. If we have a zoning code, it does not separate commercial, residential and retail uses in every district.	X		Madison actively encourages mixing of uses by: 1) defining districts where such is permitted by right (i.e. Downtown Business District), 2) approving planned units developments, and 3) accommodating an increasing array of home occupations.
2. Our community has ordinances in place that allow neo-traditional development "by right" so that developers do not have to go through a long variance process.		X	Madison's citizens prefer a higher degree of input, thus all planned unit developments go through the established zoning process to be heard by the joint Morgan County Planning Commission.
3. We have a street tree ordinance that requires new development to plant shade-bearing trees appropriate to our climate.	X		The Madison CDC reviews new development and insures the planting of canopy street trees, as well as on-site shade coverage for all parking lots.
4. Our community has an organized tree-planting campaign in public areas that will make walking more comfortable in the summer.	X		Madison has been a Tree City USA for 19 years. The Madison GSC oversees two planting initiatives: a public rights-of-way program and a matching grant program for planting on private property.
5. We have a program to keep our public areas (commercial, retail districts, parks) clean and safe.	X		In addition to normal maintenance, the Madison Landscape Department provides regular sidewalk cleaning and public trashcans in Downtown Madison. The Madison MSAB also coordinates a Spring Clean community effort. The Madison Police Department has implemented a Community Policing Initiative and assists with Neighborhood Watch programs.
6. Our community maintains its sidewalks and vegetation well so that walking is an option some would choose.	X		
7. In some areas several errands can be made on foot, if so desired.	X		
8. Some of our children can and do walk to school safely.	X		
9. Some of our children can and do bike to school safely.	X		
10. Schools are located in or near neighborhoods in our community.	X		All Morgan County School System schools are currently located inside of the city limits.
Infill Development			
Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.			
Statement	Yes	No	Comments
1. Our community has an inventory of vacant sites and buildings that are available for redevelopment and/ or infill development.	X		The Madison Planning & Development maintains a list to assist the Main Street Office with backfill of downtown occupancies and to assist the Chamber of Commerce with economic development for the city.
2. Our community is actively working to promote brownfield redevelopment.	X		
3. Our community is actively working to promote greyfield redevelopment.		X	

4. We have areas of our community that are planned for nodal development (compacted near intersections rather than spread along a major road).	X		Two areas of older linear development are planned for nodal redevelopment in conjunction with future transportation improvements.
5. Our community allows small lot development (5,000 square feet or less) for some uses.	X		Such lots are primarily located in the Downtown Business District and Neighborhood Commercial Districts.
Sense of Place			
Traditional downtown areas should be maintained as the focal point of the community, or for newer areas where this is not possible, the development activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing and entertainment.			
Statement	Yes	No	Comment
1. If someone dropped from the sky into our community, he or she would know immediately where he or she was, based on our distinct characteristics.	X		Madison works diligently to preserve its small town character while accommodating modernity and growth.
2. We have delineated the areas of our community that are important to our history and heritage, and have taken steps to protect those areas.	X		Madison has been a Certified Local Government for 20 years. The Madison HPC ensures protection through local designation, sensitive change through design review, and minimum maintenance through periodic evaluation.
3. We have ordinances to regulate the aesthetics of development in our highly visible areas.	X		Madison has adopted aesthetic regulation for both historic areas and new construction areas and such is implemented by citizen review boards – the Madison HPC and Madison CDC respectively.
4. We have ordinances to regulate the size and type of signage in our community.	X		
5. We offer a development guidebook that illustrates the type of new development we want in our community.	X		Madison has developed standards for review and illustrated guidelines for modifications to existing properties, infill construction, and new development.
6. If applicable, our community has a plan to protect designated farmland.	n/a		
Transportation Alternatives			
Alternatives to Transportation by automobile, including mass transit, bicycle routes, and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.			
Statement	Yes	No	Comments
1. We have public transportation in our community.	X		County served by 5311 Program through NEGRDC.
2. We require that new development connect with existing development through a street network, not a single entry/ exit.	X		
3. We have a good network of sidewalks to allow people to walk to a variety of destinations.	X		Madison has an established public sidewalk system, particularly in the historic neighborhoods and near schools.
4. We have a sidewalk ordinance in our community that requires all new developments to provide user-friendly sidewalks.	X		
5. We require that newly built sidewalks connect to existing sidewalks wherever possible.	X		
6. We have a plan for bicycle routes through our community.	X		Multi-modal opportunities were identified and prioritized in the <i>Major Thoroughfare Plan (2007)</i> .
7. We allow commercial and retail development to share parking areas wherever possible.	X		The Madison CDC encourages shared parking and shared access as well as congregate stormwater detention.

Regional Identity			
Each region should promote and preserve a regional “identity,” or regional sense of place, defined in terms of traditional architecture, common economic linkages that bind the region together, or other shared characteristics.			
Statement	Yes	No	Comments
1. Our community is characteristic of the region in terms of architectural styles and heritage.	X		Madison’s architectural heritage – and the recognition, protection, and investment into such – has led to an extremely high quality of life, stable tax base, and the growth of tourism as Madison’s #1 industry.
2. Our community is connected to the surrounding region for economic livelihood through businesses that process local agricultural products.	X		Madison has an anchor, 100+-year-old business in the heart of the community that continues to serve the County’s #1 industry - agriculture. Downtown Madison also includes a fresh market drawing from local and regional agricultural producers.
3. Our community encourages businesses that create products that draw on our regional heritage (mountain, agricultural, metropolitan, coastal, etc).	X		Madison Main Street actively encourages businesses – particularly accommodations, arts, antiques, attractions, and eateries – which appeal to the heritage traveler coming to experience vestiges of the Old South and small town America.
4. Our community participates in the Georgia Department of Economic Development’s regional tourism partnership.	X		Madison Main Street and the Chamber/CVB ensure that Madison participates in 6 regional trails and the regional marketing alliance – Georgia’s Lake Country.
5. Our community promotes tourism opportunities based on the unique characteristics of our region.	X		
6. Our community contributes to the region and draws from the region, as a source of local culture, commerce, entertainment and education.	X		The Madison DDA has completed two award-winning downtown projects and is well underway with a third – Town Park, a new outdoor events facility.
Resource Conservation			
Heritage Preservation			
The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community’s character.			
Statement	Yes	No	Comments
1. We have designated historic districts in our community.	X		The Madison Historic District (nationally recognized ‘74 and locally designated ‘89) is protected through the ongoing efforts of the Madison HPC. Non-contiguous historic properties are designated individually.
2. We have an active historic preservation commission.	X		The Madison HPC has been active since its establishment in 1987. The Historic Preservation Ordinance, adopted in 1988, was most recently updated in 1998 to incorporate minimum maintenance standards (to prevent demolition-by-neglect).
3. We want new development to complement our historic development, and we have ordinances in place to ensure this.	X		Since 1999, approximately 50 residences, 30 lofts, and 250,000+ sq.ft. of commercial space have been approved for sensitive infill in the district.
Open Space Preservation			
New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/ wildlife corridors. Compact development ordinances are one way of encouraging this type of open space preservation.			
Statement	Yes	No	Comments
1. Our community has a greenspace plan.	X		The Madison GSC sponsored a <i>Green Print Addendum (2008)</i> to complete the <i>Green Print Plan (2003)</i> .
2. Our community is actively preserving greenspace, either through direct purchase or by encouraging set-asides in new development.	X		Madison has accepted two land donations to date: one for preservation and one for park development. All three of the most recent subdivisions approved include either conservation areas, pocket parks, or both.

3. We have a local land conservation program, or we work with state or national land conservation programs, to preserve environmentally important areas in our community.	X		There is an active private land conservation partner – the Madison-Morgan Conservancy - that works with the Georgia Conservancy and others to hold conservation easements on properties in Madison.
4. We have a conservation subdivision ordinance for residential development that is widely used and protects open space in perpetuity.	X		The planned unit development ordinance provision provides for alternative land use development in tandem with greenspace and openspace planning.
Environmental Protection			
Environmentally sensitive areas should be protected from negative impacts of development, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.			
Statement	Yes	No	Comments
1. Our community has a comprehensive natural resource inventory.	X		In addition to the recent <i>Green Print Addendum (2008)</i> , Madison also has a <i>Tree Inventory (2004)</i> for public properties and rights-of-way.
2. We use this resource inventory to steer development away from environmentally sensitive areas.	X		
3. We have identified our defining natural resources and taken steps to protect them.	X		
4. Our community has passed the necessary “Part V” environmental ordinances and we enforce them.	X		
5. Our community has a tree preservation ordinance which is actively enforced.	X		The Madison GSC has proposed revisions to strengthen the tree preservation ordinance.
6. Our community has a tree-replanting ordinance for new development.	X		
7. We are using stormwater best management practices for all new development.	X		Madison has also adopted limits for impervious surfaces for <u>all</u> residential, commercial, and industrial properties.
8. We have land use measures that will protect the natural resources in our community (steep slope regulations, floodplain or marsh protection, etc).	X		
Social and Economic Development			
Growth Preparedness			
Each community should identify and put in place the pre-requisites for the type of growth it seeks to achieve. These might include infrastructure (roads, water, sewer) to support new growth, appropriate training for the workforce, ordinances and regulations to manage growth as desired, or leadership capable of responding to growth opportunities and managing new growth when it occurs.			
Statement	Yes	No	Comments
1. We have population projections for the next 20 years that we refer to when making infrastructure decisions.	X		
2. Our local governments, the local school board, and other decision-making entities use the same population projections.	X		
3. Our elected officials understand the land-development process in our community.	X		
4. We have reviewed our development regulations and/or zoning code recently, and believe that our ordinances will help us achieve our QCO goals.	X		
5. We have a Capital Improvements Program that supports current and future growth.	X		Madison has forwarded a new <i>CIE (2009)</i> for review by the NEGA RDC as part of its <i>Impact Fee Study (2008)</i> .
6. We have designated areas of our community where we would like to see growth, and these areas are based on a natural resources inventory of our community.	X		
7. We have clearly understandable guidelines for new development.	X		

8. We have a citizen-education campaign to allow all interested parties to learn about development processes in our community.	X		Madison has an established array of civic boards, which meet regularly and are open to the public, as a permanent and continuous method of garnering citizen input and investment into local comprehensive planning and community development. Madison Planning & Development also holds at least two open houses per year on Saturdays to be more accessible to the working public.
9. We have procedures in place that make it easy for the public to stay informed about land use issues, zoning decisions, and proposed new development.	X		Madison has a monthly newsletter distributed to 4000 utility households as well as staff-maintained website (updates underway now).
10. We have a public-awareness element in our comprehensive planning process.	X		

Appropriate Businesses
The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, long-term sustainability, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.

Statement	Yes	No	Comments
1. Our economic development organization has considered our community's strengths, assets and weaknesses, and has created a business development strategy based on them.	X		
2. Our economic development organization has considered the types of businesses already in our community, and has a plan to recruit businesses and/or industries that will be compatible.	X		
3. We recruit firms that provide or create sustainable products.		X	
4. We have a diverse jobs base, so that one employer leaving would not cripple our economy.	X		Madison citizens have recognized this characteristic, articulated a desire to continue to recruit diverse and clean small-scale companies, and expressed such through the comprehensive planning process.

Employment Options
A range of job types should be provided in each community to meet the diverse needs of the local workforce.

Statement	Yes	No	Comments
1. Our economic development program has an entrepreneur support program.	X		
2. Our community has jobs for skilled labor.	X		
3. Our community has jobs for unskilled labor.	X		
4. Our community has professional and managerial jobs.	X		

Housing Choices
A range of housing size, cost, and density should be provided in each community to make it possible for all who work in the community to also live in the community (thereby reducing commuting distances), to promote a mixture of income and age groups in each community, and to provide a range of housing choice to meet market demands.

Statement	Yes	No	Comments
1. Our community allows accessory units like garage apartments or mother-in-law units.	X		
2. People who work in our community can afford to live in our community.	X		
3. Our community has enough housing for each income level (low, moderate and above-average).	X		Although a need for more low and moderate housing has been articulated, single-family options have not been abundant, high quality, nor sustainable. The Madison AHOC organized to foster assistance to prospective homeowners regarding the mechanics of home acquisition and ownership.

4. We encourage new residential development to follow the pattern of our original town, continuing the existing street design and maintaining small setbacks.	X		
5. We have options available for loft living, downtown living, or “neo-traditional” development.	X		
6. We have vacant and developable land available for multi-family housing.	X		
7. We allow multi-family housing to be developed in our community.	X		Multi-family regulations are currently under evaluation and revision.
8. We support community development corporations that build housing for lower income households.	X		Madison supported rezoning action by an out-of-state religious institution creating a HUD-supported 60-unit multi-family development. Madison also has two excellent public housing facilities operated by an out-of-town authority.
9. We have housing programs that focus on households with special needs.		X	
10. We allow small houses built on small lots (less than 5,000 square feet) in appropriate areas.	X		The Madison DDA completed as a model a 7-unit infill project, receiving statewide recognition from GDA and GPA. Madison also approved a 33-unit redevelopment project replacing a former mobile home park.

Education Opportunities

Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.

Statement	Yes	No	Comments
1. Our community provides workforce training options for its citizens.	X		
2. Our workforce training programs provide citizens with skills for jobs that are available in our community.	X		
3. Our community has higher education opportunities, or is close to a community that does.	X		
4. Our community has job opportunities for college graduates, so that our children may live and work here if they choose.	X		

Governmental Relations

Regional Solutions

Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.

Statement	Yes	No	Comments
1. We participate in regional economic development organizations.	X		
2. We participate in regional environmental organizations and initiatives, especially regarding water quality and quantity issues.	X		
3. We work with other local governments to provide or share appropriate services, such as public transit, libraries, special education, tourism, parks and recreation, emergency response, E-911, homeland security, etc.	X		
4. Our community thinks regionally, especially in terms of issues like land use, transportation and housing, understanding that these go beyond local government borders.	X		

Regional Cooperation

Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources or development of a transportation network.

Statement	Yes	No	Comments
1. We plan jointly with our cities and county for comprehensive planning purposes.	X		
2. We are satisfied with our Service Delivery Strategy.	X		
3. We initiate contact with other local governments and institutions in our region in order to find solutions to common problems or to craft region-wide strategies.	X		
4. We meet regularly with neighboring jurisdictions to maintain contact, build connections, and discuss issues of general concern.	X		

Appendix II: List of Accomplishments – 2004-2009 Short Term Work Program (STWP)

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Economic Development 1	Continue and expand the "Entrepreneurial Academy" Program.	Ongoing	Ongoing	\$1,000	Chamber of Commerce / Economic Development Director	\$125 Registration fee from students	COMPLETED. In 2008, Morgan County became an "Entrepreneurial Friendly" Community. Biennially, the Chamber sponsors a Small Business Success Academy. This item has been moved to Ongoing Commitments.
Economic Development 2	Research and pursue ways the County and cities can equitably and efficiently share service provision and tax revenues.	2004	Ongoing	N/A	Consultant	General Funds and/ or Grants if Available	POSTPONED. Effective 2007, all local governments receive a portion of Special Purpose Local Option Sales Tax proceeds. An equity and efficiency study of such has not been completed. This item has been moved to the 2009-2013 STWP. For service provision, see Community Facilities.
Economic Development 3	In conjunction with the County and other municipalities, develop a business recruitment and evaluation plan for Morgan County.	2004	2005	\$20,000	Consultant, Chamber of Commerce w/input from county and municipal officials, business leaders, citizens	General Funds and/or Grants if Available	UNDERWAY. In 2005, a <i>Community Assessment Study</i> was completed and many resulting recommendations addressed. In 2006, the Chamber created an Economic Development Director position. In 2008, a complete inventory of industrial site and property was provided for SelectGA.com. There is more work to be done regarding plan development and marketing. This item has been moved to the 2009-2013 STWP.
Economic Development 4	Research and define the employment requirements and shortfalls within the Madison.	2004	2005	\$20,000	Consultant	General Funds and Grants if Available	UNDERWAY. In 2005, the Planning Department inventoried local employers. The ED Director has conducted a survey of local employers. There is more work to be done regarding a final update and summary report. In 2008, the community received certification from Georgia's Work-Ready Program. This item has been moved to the 2009-2013 STWP.
Economic Development 5	Streamline the processes for obtaining all necessary permits for new businesses in Madison.	2004	2005 w/ongoing review	N/A	City Permitting Staff	N/A	COMPLETED. In 2007, Madison created a Business Service Specialist position within the primary permitting office of the city to provide first contact and to serve as an information clearinghouse regarding licenses and permits for new businesses.
Economic Development 6	Implement the recently adopted Freeport Tax exemption.	2004	ongoing	N/A	City Staff	N/A	COMPLETED. As of 2008, the Freeport Tax exemption percentages are maximized.
Economic Development 7	Develop a "Welcome Packet" for new businesses to parallel "Welcome Packet" for new residents.	2004	2004	\$1,000	Madison Planning & Community Development	General Funds and Grants if Available	COMPLETED. Madison's Business Service Specialist distributes a packet to new businesses – a general one and one specialized for Downtown users by Madison Main Street. The CVB also provides a "Welcome Packet" to new businesses.

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Economic Development 8	Develop a facility appropriate for small conferences and for post high school job training during the day.	2004	2007	-	County / Cities	General Funds and/or Grants if Available	POSTPONED. As of 2005, Madison has a private, small conference and events facility; however, it lacks the sufficient equipment, storage, and parking normally associated with conference facilities to be able to do dual service with ongoing training. The ED Director, City, and County officials have formed a committee to continue to work with DeKalb Tech to facilitate the placement of an adult-learning site. There is more work to be done regarding workforce development. This item has been moved to the 2009-2013 STWP.
Economic Development 9	Develop and promote special event tourism –e.g. centennials, bicentennials, tournaments, art shows and promote Madison and Morgan County as a destination.	2004	Ongoing	\$30,000	County/ Municipal Development, Morgan/ Madison Chamber of Commerce, Visitor's Bureau, Madison Main Street	Hotel / Motel Tax	UNDERWAY. Madison and the Chamber continue to administer a joint marketing budget set aside for marketing the community as a destination. In 2008, Madison developed a new cooperative logo to coordinate imaging and for use by promotion partners – the Chamber, City, and Madison Main Street each having a coordinated but customized image. There is more work to be done regarding special event programming for the outdoor venue. This item has been moved to the 2009-2013 STWP.
Economic Development 10	Expand "Georgia's Lake Country" marketing program.	2005	2006	\$5,000	Chamber of Commerce / Visitor's Bureau	Hotel/Motel Tax	COMPLETED. The GLC marketing committee meets regularly, actively pursues opportunities to market the program at travel shows, publish maps and brochures, and complete signage installation on state highways at the County lines.
Economic Development /Community Facilities 11	Work together with the county and other municipalities to develop a Countywide transportation plan. (also applies to Community Facilities)	2004	2005 and ongoing updates	\$75,000	City and County staff and Consultant	General Funds and Grants if Available	COMPLETED. See Community Facilities.
Economic Development 12	Develop a public venue in Madison for tourism and local festivals and events.	2004	2006	\$500,000	Madison Main Street and Downtown Development Authority	General Funds	NEARLY COMPLETED. Madison Town Park's new estimated completion date is late Spring 2009. Led by the DDA of Madison, this public-private venture has garnered nearly \$2 million in private donations and served as a catalyst for tax base improvements – approximately 2 million to 22 million in four years. Nearing completion, this item has been not been moved to the 2009-2013 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Economic Development 13	Develop plans for the construction of a speculative building for commercial use in Downtown Madison.	2004	2005	Unknown	Downtown Development Authority	City of Madison and public/private partnerships	COMPLETED. In 2004-05, the DDA of Madison designed a plan and secured a developer for a new mixed use facility and a parking lot adjacent to Town Park. Of the 35,000 sq.ft. structure, nearly 20,000 sq.ft. is commercial and currently occupied.
Economic Development 14	Maintain Madison's National and Georgia Main Street Certifications.	2004	Ongoing	N/A	Madison Main Street	General Funds	COMPLETED. Madison MainStreet has been a certified Main Street Community since 1984. In 2008, the MainStreet Director and the DDA Executive Director received professional certification from GDA; Madison was the only community in the state with two certifications. This item has been moved to Ongoing Commitments.
Economic Development 15	Support Downtown Madison's Main Street Program and foster an active citizen Main Street Advisory Board with programs, events, and promotions.	2004	Ongoing	N/A	Madison Main Street	General Funds	COMPLETED. Madison independently funds the Madison Main Street program and the MS Director. The MainStreet Advisory Board meets regularly and provides support for events, marketing, volunteer management, and educational programming. This item has been moved to Ongoing Commitments.
Economic Development 16	Reevaluate current Main Street Programs and create one new signature Downtown event.	2005	2005	N/A	Madison Main Street	General Funds	COMPLETED. Madison MainStreet has planned a new anchor summer event utilizing the new outdoor event venue. In tandem with its anchor spring event, MS is also partnering to create a new cooperative City-County event.
Natural & Cultural Resources 1	Work with the County and other local governments to research and develop implementation plans for the use of innovative land conservation tools e.g. conservation subdivisions, transfer of development rights, conservation easements, wetlands banks.	2004	2005 and ongoing updates	\$100,000	Consultant and/or local City/County staff and/or local Environmental Organizations	General Funds and Grants if Available	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to provide a baseline for such policy development. There is more work to be done regarding preference, impact, and implementation of such conservation tools. This item has been moved to the 2009-2013 STWP.
Natural & Cultural Resources 2	Identify and pursue funding sources for protection of green and open space, viewsapes, greenways/corridors, and gateways.	2004	Ongoing	Unlimited	County/City Staff	Grants/State Funds/Donations	COMPLETED. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> included these resources as a baseline for policy development and implementation plans.
Natural & Cultural Resources 3	Develop a system of passive recreation parks throughout the County and its cities. (also Community Facilities)	2004	Ongoing	Unknown	County/City Staff	Local Funds, Donated Land, Grants	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> included these resources as a baseline for policy development and implementation plans. There is more work to be done in terms of planning and acquisition. This item has been moved to the 2009-2013 STWP.

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Natural & Cultural Resources 4	Work with County and other local governments to formally designate important corridors within and gateways to the County as identified in the Green Print Plan. Develop and adopt standards and guidelines for setbacks, landscaping, tree removal, curb cuts, etc. (also applies to Land Use)	2004	2006	\$20,000	County Planning Staff / Consultant / Morgan County Conservancy	Local, Grants, Donated Labor	COMPLETED. Madison identified corridors and gateways for protection in 1997 and created a design overlay district in 1998. Madison also approached the County regarding a joint board for administration of such standards and shared its corridor regulations with the County.
Natural & Cultural Resources 5	Work with the County and other local governments to develop a Countywide greenway to link important greenspaces in the county and provide habitats for native flora and fauna.	2005	Ongoing	Unknown	County/City Staff and Citizens and Citizen Organizations	Local Funds, Grants, Donated Labor	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> included these resources as a baseline for policy development and implementation plans. There is still more work to be done regarding linking with the County; moved to the 2009-2013 STWP.
Natural & Cultural Resources 6	Work with the County and other local governments to protect and increase the level of tree cover in Morgan County through continuation of tree planting programs and the development of appropriate ordinances.	2004	Ongoing	\$2,000 +/- for ordinance (s)	Municipal and County Staff, Individual Citizens, Morgan County Conservancy, Consultant	Local Funds, State Funds, Grants	COMPLETED. Madison has been a certified Tree City USA for the past 19 years, will be celebrating its 20 th anniversary as part of the Bicentennial, and is committed to maintaining its certified status annually by incorporating minimum standards for a community forestry program in the GSC Work Plan. This item has been moved to Ongoing Commitments.
Natural & Cultural Resources 7	Educate citizen boards for the protection of green and open space, viewsapes, and gateways.	2004	Ongoing	N/A	County/City Staff, Madison Greenspace and Corridor Design Commissions and Morgan County Conservancy	N/A	COMPLETED. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> included education of the citizen boards and public-at-large.
Natural & Cultural Resources 8	Conduct tree inventory of Madison's public properties.	2004	2005	\$40,000	Madison Greenspace Commission	Grant	COMPLETED. In 2005, Madison completed a citywide U&CF grant-funded <i>Tree Inventory</i> . The City also completed an inventory of all public properties as part of its <i>Impact Fee Study (2008)</i> .
Natural & Cultural Resources 9	Maintain diverse and active citizens Corridor Design Commission, implement new gateway design and develop guidelines for remaining city corridors.	2004	2005 and Ongoing	N/A	City Staff and Madison Corridor Design Commission	City Staff and Madison Corridor Design Commission	UNDERWAY. Since 1998, Madison has had a Corridor Design Commission, which meets monthly and updates guidelines as necessary. There is still more work to be done regarding gateway design and implementation. This item has been moved to the 2009-2013 STWP.

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Natural & Cultural Resources 10	Develop and adopt regulations that promote conservation of water.	2005	2006	N/A	City Water Service Staff	N/A	COMPLETED. When our region was designated as a Level 4 Drought Area, Madison encouraged water conservation through a number of measures, e.g. series of flyers, announcements, and education. Although Madison has a judicious water supply, conservation was requisite during this period of crisis for our neighbors.
Natural & Cultural Resources 11	Research the ramifications of water importing for accelerating or limiting development within the City.	2005	2006	N/A	City Water Service and Planning Staff	General Funds	NOT APPLICABLE. Madison has adequate facilities to serve its jurisdiction and the agreed upon service delivery area.
Natural & Cultural Resources 12	Amend zoning ordinance to limit development in areas of the City that are defined as "water short."	2005	2005	\$1,000	City Staff/Consultant	General Funds	NOT APPLICABLE. Madison has adequate facilities to serve its jurisdiction and the agreed upon service delivery area. However, the City has applied low-density zoning to areas where there is limited wastewater treatment capacity and a need to protect watersheds.
Natural & Cultural Resources 13	Coordinate with the governmental entities in neighboring counties to develop protection plans to ensure that water quality is consistent regardless of jurisdiction.	2004	Ongoing	\$5,000	County/City Staff and NEGRDC Staff Assistance	General Funds, State Funds, and Grants if Available	NOT APPLICABLE. Morgan County administers city environmental protection programs related to soil erosion and sediment control, groundwater recharge area, water supply watershed, wetlands, and floodplains.
Natural & Cultural Resources 14	Continue participation in the Federal Flood Insurance Program.	2004	Ongoing	N/A	City Staff	N/A	NOT APPLICABLE. Morgan County administers city environmental protection programs related to soil erosion and sediment control, groundwater recharge area, water supply watershed, wetlands, and floodplains.
Natural & Cultural Resources 15	Explore participation in Water First, Adopt-A-Watershed, the Georgia SWAP and similar programs.	2004	2004	N/A	County/City Staff	N/A	NOT APPLICABLE. Morgan County administers city environmental protection programs related to soil erosion and sediment control, groundwater recharge area, water supply watershed, wetlands, and floodplains.
Natural & Cultural Resources 16	Explore the need for a County-wide water authority or advisory board with representation from each city as well as the county as a whole.	2004	2005	\$10,000	County/City Staff and/or Consultant	General Funds, State Funds and Grants if available	NOT APPLICABLE. Madison has adequate facilities to serve its jurisdiction and the agreed upon service delivery area.
Natural & Cultural Resources 17	Identify and develop measures to protect important wildlife corridors in Morgan County.	2004	2006	\$3,000	County/City Staff with Assistance from GA DNR	General Funds, State Funds, and Grants if available	DUPLICATION. See Natural & Cultural Resources #5.

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Natural & Cultural Resources 18	Develop programs for the control of exotic, nuisance, or invasive species of wild life and plants.	2005	2005	\$2,500	County/City Staff and Animal Control	General Funds, State Funds, and Grants if available	POSTPONED. This item has been moved to the 2009-2013 STWP.
Natural & Cultural Resources 19	Maintain Madison's status as a bird sanctuary.	2005	2005	N/A	City Staff	N/A	COMPLETED. Madison has been a bird sanctuary since 1982. This item has been moved to Ongoing Commitments.
Natural & Cultural Resources 20	Work with the County and other municipalities to adopt countywide performance standards for nuisance industries and air quality.	2004	2005	\$2,000	City Planning Staff/County Planning Department/ Consultant	General Funds	NOT APPLICABLE. Madison has minimum performance standards for industries and businesses.
Natural & Cultural Resources 21	Review regulations related to open burning and limiting the size of controlled burns.	2005	2008	N/A	City Staff	N/A	NOT APPLICABLE. Madison has open burning regulations as enforced by the resident Fire Marshal.
Natural & Cultural Resources 22	Work with the County and other cities to adopt a countywide noise ordinance setting noise level limits for residential, commercial, and industrial areas.	2005	2008	\$2,000	City Planning Staff/County Planning Department/ Consultant	General Funds and Grants if available	NOT APPLICABLE. Madison has minimum noise level limits.
Natural & Cultural Resources 23	Work with the County and other municipalities to develop a permitting system for periodic special events with noise levels in excess of what is normally allowed.	2005	2008	N/A	City Planning Staff / County Planning Department	N/A	NOT APPLICABLE. Madison has minimum noise level limits with limited exceptions for periodic special events.
Natural & Cultural Resources 24	Work with the County and other cities to develop and adopt outdoor lighting regulations.	2005	2008	\$2,000	City Planning Staff/County Planning Department/ Consultant	General Funds and Grants if Available	UNDERWAY. The Corridor Design Commission requires night sky protection fixtures in all commercial and industrial developments. There is more work to be done to address residential developments and implement a citywide policy. This item has been moved to the 2009-2013 STWP.
Natural & Cultural Resources 25	Work with the County and other cities to review and modify as necessary sign ordinances.	2005	Ongoing	\$3,000	City Planning Staff/County Planning Department/ Consultants	General Funds and Grants if Available	UNDERWAY. Madison has a comprehensive sign ordinance and signs are also reviewed by the assigned design review board. Sign updates are in progress. There is still more work to be done. This item has been moved to the 2009-2013 STWP.

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Natural & Cultural Resources 26	Work with the County and other municipalities to continue to identify and document previously undocumented historic resources.	2004	Ongoing	Unknown	City/County Staff, Individual Citizens, Historical Society, Landmark Society and if needed Consultants	General Funds/Grants if available/ Donated time and labor	COMPLETED. In 2008, City completed a CLG-funded, citywide update Historic Resource Survey to include mid-century-modern structures.
Natural & Cultural Resources 27	Convert the current Madison Historic resources data into a standardized format or database that mirrors the format used by State.	2004	2006	Unknown (possible software costs)	Madison Historic Preservation Commission	General Funds and GA HPD Grants	COMPLETED. Database entry was completed as part of the <i>Historic Resource Survey (2008)</i> .
Natural & Cultural Resources 28	Identify and gain designation for significant historic properties in Madison that are outside of the current historic district boundaries.	2004	2005	N/A	Historic Preservation Commission	Donated Citizen time and labor	UNDERWAY. Identification was completed as part of the <i>Historic Resource Survey (2008)</i> and these resources are discussed herein. There is still more work to be done regarding designation. This item has been moved to the 2009-2013 STWP.
Natural & Cultural Resources 29	Participate on the Regional Development Council's Natural and Historic Resources Committee.	2004	Ongoing	N/A	City Staff	N/A	NOT APPLICABLE. Morgan County has a representative that regularly attends this body.
Natural & Cultural Resources 30	Work with the County and other municipalities to explore the development of incentive programs for preservation of historic resources in the unincorporated and incorporated areas of Morgan County.	2004	2008	N/A	County and Municipal Staff	N/A	COMPLETED. Madison has been a certified local government since 1988 and the HPC engages and willingly shares information with the County's Natural/Historic Resources group.
Natural & Cultural Resources 31	Pursue opportunities to rehabilitate historic structures into housing for seniors and low/moderate income individuals and families. (also applies to Housing)	Ongoing	Ongoing	N/A	County/City Staff and Contractors / Developers	N/A	ABANDONED. The two structures identified as part of the <i>Historic Resource Survey (2008)</i> are not currently interested in pursuit of housing options.
Natural & Cultural Resources 32	Quantify the importance of historic preservation and heritage tourism to the County and its municipalities.	2005	2005	\$5,000	Chamber of Commerce / CVB / Consultant	Chamber and CVB	UNDERWAY. Initial data has been collected utilizing Master's students from the University of Georgia's Historic Preservation program. There is still more work to be done in data collection and interpretation. This item has been moved to the 2009-2013 STWP.
Natural & Cultural Resources 33	Develop a program to market Morgan County, the cities and their historic resources as potential filming locations to the movies and television industries.	2004	Ongoing	\$2,500	Chamber of Commerce, Madison Convention and Visitor's Bureau	Chamber and CVB	COMPLETED. The Chamber has been designated as the primary point of contact and actively markets the community as a film location. This item has been moved to Ongoing Commitments.

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Natural & Cultural Resources 34	Continue to fund Downtown revitalization and preservation efforts through local non-profit organizations and the Downtown Development Authority.	Begun 2003	2004	\$12,000	City Staff, Downtown Development Authority, Local Organizations	Downtown Special Tax District	COMPLETED. Madison and the Downtown Development Authority fund revitalization and preservation contract to a nonprofit that provides \$10,000 a year in matching funds for a façade grant program.
Community Facilities 1	Identify and replace failing cross drains.	2004	Ongoing	Unknown	County and City Roads Department	General Funds	NOT APPLICABLE. Madison has no known failing cross drains.
Community Facilities 2	Develop and implement procedures to ensure that all changes to the road network are recorded and updated network maps are provided to all affected agencies and GA DOT.	2004	2004	N/A	City/County Staff	N/A	COMPLETED. The City's road network map is regularly updated by the Planning and Development Department. These updates are provided to all affected agencies. This item has been moved to Ongoing Commitments.
Community Facilities 3	Extend/improve water service in County and municipalities to ensure fire flows of 550 gpm to meet fire-fighting needs.	2004	Ongoing	Unknown	City/County Staff	SPLOST	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities 4	Amend water line extension plans to reflect development recommendations in the future land use plan.	2004	2004	N/A	City/County Staff	N/A	NOT APPLICABLE. Madison does not extend nor pay for water line extensions for new development; developers must expend the funds necessary for all proposed extension to their development.
Community Facilities 5	Participate with County in a study to determine the feasibility of establishing a County-wide Water System to gain economies of scale with cities and reduce operating costs.	2004	2005	\$25,000	Consultant	SPLOST	NOT APPLICABLE. Madison has adequate facilities to serve its jurisdiction and the agreed upon service delivery area.
Community Facilities 6	Study the feasibility of combining the County's and Madison's yard waste disposal sites and making them available to non-governmental generators/collectors.	2005	2006	N/A	City/County Staff	N/A	NOT APPLICABLE. Madison collects and creates mulch from yard waste for reuse by the Landscape Department. At present, there is no excess.
Community Facilities 7	Investigate safe and economical system for the disposal of hazardous waste.	2005	2006	N/A	City/County Staff with assistance from NEGARDC	Grants and Sanitation Funds	ABANDONED. This project is a County effort that is not easily addressed by the City of Madison.
Community Facilities 8	Work with the County and other municipalities to develop a program of curbside collection for recyclable in all areas of the County and municipalities where it is economically feasible.	2005	2006	Unknown	City/County Staff / Consultant	Sanitation Funds and General Funds	NOT APPLICABLE. Madison has residential curbside recycling service.

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Community Facilities 9	Expand the diversity of items collected by the City of Madison recycling program.	2004	Ongoing	N/A	City Staff Private Waste Hauler	Funded through Service Fees	COMPLETED. Madison contracts with Lantham Home Sanitation, who offers a set service. Of 9 cities working with this vendor, Madison ranks 3 rd in amount of tonnage recycled per week (6 tons) following only two metro-communities - Decatur and Avondale Estates.
Community Facilities 10	Re-energize campaigns to promote recycling and waste reduction.	2004	Ongoing	\$1,000 per year	County Staff	General Funds	UNDERWAY. The City has re-energized its campaign, particularly in industrial and commercial areas by offering new 95 gallons drums in some locations. There is still more work to be done in commercial areas. Additional incentives are being studied to further incentives residential recycling. This item has been moved to the 2009-2013 STWP.
Community Facilities 11	Explore disposal options for municipal solid waste that do not indefinitely landfill wastes.	2005	2006	N/A	City/County Staff	N/A	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities 12	Work with the County and other municipalities to implement a mulching program for yard waste that provides the products back to the citizens of Morgan and its municipalities.	2008	2008	N/A	County/city Staff and Private Service Provider	Self Supporting Program	See Community Facilities #6.
Community Facilities 13	Conduct a study of the current waste management in Morgan County to establish which activities are best handled by public or private entities and to evaluate the feasibility of a countywide waste authority.	2006	2008	\$25,000	County/City Staff and/or Consultant	General Funds	NOT APPLICABLE. Madison's waste management system currently pays for itself.
Community Facilities 14	Hire, train, and adequately equip a sufficient force of police officers to maintain the desired response time for all calls.	2004	Ongoing	Unknown	Madison Police Chief	General Funds	COMPLETED. All vacancies have been filled, including a new position of Assistant Chief established in 2008.
Community Facilities 15	Add defibrillators to all police cars in the County and Cities.	2004	2006	Unit Cost	Sheriff's Department and Police Department	General Funds	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities 16	Upgrade security at the Courthouse.	2005	2005	Unknown	Police Department	General Funds	NOT APPLICABLE. This is a County item mistakenly printed on Madison's chart.
Community Facilities 17	Develop a 401(k) program for all County and City employees.	2005	2005	Unknown	City Staff / City Council	General Funds	NOT APPLICABLE. The City of Madison has a 401(k)-type program.

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Community Facilities 18	Explore adoption of a tuition reimbursement program/tuition grant program for use in attracting workers for the County and municipalities, especially the public safety departments.	2005	2005	N/A	City/County Staff and Sheriff's Office, Police Department, Fire Departments, EMS, EMA	General Funds	POSTPONED. However, Madison does provide funding for minimum and additional training – such as Certification – 3 Levels; Crisis Intervention Training, to assist with the mentally disabled; GCIC Training, utilizing patrol laptops; Neighborhood Watch Training, to assist neighborhood organizations in tandem with Community Policing Program. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities 19	Implement a program of workplace Spanish.	2004	Ongoing	\$5,000/year	All County and municipal law enforcement and emergency agencies	General Funds	ABANDONED. The Police Department has a Records Clerk who is a fluent bilingual and serves as an interpreter, also assisting the Municipal Court, to address this 3% of our population.
Community Facilities 20	Explore the adoption of a program whereby citizens can ride along in patrol cars as observers to become more familiar and supportive of officer operations and needs.	2004	Ongoing	N/A	Police Department	N/A	ABANDONED. There has been no community interest in this program to date. If such proves to be of interest in the future, the item will be revisited.
Community Facilities 21	Consider/research the feasibility of a second City of Madison fire station in the southern part of the City.	2005	2006	N/A	Madison Fire Department	N/A	UNDERWAY. The Fire Department has hired a consultant to conduct a survey to evaluate such opportunities. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities 22	Consider/research the benefits of creating a consolidated Morgan-Madison Fire Department.	2005	2006	N/A	Morgan County and City of Madison Fire Departments	N/A	ABANDONED. The City continues to enjoy a high level of volunteer service and implemented a successful recruitment initiative for new firefighters in 2008, doubling the firefighting force. Ideally, the minimum for Madison's volunteer force is 12-15 and current roll is now 26.
Community Facilities 23	Develop and implement a program to recruit minority firefighters.	2004	2004	N/A	Madison Fire Department – Fire Chief	N/A	COMPLETED. The Fire Department developed a successful program to recruit new volunteer firefighters, which included minorities (12%).
Community Facilities 24	Establish and develop a training program for a countywide GIS system to assist emergency planning and response efforts.	2004	2005	\$50,000	County GIS Staff, appropriate municipal staff, EMA, Sheriff, Police, and Fire Departments and Professional Training Staff	General Funds, State and Federal Funds, and Grants if available	NOT APPLICABLE. Morgan County maintains the countywide GIS system.

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Community Facilities 25	Investigate the possibility of establishing a separate full time Fire Marshal position for the City of Madison.	2005	2005	N/A	City of Madison and Madison Fire Department	N/A	POSTPONED. This item has been moved to the 2009-2013 STWP.
Community Facilities 26	Establish a combined training program for all City and municipal law enforcement and emergency response agencies.	2006	2007	\$15,000	All County/City emergency and law enforcement agencies	General Funds	UNDERWAY. The Police Department and Fire Department have worked together in interagency training in such areas as the annual CPR program and joint Driving Training program in 2007.
Community Facilities 27	Identify location for a community/learning/conference facility.	2004	2006	N/A	County and City of Madison	N/A	ABANDONED. This need has been addressed by the private market. The need for a learning facility is addressed in Economic Development #8.
Community Facilities 28	Develop a task force to explore forming partnerships and developing the "niche" healthcare services within the tri-county area.	2004	Ongoing	N/A	County/City, Hospital Authority and Staff and representatives for Green and Putnam, Counties	N/A	ABANDONED. The local hospital is operating in the black and has elected to expand at its current location. Madison participates through inter-governmental cooperation and elected official service upon the Hospital Authority Board.
Community Facilities 29	Acquire land for 2 new parks within the City of Madison, 1 downtown and the other on North Main Street	2004	2008	Unknown	City Staff, Citizens and Civic Organizations	General Fund, State Funding Programs, Grants and Donations	COMPLETED. Town Park, doubling as a greenspace when not used for special events, is nearing completion following acquisition in 2005. UNDERWAY. Alternative locations for the N. Main park are being studied. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Community Facilities / General Government 30	Maintain City of Madison Certified Local Government Status.	2004	Ongoing	N/A	City Staff	N/A	COMPLETED. The Madison HPC has maintained its CLG Status its establishment in 1989. This item should have been located in the Natural Resources section.
Housing 1	Encourage the development of high quality, affordable housing for households of all income brackets and ages, and those with special needs.	2004	Ongoing	N/A	City Staff	N/A	UNDERWAY. In 2006, Madison established the Affordable Home Ownership Commission (AHOC) to provide leadership, oversight, and initiative. There is still more work to be done regarding types of housing and special needs accommodations. This item has been moved to the 2009-2013 STWP.

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Housing 2	Research and if possible secure available government funding for the construction and renovation of identified low and moderate-income housing projects such as Community Development Block Grants. If necessary establish a new authority to administer housing program or hire additional county/city staff for administration of program.	2006	Ongoing	N/A	City Staff / Private Developers / County Housing Authority (if established)	CBDG Funds / Private Funds	UNDERWAY. Additional staff time was added to assist the Madison AHOC. Also, three planning studies have been authorized to evaluate areas for such in tandem with neighborhood commercial redevelopment and transportation improvements. This item has been moved to the 2009-2013 STWP.
Housing 3	Amend ordinances and regulations to require an affordable housing component in all new developments where infrastructure exists.	2004	Ongoing	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds	UNDERWAY. Multi-family and planned unit development regulations are under evaluation and revision to insure that new development reflects the existing community; is located in proximity to adequate infrastructure, including transportation, wastewater, and greenspace; and includes affordable housing options. This item has been moved to the 2009-2013 STWP.
Land Use 1	In conjunction with the County and other municipalities, explore and adopt if appropriate ordinances allowing cluster type development.	2005	2006	\$5,000	County and City Staff and Consultant	General Funds & Grants if Available	NOT APPLICABLE. Madison has a planned unit development ordinance to accommodate such development.
Land Use 2	In conjunction with the County and other municipalities, strengthen ordinances allowing for overlay districts for the development of mixed use villages and other mixed use developments.	2005	2006	\$5,000	County and City Staff and Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison has identified areas and a planned unit development ordinance to accommodate such development.
Land Use 3	In conjunction with the County and other municipalities, explore and adopt if appropriate ordinances allowing for flexible zoning for allowable density.	2005	2006	\$5,000	County and City Staff and Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison has a planned unit development ordinance to accommodate such development.
Land Use 4	Develop appropriate ordinances requiring aggregation of individual contiguous parcels developed by the same developer so that new development is not able to bypass land use and zoning regulations by separating out smaller parcels exempt from specific regulations.	2005	2006	\$2,000	City Staff and Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.

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Land Use 5	In conjunction with the County and other municipalities, review and amend as necessary ordinances restricting development and/or requiring the submission of resource protection/management plans before the undertaking of development activities that will significantly disturb areas designated as environmentally sensitive such as flood prone areas.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 6	In conjunction with the County and other municipalities, review and amend as necessary ordinances to prevent the filling, obstruction or destruction of natural drainage areas.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 7	In conjunction with the County and other municipalities, review and amend as necessary ordinances allowing for the development of mixed-use developments implementing traditional neighborhood design within areas of the County designated for growth or "new towns" on the Future Land Use Map.	2005	2006	\$10,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison has identified mixed use areas and allows for the creation of new secondary or "neighborhood centers"; however, new towns or new "downtowns" which are primary centers are not desired inside the city limits.
Land Use 8	Review and amend as appropriate zoning ordinances to provide for transitional land uses and buffer areas to separate incompatible land uses.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	COMPLETED. In 2008, Madison amended the Zoning Ordinance & Zoning Map to create the missing transition land use area between the major commercial and industrial corridors.
Land Use 9	In conjunction with the County and other municipalities, review and where appropriate strengthen codes and ordinances related to construction and design (design guidelines) in order to preserve the high quality and integrity of the built environment.	2005	2006	\$10,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. Ordinances already in place inside the city limits. There is still much more work to be done regarding new residential developments, particularly those not developed as planned unit developments. This item has been moved to the 2009-2013 STWP.
Land Use 10	In conjunction with the County and other municipalities, review and amend as necessary ordinances related to manufactured housing to ensure the compatibility of this land use with surrounding land uses.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison's Zoning Ordinance already addresses this issue.

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Land Use 11	In conjunction with the County and other municipalities, establish regulations and ordinances that require new development to either be located where required infrastructure is in place or bear the costs of providing any additional infrastructure needed to service the development.	2005	2006	\$10,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. Madison does not extend nor pay for utility extensions (other than gas which is not-bonded) for new development; developers must expend the funds necessary for all proposed extension to their development. However, transportation and recreation service demands are not currently adequately covered. There is still much more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 12	In conjunction with the County and other municipalities, develop or revise existing ordinances to require direct pedestrian and where appropriate, vehicular access between new adjacent residential, institutional, office/professional, and commercial developments.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison's Zoning Ordinance and Corridor Design Overlay District already addresses this issue.
Land Use 13	In conjunction with the County and other municipalities, develop and institute regulations to mitigate the effects of empty "big box" commercial buildings.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. Madison's Zoning Ordinance, which has an established building cap and maximum impervious surface limitations, and Corridor Design Overlay District proactively addresses big box. There is still much more work to be done to address empty big boxes. This item has been moved to the 2009-2013 STWP.
Land Use 14	In conjunction with the County and other municipalities, revise existing ordinances and regulations to restrict industrial and commercial uses with nuisance characteristics to those areas where effects can be mitigated.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	COMPLETED. In 2008, Madison amended the Zoning Ordinance & Zoning Map to create the missing transition land use area between the commercial and industrial corridors. Additionally, current policy enforces minimum performance standards for all industrial and commercial uses.
Land Use 15	In conjunction with the County and other municipalities, develop or revise existing ordinances to require buffering or transitional spaces between adjacent higher and lower intensity land uses.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. This issue will be addressed in the multi-family and planned unit development updates of 2009. There is still more work to be done. Moved to the 2009-2013 STWP.
Land Use 16	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to require when appropriate that all new developments tie into existing adjacent public roadways and be designated to provide access points to all planned public roadways.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. The <i>Madison Major Thoroughfare Plan (2007)</i> addressed this issue and provided ordinances under consideration for 2009. The Transportation Improvements Committee has been established to guide implementation. Moved to the 2009-2013 STWP.

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Land Use 17	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to allow for reduced street widths and right-of-ways for streets in new developments when the streets are designed with a distributed network (grid system).	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. The <i>Madison Major Thoroughfare Plan (2007)</i> addressed this issue and provided ordinances under consideration for 2009. The Transportation Improvements Committee has been established to guide implementation. Moved to the 2009-2013 STWP.
Land Use 18	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to limit the number of access points and curb cuts on major thoroughfares arterials, and major collector roads by requiring new developments provide for shared driveways, larger frontages, frontage roads other appropriate means in order to maintain efficient traffic flow on the roadways.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. The <i>Madison Major Thoroughfare Plan (2007)</i> addressed this issue and provided ordinances under consideration for 2009. The Transportation Improvements Committee has been established to guide implementation. Moved to the 2009-2013 STWP.
Land Use 19	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to set consistent standards for the width of landscaping and sidewalk setbacks.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison's Zoning Ordinances and Subdivision Regulations already address this issue.
Land Use 20	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to establish parking design standards and appropriate limits on the number of spaces.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 21	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to establish appropriate setback requirements for new development along roadways that have a high potential of being widened in the future.	2005	2006	\$1,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> addressed this issue and provided ordinances under consideration for 2009. The Transportation Improvements Committee has been established to guide implementation. Moved to the 2009-2013 STWP.
Land Use 22	Work with Georgia Environmental Protection Division to develop "safe yield" data for all hydrologic conditions in the City and to limit withdrawals to established levels.	2005	2006	N/A	City Staff / EPD	N/A	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.

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Land Use 23	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to require that all new developments be engineered so that they hold the first inch of rainfall on site and that storm water runoff at build-out is not greater than that experienced prior to development.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done regarding residential developments. This item has been moved to the 2009-2013 STWP.
Land Use 24	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to require that all new developments manage storm water runoff so that contaminants are not introduced into the County's water bodies.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done regarding residential developments. This item has been moved to the 2009-2013 STWP.
Land Use 25	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to implement a policy of zero wetlands loss in all new developments, except in cases where the development is necessary for the health, safety, or welfare of the citizens and alternative sites are not available.	2005	2006	\$1,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 26	In conjunction with the County and other municipalities, review and refine the maps used to define areas considered at risk for flooding and used in the Federal Flood Insurance Program to insure that development requirements in those areas are appropriate to the possible hazards.	2005	2006	\$3,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Morgan County manages the map and floodplain regulations for Madison.
Land Use 27	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to prevent water withdrawals related to a development on one site from adversely affecting water availability on adjacent sites.	2005	2006	\$1,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison operates a surface water system.
Land Use 28	In conjunction with the County and other municipalities, work towards the goal of permanently protecting more than 20% of the county's land area in farmlands, natural areas, forests, or parks.	2005	2006	\$2,500	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.

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Land Use 29	Develop or revise existing regulations and ordinances to target at least 10% of the land designated for higher density growth as areas to be set aside for permanently protected green or open space.	2005	2006	\$1,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. This issue will be addressed in the multi-family and planned unit development updates of 2009. There is still more work to be done. Moved to the 2009-2013 STWP.
Land Use 30	Together with the County and other municipalities, work to implement the Green Print plan as a guide for a countywide environmental protection program, in the development of and changes to the Land Use Plan and as a factor in analyzing environmental impacts.	2005	2006	N/A	County Staff, City Staff, and Elected Officials	N/A	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 31	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of green space and conservation of open space in an appropriate manner such as on-site provision, purchase of development rights and payments to a green space fund. Also require that when appropriate land conserved on-site should be available for public use.	2005	2006	\$2,000	City Staff/County Planning Staff/ Consultant	General Funds & Grants if available	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 32	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2005	2006	N/A	County and City Staff and Local Environmental Organizations	N/A	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 33	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to make available and provide incentives for the use of innovative land management tools such as conservation subdivisions, conservation easements, purchase of development rights and transfer of development rights.	2005	2006	\$10,000	County and City Staff and Consultant	General Funds & Grants if available and Donations	DUPLICATE. See Natural Resources #1.

2009 Partial Update to the Comprehensive Plan
City of Madison, Georgia

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Land Use 34	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2005	2006	N/A	County and City Staff	N/A	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 35	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to ensure that new development adjacent to agricultural land does not impinge on the right and ability to continue agricultural activities so long as best management practices are employed.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available	NOT APPLICABLE. Madison does not have any agricultural properties that are slated for long-term agricultural uses.
Land Use 36	Formally designate important gateways and scenic roads in the city as identified on the Green Print Plan.	2005	2006	N/A	City Staff	N/A	POSTPONED. There is still more work to be done to address viewsheds and scenic corridors. This item has been moved to the 2009-2013 STWP.
Land Use 37	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to protect view sheds along important corridors and gateways to the city as identified in the Green Print Plan.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available and Donations	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 38	In conjunction with the County and other municipalities, develop incentives to encourage those who wish to permanently protect view sheds along scenic roads.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available and Donations	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 39	Work to acquire fee simple title or development rights to key gateways into the city as a means of protecting view sheds.	2005	2006	Unknown	City Staff and Local Environmental Organizations	General Funds & Grants if available and Donations	NOT APPLICABLE. Madison's Zoning Ordinance already addresses this issue.
Land Use 40	In conjunction with the County and other municipalities, develop regulations and ordinances to establish appropriate setbacks, landscaping, tree-removal and curb cut requirements for the important corridors and gateways within the County and its cities as identified in the Green Print Plan.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available	DUPLICATE. See Natural Resources #4.

2009 Partial Update to the Comprehensive Plan
City of Madison, Georgia

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Update
Land Use 41	In conjunction with the County and other municipalities, explore the adoption of appropriate setbacks and vegetative buffers for timber harvesting and other land intensive agricultural practices.	2005	2006	N/A	County & City Staff	N/A	POSTPONED. There is still more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 42	In conjunction with the County and other municipalities, work to establish links between the important greenspaces in the County.	2005	2006	N/A	City & County Staff, Morgan County Conservancy, and other local Environmental Organizations	Grants & Donations if funds are required for acquiring or developing lands for greenspace connections	NOT ACCOMPLISHED. There is still more work to be done. Moved to the 2009-2013 STWP.
Land Use 43	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to prevent clear-cutting prior to development and require the retention of certain types and /or quantities of trees and specify appropriate canopy levels of either existing or planned trees at the completion of the project.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available	UNDERWAY. Madison's Tree Ordinance addresses this to a great extent; revisions are in progress to strengthen this ordinance.
Land Use 44	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to ensure that whenever reasonable possible developments link their conservation lands to those protected green or open spaces adjacent to the development.	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if available	UNDERWAY. In 2008, the <i>Green Print Addendum: Madison Green Print & Concept Map</i> was completed to infill Madison's missing components of the <i>Green Print Plan (2003)</i> and to provide a baseline for such policy development. There is more work to be done. This item has been moved to the 2009-2013 STWP.
Land Use 45	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to allow or require as appropriate new developments be developed with distributed road networks (grid patterned).	2005	2006	\$2,000	County and City Staff and Consultant	General Funds & Grants if Available	UNDERWAY. Madison's <i>Major Thoroughfare Plan (2007)</i> addressed this issue and provided ordinances under consideration for 2009. The Transportation Improvements Committee has been established to guide implementation. Moved to the 2009-2013 STWP.



Executive Summary of City of Madison Major Thoroughfare Plan

Prepared by:



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August 2007

Executive Summary

Recognizing that an increase in population and development creates pressure on the existing transportation network, the City of Madison initiated a city-wide Major Thoroughfares Plan to document current and future transportation needs and opportunities. The plan assesses short-term and long-term needs and recommends projects to meet the city's transportation needs. It also charts a direction and offers specific actions to be taken to achieve the city's long-term vision and quality of life goals.

The context of the plan includes an understanding of social, economic and land use characteristics, regulatory requirements of thoroughfares planning and the process for implementing elements of the plan. The resulting plan is based on a combination of technical merit, public and agency involvement and financial funding responsibilities.

Purpose of Major Thoroughfare Plan

The overall purpose of the City of Madison Major Thoroughfares Plan is to support the guidelines outlined in the previous major planning efforts involving the city and carry them to the next level of development. One specific purpose of the plan is to achieve a prioritized list of efficient and effective transportation systems improvements that will accommodate current and future local travel demands. To address this purpose, the plan centers around three objectives.

- To develop a city-wide Thoroughfare Plan and document
- To give more definitive direction to certain transportation projects which have been discussed for many years
- To identify immediate actions for specific transportation projects

Identified Needs

In the *Needs Assessment Report* a series of needs for the city was developed by analyzing the data collected in the *Baseline Conditions Report*. These needs covered several different categories relating to transportation system performance in the city. This list of needs was comprehensive including specific network improvements, accident mitigation, context sensitive design for streetscapes, parking, truck routing, transit, bicycle and pedestrian facilities, environmental concerns, coordination with other plans, and land use-transportation policies.

Goals and Objectives

The identified transportation needs were used to develop a series of goals and objectives for the study. These goals and objectives in turn were used to create the building blocks for crafting the recommendations for improving the city's transportation network. Thus the study needs as well as the study goals guided the development of individual projects and policies. The three overarching goals were:

- Maintain and improve transportation system performance and safety
 - Maintain the unique identity of the City of Madison by protecting important public assets such as natural, cultural and historic resources.
-

- Designate a hierarchy of corridors based not only on their functional classification but on their physical context and historical significance and which are consistent with local aspirations.

Recommendations

The recommendations in the *Major Thoroughfares Plan* addresses the transportation needs identified through several avenues including:

- Review of existing conditions and deficiencies;
- Input from citizens, elected officials, local staff and other agencies;
- Estimates of future travel demand; and
- Consideration of land use policies and development goals.

The resulting plan adheres to the following principles:

- Major thoroughfares should connect the major development nodes;
- A roadway's physical components should be suitable for the adjacent land uses and intended travel purposes;
- A network of alternate roadways is preferred over a limited set of arterials;
- A hierarchy of roadway types is desirable; and
- The maximum desirable number of lanes on any major thoroughfare should be three lanes inside the historic district and three lanes inside the bypass or within the one mile circular city limit boundary.

The resulting Major Thoroughfare Plan is illustrated in **Figure 1**, identifies the improvements to the major travel corridors and nodes throughout the city by types and location. All projects are coded on the map by their ID number. The plan also recommends several projects to address safety and traffic operations issues. Some key policy and procedural guidelines are also recommended for traffic calming, streetscape standards, and right-of-way preservation. **Table 1** below summarizes the projects and their characteristics.

The Thoroughfare Plan also includes studies and policy recommendations. Studies will be necessary to verify certain "hot spots" identified by stakeholders and to refine the recommendations into constructible projects. The policy recommendations include access management along the major commercial corridors to separate local and through traffic to maintain the functionality of these arterials and traffic calming on local streets where needed and in the downtown at crosswalks. The Proposed Local Street Master Plan is the most ambitious policy recommendation which aspires to create a well-connected network of streets that supports local trip patterns to all the major nodes within the city rather than forcing all traffic to depend on a few arterial roadways.

Table 1 – Recommended Projects

ID	Project Location	From	To	Implementation			Estimated Cost	Potential Funding Source		
				Near	Mid	Long		Fed	State	Local
New Roadways										
1	SR 83 Bypass	SR 83 N	US 441 Eatonton Hwy			X	\$55,200,000	X	X	X
2	SR 83 US 441 Connector	SR 83 N	US 441 N			X	\$22,080,000	X	X	X
Intersection Realignments/Improvements										
3	US 278, SR 24 Spur, and US 441	NA	NA		X		\$11,322,400	X	X	X
4	SR 83 and US 278	NA	NA		X		\$3,373,600	X	X	X
5	Hancock and Jefferson	2-way stop	4-way stop	X			\$800			X
6	Hancock and Washington	2-way stop	4-way stop	X			\$800			X
7	Industrial Blvd and N. Main Street	NA	NA		X		\$493,020	X	X	X
Bike and Pedestrian Improvements										
8	Bike Lanes on US 441 Eatonton Hwy	US 278	I-20	X			\$330,000	X	X	X
9	Bike Lanes on US 278 Atlanta Hwy	Confederate Rd	Sulgrave Street	X			\$45,000	X	X	X
10	Sidewalks on Moreland Ave	East Avenue	College Drive	X			\$30,400	X		X
11	Sidewalks on College Avenue	East Avenue	College Drive	X			\$38,000	X		X
12	Sidewalks on Harris Street	East Avenue	College Drive	X			\$79,800	X		X
13	Sidewalks on East Ave	End of pavement	Brown Lane	X			\$292,600	X		X
14	Sidewalks on Pearl Street	Whitehall Street	Burney Street	X			\$24,700			X
15	Sidewalks on Fifth Street	Whitehall Street	Burney Street	X			\$26,600			X
16	Sidewalks on US 441 Eatonton Hwy	Main Street	Ward Street	X			\$95,000			X

ID	Project Location	From	To	Implementation			Estimated Cost	Potential Funding Source		
				Near	Mid	Long		Fed	State	Local
17	Crosswalk at US 83 and Pearl Street	NA	NA	X			\$2,000			
Rail Crossing Improvements										
18	Lion's Club crossing as part of bypass project	NA	NA			X	NA	X	X	X
Transit Improvements										
19	Park and Ride Lot at SR 83 and I-20	NA	NA		X		\$50,000	X	X	X
Studies										
20	Traffic signal Warrant Study at East Washington Road and US 441 Bypass	NA	NA	X			\$20,000			X
21	Traffic signal Warrant Study at Lyons Club Road and US 83	NA	NA	X			\$20,000			X
22	Intersection Improvement Study at Lion's club Road and US 441 Bypass	NA	NA	X			\$20,000			X
23	Multi-Modal Station Location Study	NA	NA	X			\$30,000			X
Policy Recommendations										
24	Access management along SR 83 S	US 278 Atlanta hwy	Southern City Limits	X			NA	NA	NA	NA
25	Access management along US 441 S	Ward Street	Southern City Limits	X			NA	NA	NA	NA
26	Access management along US 441 bypass	N Main Street	US 441 Eatonton hwy	X			NA	NA	NA	NA
27	Street Grid ROW preservation/extension	NA	NA	X	X	X	NA	NA	NA	NA
28	Traffic Calming where warranted	NA	NA	X	X	X	\$1,000- per			X
29	Traffic calming with crosswalks in downtown	NA	NA	X	X	X	\$5,000-\$10,000 per			X

Source: ARC Costing Tool Note right of way costs not included

Figure 1 – Recommended Transportation Improvements

Major Projects

Main Street Triangle-SR 83/US 278/US 441

It is recommended that this entire triangle intersection complex be reconfigured to overcome safety issues at all three intersections. The current US 278 would be brought to US 441 at a right angle and Cox Rd would be realigned to meet it. This new intersection would be signalized. South Main Street would be closed at the north end of the triangle and Ward Street (SR 24 Spur) would also be closed. The fragments of these two roads would be brought together at a signalized intersection near the center of the current triangle. All new roads would be three lane sections with appropriate right turn lanes at the signals. This project is a mid-range project and a sample concept design is depicted in **Figure 2**.

SR 83/US 278 Intersection

The study recommends that this five-way intersection also be reconfigured to overcome safety issues. The current SR 83 Monticello Highway would bend slightly to the east before being brought into US 278 at a right angle. Pennington Road would be brought westward before making a right angle intersection opposite SR 83. Confederate Road would be rerouted to intersect Pennington 200 feet to the north of the intersection. This is a mid-range project and a sample concept design is depicted in **Figure 3**.

Industrial Boulevard and North Main Street Intersection

The study recommends that this four-way angled intersection also be reconfigured to overcome safety and sight distance issues. The current Industrial Boulevard would be routed slightly to the east before being brought into North Main Street at a right angle. The existing roadbed would be kept but have a stop sign placed at its intersection with the new roadway. This is a mid-range project because of variable right-of-way acquisition options and therefore no sample concept design for the intersection is depicted at this time.

US 441 Relief (SR 83N Connector & SR 83/US 441 Bypass)

Providing relief to the most congested roadway segment in the City of Madison is, and will be, a continuing priority for transportation planning efforts. The congestion on US 441 (South Main Street segment) is from a combination of traffic growth, limited parallel routing options, physical constraints such as the railroad, environmental constraints such as the historic district, high levels of truck traffic, and the high accident locations mentioned above. It is the finding of this report that ultimately an alternative to this route will have to be constructed on the edge of the city connecting SR 83N to both the bypass and SR 83S. Although the priority segment is from SR 83 N to US 441/Eatonton Rd somewhere in the vicinity of *Lions Club Road*, this will probably be preceded by the second priority segment is from SR 83N/Bostwick Highway to US 441N/Athens Highway because of costs and complexity of right-of-way acquisition. Both of these projects will have to be pushed to long-range because of the significant costs involved. Because of these funding issues a four point phased approach is recommended in tackling this problem over time as more resources become available. The first short-range approach is to explore using signage to begin to route some of the traffic to US 441 north of town via either Apalachee Road or Sandy Creek Road. The second short-to-mid-range

approach would be to get one of these two roads designated as an official truck route by GDOT. The third long-range approach would be to construct the SR 83N Connector between SR 83N/Bostwick Highway and US 441N/Athens Highway. The final long-range recommendation is to construct the bypass from SR 83N/Bostwick Highway to US 441S/Eatonton Highway. See **Figure 1** for tentative locations.

Minor Projects

Several minor projects are also included in the recommendations. These are short to mid range projects with mostly local funds being used to leverage specific federal monies. See **Figure 1** for tentative locations. They include:

- Stop signs at Hancock Street and East Jefferson and East Washington Streets
- Sidewalks connecting the major gaps near schools, parks, activity centers, and downtown as well as crosswalks improving safe passage at significant crossings;
- Sidewalks connecting the major gaps along state routes and extending such;
- Sidewalks connecting the major gaps between the existing sidewalk system and multi-family housing, public housing, and existing neighborhoods;
- Crosswalk on SR 83 N (Bostwick Highway) at Pearl Street
- Bike Lanes on major routes designated in the regional plan
- Transit for future commuter bus service to Atlanta

Figure 2 Sample Concept Design for Main Street Triangle- SR 83/US 278/US 441



Figure 3 Sample Concept Design for SR 83/US 278 Intersection



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Policy Recommendations

Access Management

The study proposes access management along SR 83 Monticello Highway from its intersection with US 278 to I-20 and beyond to the city limits, along US 441 Eatonton Highway from its intersection with US 278 to I-20 and beyond to the city limits, and along US 441 Bypass from its intersection with North Main Street-US 278 to Lion's Club Road. Commercial land uses anticipated along this corridor would be required per zoning to share access drives, have continuous access to adjacent parking lots, provide easements to the city for front and/or rear access drives that parallel the corridor allowing for the separation of local and through traffic. Curb cuts to the major highway would have to be across form drives on the opposite side thus allowing for a reduction in future signals. See **Figure 4** for a tentative street plan.

Proposed Street Grid Master Plan

As per the existing Comprehensive Land Use Plan and also in tandem with the zoning ordinance and the access management proposals above, there is a need to set aside transportation rights-of-way to handle future growth throughout the city. Residential growth is anticipated near the historic downtown and industrial and commercial growth is anticipated on the southern periphery near I-20. This street grid master plan (see **Figure 4**) proposes to extend the historic grid pattern and dimensions in the one mile radius of downtown and allows for a larger street grid near I-20 to handle larger industrial warehousing traffic. This policy recommendation seeks to demand of developers that they include street connectivity and grid extension plans in their zoning applications. They would be required to show how they are planning to extend the existing street grid to maintain multiple routing options. This will help to avoid the need for widenings on major arterials. All development will be required to give easements to the city to allow for later development to have multiple tie-ins to the street network.

Figure 4 Proposed Local Street Master Plan

Update of City Standards

The City's current zoning ordinance can be updated to include sections relative to access management requirements, traffic impact study requirements with due references to the future street grid master plan, traffic calming ordinances, and parking requirements and design guidelines.

Review of Land Development Recommendations

It is recommended that the City establish a Traffic Impact Methodology that analyzes the impacts of proposed new developments. Precedent has been established in other nearby cities to require these studies in cases where the peak trips equal or exceed 100 vehicle trip ends, or where the daily trip ends exceeds 750 trips. In residential terms, this equates approximately to 100 dwelling units. In retail terms, this equates approximately to 5,000 square feet, and in office terms, it equates roughly to 50,000-60,000 square feet.

Traffic Calming Procedures

The City should consider adoption of a Traffic Calming Ordinance. This ordinance would outline the following:

- Methods of traffic calming appropriate to different parts of the City
- Method for prioritizing traffic calming device requests
- Methods of payment for traffic calming devices
- Procedures to request removal of installed devices

Parking Plan

The City should work with property owners to provide off-street parking just outside of the historic core area and explore the possibilities for shared parking. These parking areas should be connected to the sidewalk network to facilitate non-motorized transportation to and within the core. For major public events distance lots, such as the park and ride lot near the interstate, could be used in tandem with transit connections to alleviate pressures on the downtown. Furthermore, long-term solutions include the selection of potential sites for a future decks and design guidelines for these decks to make them "read" architecturally as buildings similar to the historic ones surrounding them. Ways this could be done include:

- Requiring ground level retail shops
 - Requiring exterior fenestration patterns
 - Landscaping to conceal concrete walls
 - Exterior materials such as brick
 - Rooftop treatments such as cornices, public belvederes, and shops
 - Locating decks in topographically lower areas to reduce silhouette dimensions and visual impact
-

Implementation Plan

The recommended implementation plan is also outlined in **Table 1**. The table summarizes plan costs by responsible agency and time period. In general it is assumed that project costs that are not purely local in nature will be funded according to an 80/20 split with state and federal monies requiring 20% match from the local governments. This arrangement is subject to change however as project costs are rising and federal funds are becoming more limited. Near-term, Mid-term, and Long-term are defined respectively as 1-5 years, 6-19 years and 20 plus years. It should be noted that these planning level cost estimates are appropriate for system-wide planning, but should not be used on a specific project-by-project basis. Additionally there are five steps that will be required to implement these projects as described below:

1. Refine the concepts for the projects including project limits, typical section and cost;
2. Coordinate with state and regional agencies as necessary to ensure funding and compliance with regulations;
3. Conduct required environmental impact analyses;
4. Design the project including right-of-way plans, drainage and roadway; and
5. Construct the facility

The development of local funding for these projects will be an important step in project development and in implementation of the plan. Methods for raising transportation funds that have been used in other communities in Georgia to finance projects include impact fees and Special Purpose Local Option Sales Taxes (SPLOST). An impact fee study is underway at this time and it is a recommendation of this report that transportation impact fees be utilized wherever possible to supply the required local match to leverage other state and federal funds. To implement a SPLOST, voter approval would be required. The most promising potential new funding source is the proposal introduced in the Georgia Legislature in 2007, HB 434, which would allow counties to levy a regional 1% sales tax to implement key transportation projects. The participants of the recent *GDOT East Georgia Multi-County Study* would be prime candidates for exploring this option should it pass in next year's legislative session.



Major Thoroughfare Plan

Baseline Conditions Report

Prepared by:



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November 2006

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1.0 Introduction

1.1 *Community Profile*

With a 2000 census population of 3,636, the City of Madison is a small city located approximately 60 miles east of Atlanta along I-20 in Morgan County, Georgia. Incorporated in 1809, the city can accurately be described as a historical community that has served as the traditional cultural and business center for a predominantly rural Morgan County.



Since 1980, growth in the City of Madison has occurred at a slower pace than both Morgan County and the state of Georgia as a whole. While the city has experienced a 14% growth in population from 1980 to 2000, this percentage only represents a total of 463 new residents during this timeframe.

In recent years, proximity to the rapidly expanding Atlanta metropolitan region in conjunction with easy accessibility to I-20 has increased development pressures in and around the city. As such, Madison is transforming from a rural community to one that serves needs beyond Morgan County that are more regional in scope. It is for this reason that city officials have recognized the need to evaluate its transportation network and its role in shaping the overall future of the city as these trends continue.



A base map of the City of Madison and its roadway characteristics is shown in **Figure 1.1**.

1.2 Purpose of Report

This document serves as the first technical memorandum in the completion of the City of Madison Major Thoroughfare Plan (Plan). The Plan shall evaluate the city's transportation system, functional classification, level of traffic congestion, existing transportation alternatives, related land use patterns and environmental issues within major corridors. The overall objective is to enhance local traffic flow and connectivity within the City of Madison and surrounding areas. The end result of this study will be a Major Thoroughfare Plan for the City of Madison to guide the development of capital improvements including a listing of short-term and long-term transportation projects that meet the current and future needs of the city. The transportation improvements recommended in this plan will consider alternative transportation and land development strategies to relieve traffic congestion (i.e., context sensitive design and access management) in order to best achieve local and regional priorities.

The purpose of this report is to inventory and evaluate the baseline conditions of the city's transportation network and the factors that impact its performance, such as land use, parking and other community characteristics.



Figure 1.1 – Madison Base Map

Madison Base Map

1.3 Report Organization

The organization of this report is as follows:

- Section 1 provides an overview of the overall framework for the inventorying of baseline transportation conditions within the city;
- Section 2 provides an overall profile of the city's roadway network, including its overall function and operational characteristics;
- Section 3 provides an overview of alternative mode travel within the city;
- Section 4 provides an overview of land use trends within the city and its overall interrelation with the transportation system; and
- Section 5 contains an overview of environmental constraints that need to be factored into considerations for future transportation improvements.

1.4 Related Plans and/or Studies

In order to accurately plan for the future transportation needs of Madison, it is important to develop the Plan in the context of other related plans and/or studies that influence transportation policy in and around the city. The efforts most relevant to the development of policy within the city are as follows:

- Morgan County Joint Comprehensive Plan
- Morgan County Green Print 2003
- GDOT Statewide Transportation Plan
- East Georgia Multi-County Transportation Plan

1.4.1 Morgan County Joint Comprehensive Plan

In 2002-2004 Morgan County in conjunction with the Cities of Madison, Rutledge, Bostwick and the Town of Buckhead, conducted a joint comprehensive plan as part of their official planning duties per Georgia Department of Community Affairs guidelines. The horizon year for the plan was 2025 and it included a section on transportation issues for the entire county and its municipalities as well as in the Short Term Work Program sections for 2004-2008 and the Short Term Work Program status updates for the then current year of 2003. The plan included a general inventory of transportation facilities including bridges, guardrails, signage, signals, sidewalks, railroads, public transportation, and the airport. The plan also included a discussion of transportation goals including resurfacing projects, paving prioritization lists, and traffic calming in Madison.

There were several projects mentioned in the Short Term Work Program that are relevant to this study. Many of these improvements are a component of the Morgan County Green Print Plan, which is discussed in greater detail in Section 1.4.2. They are:

City of Madison Short Term Work Program Status Report (1999-2003)

- Continue making improvements to the US 441/129 corridor to include lighting, sidewalks, and landscaping
- Make improvements to Wellington Park to include walking trails, parking, and recreational facilities
- Conduct preservation/economic study for parcel land use/building potential alternatives in downtown area and possible funding sources
- Conduct a landscape design study for the downtown

City of Madison Short Term Work Program (2004-2008)

- Work with the county and other municipalities to develop a county-wide transportation plan
- Work with county to formally designate important corridors within and gateways to the county as identified in the Green Print Plan
- Work with the county to develop a county-wide greenway to link important greenspaces in the county
- In conjunction with the county, develop or revise existing ordinances to require direct pedestrian and where appropriate, vehicular access, between new adjacent residential, institutional, office/professional, and commercial developments
- In conjunction with the county, develop or revise existing regulations and ordinances to require when appropriate that all new developments tie into existing adjacent public roadways and be designed to provide access points to all planned public roadways
- In conjunction with the county and other municipalities, develop or revise existing regulations and ordinances to allow for reduced street widths and right-of-ways for streets in new developments when the streets are designed with a distributed network (grid system).
- In conjunction with the county, develop or revise existing regulations and ordinances to limit the number of access points and curb cuts on major thoroughfares, arterials and major collector roads by requiring new developments provide for shared driveways, larger frontages, frontage roads, and other appropriate means in order to maintain efficient traffic flow on the roadways
- In conjunction with the county, develop or revise existing regulations and ordinances to set consistent standards for the width of landscaping and sidewalk setbacks
- In conjunction with the county, develop or revise existing regulations and ordinances to establish appropriate setback requirements for new development along roadways that have a high potential of being widened in the future
- In conjunction with the county, develop or revise existing regulations and ordinances to protect viewsheds along important corridors and gateways to the City as identified in the Green Print Plan
- In conjunction with the county and other municipalities, develop incentives to encourage those who wish to permanently protect view-sheds along scenic roads
- Work to acquire fee simple title or development rights to key gateways into the city as a means of protection for view-sheds
- In conjunction with the county, develop or revise existing regulations and ordinances to establish appropriate setbacks, landscaping, tree-removal and

curb cut requirements for the important corridors and gateways as identified in the Green Print Plan

Morgan County Short Term Work Program Status Report (1999-2003 and ongoing)

- Continue resurfacing roads to maintain quality infrastructure by using traffic counts to determine need for improvements
- Continue repairing and upgrading cross drains, culverts, & bridges

Morgan County Short Term Work Program (2004-2008 ongoing)

- Incorporate bike paths into the County Transportation Plan to aid in tourism, recreation, and transportation
- Continue bridge/culvert improvement and upgrade program to meet modern load requirements
- Develop and implement procedures to ensure that all changes to the county road network are recorded and updated network maps are provided to all affected agencies and GDOT
- Formally designate scenic routes as identified in the Green Print Plan and the Land Use element of the Comprehensive Plan and incorporate into tourism marketing
- Continue to improve roadway signage in Morgan County
- Hire additional road maintenance staff as funding allows
- Develop a county-wide transportation plan
- Formally designate important gateways and scenic roads in the county as identified in the Green Print Plan and develop and adopt standards and guidelines for setbacks, landscaping, tree removal, curb cuts, etc.
- Develop a county-wide greenway to link important greenspaces in the county and provide habitats for native flora and fauna
- Develop or revise existing ordinances to require direct pedestrian, and where appropriate, vehicular access between new adjacent residential, institutional, office, professional, and commercial developments
- Develop or revise existing ordinances to require where appropriate that all new developments tie into existing adjacent public roadways and be designed as to provide access points to all planned public roadways
- Develop or revise existing regulations and ordinances to allow for reduced street widths and right-of-ways for streets in new developments when the streets are designed with a distributed network (grid system)
- Develop or revise existing regulations and ordinances to limit the number of access points and curb cuts on major thoroughfares, arterials and major collector roads by requiring new developments provide for shared driveways, larger frontages, frontage roads, and other appropriate means in order to maintain efficient traffic flow on the roadways
- Develop or revise existing regulations and ordinances to set consistent standards for the width of landscaping and sidewalk setbacks
- Develop or revise existing regulations and ordinances to establish parking design standards and appropriate limits on the number of spaces
- Develop or revise existing regulations and ordinances to establish appropriate setback requirements for new development along roadways that have a high potential of being widened in the future

- Formally designate important gateways and scenic roads in the county as identified in the Green Print Plan
- In conjunction with the other municipalities, develop or revise existing regulations and ordinances to protect viewsheds along important corridors and gateways to the county as identified in the Green Print Plan
- In conjunction with the other municipalities, develop incentives to encourage those who wish to permanently protect view-sheds along scenic roads
- Work to acquire fee simple title or development rights to key gateways into the county as a means of protection for view-sheds
- In conjunction with the other municipalities, develop or revise existing regulations and ordinances to establish appropriate setbacks, landscaping, tree-removal and curb cut requirements for the important corridors and gateways within the county and its cities as identified in the Green Print Plan
- Develop or revise existing regulations and ordinances to allow or require as appropriate new developments to be developed with distributed road networks (grid pattern)

1.4.2 Morgan County Green Print Plan 2003

In 2004, Morgan County adopted the Morgan County Green Print Plan to identify areas in need of environmental preservation. As Morgan County and the municipalities of Madison, Bostwick, Buckhead, and Rutledge were in the process of preparing a major update to the Morgan County Joint Comprehensive Plan, it was decided that the Green Print planning process should be coordinated with the Comprehensive Plan Update process.

The Morgan County Green Print Plan serves as a long-term strategy for the preservation of features that are valuable to Morgan County residents and landowners: the rural landscape, open spaces, agriculture lands, forests, environmentally sensitive resources, historic properties and structures, and a general quality of life. The plan recognizes the inevitability and desirability of growth and economic expansion, seeking to balance allowance for growth with strategies to achieve significant preservation goals.

While not directly related to transportation, public input received from the Green Print planning process did yield recommendations that should be considered during the development of the Plan. They include:

- The establishment of scenic corridors along Monticello Highway (SR 83), Main Street (US 278), Old Dixie Highway and US 441/129;
- Scenic gateways to the City from I-20 along Monticello Highway (SR 83) and Eatonton Highway (US 441/129); and
- A proposed multi-use trail to be located along Little Indian Creek connecting to Mason Lake.

1.4.3 GDOT Statewide Transportation Plan

Initiated in 1994, the Georgia Department of Transportation (GDOT) Office of Planning recently updated its GDOT Statewide Transportation Plan (SWTP). The current SWTP was adopted and approved by the State Transportation Board on January 19, 2006. The

SWTP assesses the current and future performance of all major transportation modes in the state – highways, transit, air, water, bicycle and pedestrian. It also examines the linkages between these different modes. Incorporating all existing regional and modal plans, the SWTP defines financially constrained and unconstrained statewide transportation programs, estimates the cost of these programs, and forecasts available and potential funding through the year 2035.

While the SWTP focuses on transportation issues at a statewide level, specific trends identified within the SWTP could potentially apply to Madison. They include:

- Travel along rural roadways is projected to increase by 1.9 percent annually. All of the roadways in Morgan County and, therefore, the City of Madison are classified as rural roadways.
- Truck travel along state roads is projected to increase at a greater rate than general traffic with a rate of 2.9 percent annually.
- There is an expected \$74 billion shortfall in projected revenues when compared to the costs of needed improvements throughout the State.

In other long range planning efforts at GDOT, the proposed passenger rail system for metro Atlanta would have an end of the line station at Madison. It is projected to serve 800,000 commuters per year in 2030 at a cost of \$173.9 million in capital. However, long range funding sources for this project have not been identified.

From a local perspective, these trends imply a funding shortfall for needed improvements to the State highway system within the City and a significant increase in truck traffic along the City's roadway network – particularly along US 441/129 and SR 83.

1.4.4 East Georgia Multi-County Transportation Study

In August 2006, in cooperation with the Counties of Morgan, Greene, Jasper, and Putnam Counties, GDOT began to develop a transportation plan for these counties to identify future roadway needs through the year 2030. The project will entail developing a travel demand model for the four-county study area based on traffic characteristics, establishing transportation goals for the region, and identifying and prioritizing future roadway needs based on model results in relation to the goals established for the Plan. The end result of the project will be a more detailed model for the four-county region and individual transportation plans for each of the counties within the study area. The project is scheduled for completion in March 2007. As such, the Madison Thoroughfare Plan will be developed in coordination with this effort to ensure its development is consistent with the overall needs of the region.

1.5 Data Sources

The following sources were utilized in compiling the data utilized for this report.

Table 1.1 – Baseline Conditions Data Sources

Thoroughfare	Existing Classification
Roadway Functional Classifications	GDOT
Roadway Number of Lanes	GDOT*
Signalized Intersections	City of Madison*
Bridge Inventory	GDOT, National Bridge Inventory
Traffic Volumes	GDOT
Accident Data, 2003-2005	GDOT
Future Roadway Improvements	GDOT Morgan Joint Comprehensive Plan
Sidewalk Inventory	City of Madison
Transit	Morgan County Transit Web Site
Existing Land Uses Map	City of Madison
Future Land Uses Map	City of Madison
Traffic Calming Locations	City of Madison
Parking Inventory	Field Surveys
Environmental Constraints	City of Madison Morgan County

* Verified through field surveys

2.0 Roadway Characteristics

Roadway characteristics typically refer to the major attributes of roadways that determine how that facility functions within the context of the entire road network. These attributes include items such as:

- facility definitions or functional classifications, which describe the purposes for which roadways are designated;
- major infrastructure elements such as bridges, which can limit design alternatives;
- traffic volumes, which serve as a good indication of how often the roads are actually being used

Other aspects such as accident data, connectivity analysis, and planned improvements further describe the relationship between existing utilization and future modifications to the system that will occur or will be needed in the future.



2.1 Roadway Network Profile

The roadway network profile is the starting point for an inventory and analysis of roadway characteristics. The profile includes functional classifications, number of lanes, and signalized intersection locations.

2.1.1 Functional Classifications

Functional classification is the process by which streets and highways are grouped into classes, according to the character of service that they are intended to provide.

GDOT, with cooperation from responsible local officials, has the primary responsibility for developing and updating a statewide highway functional classification in rural and urban areas to determine functional usage of the existing roads and streets. Because Morgan County is defined as a rural area, all of the roadways within the County and, therefore, the City of Madison are classified as rural roadways. The functional classifications of the roadways within the City of Madison are presented in **Table 2.1** and shown graphically in **Figure 1.1**.

Table 2.1 – Roadway Functional Classification

Thoroughfare	Existing Classification
I-20	Interstate Highway
Main Street (US 278)	Principal Arterial
Eatonton Highway/Road (US 441/129)	Principal Arterial
US 441/129 Bypass	Principal Arterial
Ward Rd (SR 24 Spur)	Minor Arterial
Atlanta Highway (US 278)	Minor Arterial
Monticello Highway (SR 83)	Minor Arterial
Bostwick Road / Wellington Street / West Washington Street (SR 83)	Major Collector
Dixie Highway / Dixie Avenue	Major Collector
East Washington Street / Bethany Road	Minor Collector
Pierce Dairy Road	Minor Collector
All Other Roads	Local Road

Source: Georgia Department of Transportation

Pursuant to the Federal Highway Administration, the following characteristics define the functional classification of the roadways within the City of Madison:

Interstate Highway (I-20)

- All routes designated on the Federal Interstate System typically provide travel for interstate and intercounty travel.

Principal Arterials (Main Street, Eatonton Highway, US 441/129 Bypass)

- Have trip length and travel density characteristics indicative of substantial statewide or interstate travel.
- Serve a large majority of the population within a specific area.
- Provide an integrated network with continual connections.



Minor Arterials (Atlanta Highway, Monticello Highway, and Ward Street)

- Link cities and larger towns and form an integrated network providing interstate and intercounty service.
- Are spaced at such intervals so that all developed areas are within a reasonable distance of an arterial highway.
- Provide service to corridors with trip lengths and travel density greater than those predominantly served by rural collector or local systems. Minor arterials therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds for through movements.



Major Collectors (Bostwick Road/ Wellington Street/West Washington Street, Dixie Avenue/Dixie Highway)

- Provide links to nearby larger towns or cities, or with routes of higher classification; and
- Serve the more important regional and local travel corridors.



Minor Collectors (East Washington Street/Bethany Road, Pierce Dairy Road)

- Are spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road
- Provide service to the remaining smaller communities; and
- Link the locally important traffic generators with their rural areas.

Local Roads (All Remaining Roads)

- Serve primarily to provide access to adjacent land; and
- Provide service to travel over relatively short distances as compared to collectors or other higher systems.

2.1.2 Number of Lanes

The number of lanes reflects the capacity of a given roadway and is, therefore, an important characteristic in determining potential operational deficiencies given the level of traffic being carried by a specific roadway.

Nearly all of the roadways within the City of Madison are two lane roadways. I-20, which traverses the southernmost portion of the City, is a four-lane fully controlled access interstate facility. Other exceptions are Eatonton Highway (US 441/129), the US 441/129 Bypass, and a small segment of Athens Highway (US 441/129) just past the intersection with Greensboro Highway (US 278). These segments are typically serviced with four lane lanes and a continuous ‘suicide’ turn lane in the center of the roadway, with additional turn lanes at various intersection approaches.

2.1.3 Signalized Intersections

Identifying signalized locations generally identifies intersections with higher traffic volumes and/or the need to reduce potential conflicts along certain roadways. A list of signalized intersections within the City of Madison is provided below.

- Main Street (US 278) and Washington Street
- Main Street (US 278) and Jefferson Street
- US 441/129 Bypass/Athens Highway and Greensboro Highway (US 278)
- US 441/129 Bypass and East Avenue/Buckhead Road
- US 441/129 Bypass / Lions Club Road and Eatonton Highway (US 441/129)
- US 441/129 and I-20 (Both EB and WB)

City officials have also been notified that a signal may be placed at Eatonton Highway (US 441/129) and Pierce Dairy Road in the near future.

2.2 Bridges

While not significant features in the overall context of the transportation network, the location of bridges warrants consideration when contemplating potential improvements to the City’s transportation network. According to the National Bridge Inventory, there are seven bridges located within the City limits of Madison. These bridges are as follows:

Table 2.2 – Bridge Inventory

Roadway	Intersecting Feature
I-20	Little Indian Creek
I-20	SR 83 (Monticello Highway)
I-20	Norfolk Southern RR
I-20	US 129/441(Eatonton Highway)
US 129/441 Bypass	Horse Creek
SR 83 (Bostwick Highway)	CSX and Norfolk Southern RR
Oil Mill Road	Norfolk Southern RR

Source: GDOT, National Bridge Inventory, 2003

As shown in **Table 2.2**, most of the bridges within the City are along I-20. The remainder of bridges includes two railroad crossings and one stream crossing. These bridges are shown in **Figure 1.1**.

2.3 Traffic Volumes

2.3.1 Segment Volumes

GDOT has maintained approximately 18 traffic count locations within the Madison city limits from 2000 to 2005. The traffic counts locations and values in the latest 2005 survey are shown in **Figure 2.1**. All of the count totals from 2000 to 2005 are provided in **Table 2.3**.

Table 2.3 – GDOT Traffic Counts – 2000-2005

Route Name	Traffic Count Location	AADT					
		2005	2004	2003	2002	2001	2000
US 278/Main Street	114	3,640	4,521	4,196	4,114	4,002	3,620
	116	8,310	7,914	8,385	8,207	8,283	6,760
	118	14,140	14,780	16,084	13,989	15,500	13,147
	121	14,090	16,638	14,985	17,367	14,418	13,088
	123	7,510	8,498	9,300	8,858	7,418	7,529
	125	6,160	7,211	7,459	7,705	8,036	7,800
	127	5,800	6,304	6,754	6,836	6,806	6,120
US 441/129 Intown	141	20,940	20,801	18,988	20,171	20,120	16,640
	142*	12,870*	11,693	11,509	10,887	12,894	13,500
	143	10,270	10,787	10,503	9,471	9,400	9,104
US 441/129 Bypass	318	6,490	9,525	8,795	8,832	8,400	8,089
	321	7,650	8,623	7,825	8,410	7,784	7,140
	323	8,940	6,890	7,544	6,929	6,446	6,171
Washington Street	278	2,610	3,038	2,787	2,894	2,114	2,548
	165	6,960	8,705	8,098	8,341	6,249	6,120
Monticello Highway (SR 83)	163	3,270	3,609	3,627	3,465	3,136	2,983
Ward Road	154	3,870	4,478	4,161	4,161	3,804	3,686
Maxey Lane	8019	330	N/A	375	368	329	N/A
Sulgrave Drive	8021	N/A	N/A	536	535	N/A	N/A
Dixie Ave	243	690	1,063	968	1,010	850	925
Cox Rd	8007	690	N/A	387	373	N/A	331
I-20	201	30,470	31,360	28,226	29,003	29,910	29,614

* Truck percentage at this traffic count location for the year 2005 is 8.9%
Source: GDOT, 2000-2005

Figure 2.1 – 2005 Daily Traffic Counts

As shown in **Table 2.3**, the most heavily traveled roadway in the City of Madison is I-20, with an annual average daily traffic (AADT) of approximately 30,000. However, most of the traffic on I-20 is comprised of through trips that do not impact the City's surface street network. Of the City's local network, the portion of Eatonton Highway (US 441/129) between US 441/129 Bypass and I-20 carries the highest amount of traffic volumes with roughly 20,000 AADT. Main Street (US 278) also carries significant volumes through downtown with an AADT of approximately 14,000.

As **Table 2.3** reflects, volumes throughout the entire traffic network have been fairly consistent and have deviated very little from 2000 to 2005. In 2006-2007 the consultant team and the City of Madison Police Department performed additional counts in order to better capture truck percentages on the major corridors. As noted before, Eatonton Hwy has 8.9% of trucks near its intersection with the US 441 Bypass. SR 83, Monticello Hwy, between Lion's Club Road and Amtico Road had even higher truck percentages at 9.2%. SR 83 north of downtown showed truck percentages of 6.2% and North Main Street had 6.0% truck volumes. Oddly, South Main Street at Central Avenue only has 3.7% truck volumes, indicating significant numbers of trucks are dispersing onto North main and East Washington. The bypass itself has the highest truck percentages with 14.9% in the southbound direction and 15.4% in the northbound direction, indicating its effectiveness in routing freight traffic around the downtown.

2.4 System Performance

The concept of levels of service uses qualitative measures that characterize operational conditions within a traffic stream and perception of these conditions by motorists and passengers. The description of individual levels of service characterize these conditions in terms of factors such as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience.

Level of service (LOS) is a letter designation used to describe traffic operating conditions, on a declining scale from A to F. LOS A represents free-flow traffic conditions and LOS F represents extreme delays with stopped traffic conditions. Service flow at LOS E is the value that corresponds to the maximum flow rate, or capacity, on the facility. For most design and planning purposes, service flow rates of LOS D or C are generally considered as acceptable levels of service, as they ensure a more acceptable quality of service to facility users.

2.4.1 Roadway Link Level of Service

GDOT does not currently have standards to examine link volume level of service. Therefore, in order to examine the functionality of the City's roadway network, standards developed by the Florida Department of Transportation (FDOT) were used.

For the segment LOS analysis, HIGHPLAN software developed by University of Florida is used. This software analyzes multilane and two-lane highway level of service analysis based on 2000 Highway Capacity Manual. For this analysis, area type for City of Madison is assumed as, "Rural developed area with less than 5000 population". Default values were used for K factor, D factor, and Peak Hour Factor (PHF). An eight percent (8%) share of heavy vehicles was assumed used in the analysis. **Table 2.4** shows the

segments, AADT volumes, number of lanes, and the LOS derived through this methodology.

As shown in **Table 2.4**, the overall performance of the City's roadway network is relatively good. The poorest functioning roadway is Main Street (US 278), which operates at LOS D through the downtown area of the City. Eatonton Road (US 441/129) is also operating at LOS C between Main Street (US 278) and the US 441/129 Bypass. Through interviews with City officials, the City has indicated a desire to have all of its roadways function at LOS C or better.

Table 2.4 – Roadway Link Level of Service

Route Name	From	To	Traffic Count Locations	AADT (2005)	No. of Lanes	LOS
Main Street (US 278)	Brownwood Road	Confederate Road	114	3,640	2	B
	Confederate Road	Ward Road	116	8,310	2	C
	Crawford Street	US 441	118	14,140	2	D
	First Street	Reese Street	121	14,090	2	D
	Billups Road	Park Street	123	7,510	2	C
	Bowman Street	Allen Street	125	6,160	2	C
	US 441/129 Bypass	Bowman Street	127	5,800	2	C
Eatonton Road (US 441/129)	Industrial Boulevard	I-20	141	20,940	4	B
	Lions Club Road	Fairgrounds Road	142*	12,870*	2	C
	Cox Road	Main Street (US 278)	143	10,270	2	C
US 441/129 Bypass	Cox Road	North Main Street (US 441/129)	318	6,490	4	A
	East Avenue	E Washington Street	321	7,650	4	A
	US 278 (Main Street)	East Avenue	323	8,940	4	A
Washington Street	Vine Street	US 441/129 Bypass	278	2,610	2	B
	Garnett Street	Pearl Street	165	6,960	2	C
Monticello Road (SR 83)	Industrial Road	Lions Club Road	163	3,270	2	B
Ward Road	Bell Street	Lakeview Street	154	3,870	2	B
Maxey Lane	Crawford Street	Cook Hill Street	8019	330	2	B
Dixie Ave	Walker Street	Oil Mill Road	243	690	2	B
Cox Rd	US 441/129 Bypass	Carmichael Road	8007	690	2	B
I-20	Monticello Road (SR 83)	Eatonton Road (US 441/129)	201	30,470	4	B

Source: GDOT Traffic Counts, 2005; FDOT Level of Service Handbook, 2002

2.4.2 Intersection Level of Service

While roadway link volume LOS is a good indicator on the overall functionality of a roadway, intersection LOS is a better indicator of specific 'hot-spots' or intersections that contribute to this overall functionality. Therefore, in order to supplement the traffic count data from GDOT, intersection turn movement counts were taken at various locations throughout the City. The capacity analysis for this study was conducted using the turning movement data collected at the following intersections during September 2006:

- Main Street (US 278) and US 441 Bypass
- Main Street (US 278) and Washington Street
- Main Street (US 278) and Jefferson Street
- US 441/129 Bypass and Bethany Road
- US 441/129 Bypass and Buckhead Road
- Main Street (US 278) and Eatonton Road (US 441/129)

- Eatonton Road (US 441/129) and Ward Street (SR 24 Spur)
- Atlanta Highway (US 278) and Ward Street (SR 24 Spur)
- Atlanta Highway (US 278) and Monticello Highway (SR 83)
- US 441/129 Bypass and Eatonton Highway (US 441/129)
- Lions Club Road and Monticello Highway (SR 83)

The Highway Capacity Manual (2000) and AASHTO-Geometric Design of Highways and Streets ("Green Book") list the following levels of service:

- A = Free flow – best operating conditions; users unaffected by the presence of other vehicles.
- B = Reasonably free flow – some influence by other vehicles.
- C = Stable flow – constrained but constant flow below speed limits; additional attention required by drivers to maintain safe operations.
- D = Approaching unstable flow – high passing demand, limited passing capacity; an acceptable condition for arterial and collector roadways in urban areas.
- E = Unstable flow near capacity – can quickly change to LOS = F because of disturbances in the traffic flow.
- F = Forced or breakdown flow – worst conditions with heavily congested flow; traffic demand exceeding capacity; poor travel time; low comfort and convenience.

To evaluate the operating conditions of the study area intersections, a commonly-used software application called SYNCHRO was used. SYNCHRO has the ability to analyze signalized and unsignalized intersections as well as produce an animated simulation of their operational characteristics. The analytical methodologies used by the software reflect those in the Highway Capacity Manual, 2000 Update. **Table 2.5** below indicates the relationship between intersection delay and level of service for unsignalized and signalized intersections, respectively. The results of this analysis are shown below in **Table 2.6** for the AM and PM peak hours respectively.

Table 2.5 - Intersection Level-of-Service Criteria

Level of Service	Unsignalized Intersections	Signalized Intersections
	Control Delay (seconds/vehicle)	Control Delay (seconds/vehicle)
A	0-10	0-10
B	>10-15	>10-20
C	>15-25	>20-35
D	>25-35	>35-55
E	>35-50	>55-80
F	>50	>80

Table 2.6 - Summary of Existing Intersection Capacity Analysis

Intersection	Type	2005 Existing	
		AM Peak	PM Peak
N. Main Street (US 278) and US 441 Bypass	Signalized	19.1 (B)	20.5 (C)
Main Street (US 278) and Washington Street	Signalized	14.5 (B)	14.3 (B)
Main Street (US 278) and Jefferson Street	Signalized	11.3 (B)	8.4 (A)
US 441/129 Bypass and Bethany Road	Unsignalized*	8.8 (A)	9.3 (A)
US 441/129 Bypass and East Avenue	Signalized	14.5 (B)	15.1 (B)
Main Street (US 278) and Eatonton Road (US 441/129)	Unsignalized*	51.6 (F)	155.5 (F)
Eatonton Road (US 441/129) and Ward Road (SR 24 Spur)	Unsignalized*	15.9 (C)	22.1 (C)
Atlanta Highway (US 278) and Ward Road (SR 24 Spur)	Unsignalized*	10.2 (B)	18.1 (C)
Atlanta Highway (US 278) and Monticello Road (SR 83)	Unsignalized*	26.9 (D)	17.1 (C)
US 441/129 Bypass and Eatonton Road (US 441/129)	Signalized	17.0 (B)	18.8 (B)
Lions Club Road and Monticello Road (SR 83)	Unsignalized*	11.6 (B)	13.7 (B)

Note*: Results for unsignalized intersections are reported in terms of side street LOS.

As shown in **Table 2.6**, all intersections are operating at good and satisfactory levels of service for both AM and PM peak hour traffic conditions with the exception of the unsignalized intersection at Main Street (US 278) and Eatonton Road (US 441/129). The stopped controlled approach at this intersection has a failing LOS F for both AM and PM peak conditions. This is primarily due to delay resulting from traffic from Atlanta Highway (US 278), which has to wait to find gaps in the traffic through movement as Eatonton Road merges with Main Street.

2.5 Accident Information

2.5.1 High Accident Locations

High accident locations represent intersections that are potentially in need of operational improvements to improve safety along the City's network. Information regarding accident locations along roadways on the state roadway network was provided by GDOT for the years 2003-2005. These accidents are shown graphically on **Figure 2.2** and presented in **Table 2.7**.

Table 2.7 – Accident Locations along State Roadways – 2003-2005

Route	Intersecting Route	# of Accidents
Atlanta Highway (US 278)	Monticello Highway SR 83)	11
Main Street (US 278)	Eatonton Road (US 441/129)	11
Main Street (US 278)	Washington Street (SR 83)	8
Main Street (US 278)	Burnett Street	8
Main Street (US 278)	Walker Court	6
Main Street (US 278)	Jefferson Street	5
Main Street (US 278)	Walker Circle	4
Main Street (US 278)	Crawford Street	4
Main Street (US 278)	US 441/129 Bypass	4
Main Street (US 278)	Central Avenue	3
Main Street (US 278)	Park Street	3
Main Street (US 278)	College Drive	2
Main Street (US 278)	Jones Alley	2
Main Street (US 278)	Park Lane	2
Atlanta Highway (US 278)	Ward Street (SR 24 Spur)	1
Eatonton Highway (US 441/129)	US 441/129 Bypass	20
Eatonton Highway (US 441/129)	Pierce Dairy Road	6
Eatonton Highway (US 441/129)	Indian Creek Road	5
Eatonton Road (US 441/129)	Ward Street (SR 24 Spur)	2
Eatonton Road (US 441/129)	Fairgrounds Road	2
Washington Street (SR 83)	Second Street	4
Wellington Street (SR 83)	Pearl Street	3
Washington Street (SR 83)	First Street	3
Monticello Highway SR 83)	Lions Club Road	1

Source: GDOT Accident Data, 2003-2005



S. Main Street @ Eatonton Road "The Triangle"



Eatonton Rd (US441/129) @ US 441/129 Bypass

Figure 2.2 – High Accident Locations

As shown in **Table 2.7**, the highest number of accidents within the city occurs along Main Street (US 278) between Eatonton Road (US 441/129) and Washington Street (SR 83). This section of Main Street is a 2-lane roadway that generally lacks turn lanes and other intersection safety features. However, the location with the highest number of accidents over this time frame was outside of this area at the intersection of US 441/129 Bypass and Eatonton Highway (US 441/129), which had a total of 20 accidents during this period. Other intersections with high numbers of accidents include Main Street and Eatonton Road, and Atlanta Highway and Monticello Highway.

2.5.2 Accident Rates

As a function of human error, it is reasonable to assume that accidents will occur to some degree along the city’s state roadway network. In order to gauge the safety of the city’s network, the accident rates for city roads were compared to statewide averages on the basis of facility type. Accident information by facility type was provided by GDOT for the years 2003 and 2004 (tabulations for 2005 were not available at the time of the initial draft of this report and neither were City of Madison Fire Department records of automobile accident calls). The results of this comparison are shown in **Table 2.8**.

Table 2.8 – Accident Comparison to Statewide Average (2003-2004)

Route	Average Annual Accidents	Avg. Accident Rate (per 100 million vehicle-miles)		Average Annual Injuries	Avg. Injury Rate (per 100 million vehicle-miles (MVM))	
		Road Segment	Statewide Average		Road Segment	Statewide Average
SR 83 N*	14	165	211	10	120	110
SR 83 S*	3	51	228	3	50	124
US 441/129*	59	368	160	27	173	93
US 441/129 Bypass	12	106	157	7	63	93
US 278	55	541	156	20	200	90

* - Notes:

SR 83 N = Washington Street and Wellington Street north of Main Street (US 278) to City limits

SR 83 S = Monticello Highway from Atlanta Highway (US 278) to City limits south of I-20

US 441/129 = Eatonton Road/Eatonton Highway from Main Street (US 278) to City limits south of I-20

As shown in **Table 2.8**, the roadway with the highest number of accidents, Main Street (US 278), is well above the state average for roadways of similar functional classifications throughout the state. Eatonton Road and Eatonton Highway (US 441/129) also had an accident rate twice as high as the statewide average. Conversely, accident rates for Monticello Highway (SR 83 S), Washington Street/Wellington Street (SR 83 N), and the US 441/129 Bypass were lower than the statewide averages for similar facility types. Additional City of Madison Fire Department records are included in the appendix.

2.6 Future Roadway Improvements

There were three transportation improvement projects identified in the GDOT Statewide Transportation Improvement Plan (STIP) for the 2003-2008 planning period and the Joint Comprehensive Plan that would impact on the City of Madison. They are:

- Widening: SR 24/US 441 from the Putnam CL to north of Pierce Dairy Road/CR 121 (STIP)
- Widening: SR 24 / US 441 from Madison Bypass to just north of Apalachee River/Oconee (STIP)
- The SR 83 Bypass for Madison, the Morgan County Board of Commissioners intends to construct a bypass around Madison for SR 83 to eliminate the truck traffic which currently adversely impacts the City of Madison. (Joint Plan page 167)

All of the projects listed above would serve needs that are more regional in nature. However, the SR 83 project has the potential to divert large traffic flows, particularly truck traffic, away from the historic district in downtown Madison.

2.7 Connectivity

Street connectivity is a measure that is critical to analyzing the possibility of re-routing traffic to relieve pressures on severely overburdened facilities. In its most basic form, street connectivity is a measure of the number of parallel facilities in an area that allow for multiple routing options. To determine street connectivity within the city, an inventory of streets with more than one end point was taken.

Overall, Madison has good connectivity in specific sectors of the city, notably the central sector within a half-mile radius of the city's downtown square. However, the peripheral areas, particularly to the north beyond the railroad tracks, have severe limitations in this regard. Furthermore, the newly developed residential areas in the east and south offer virtually no through routes due to their cul-de-sac network pattern. As a proportion of the street network, roughly 20% of the streets in Madison do not offer connectivity, which contributes to through traffic being funneled onto the city's main thoroughfares.

2.8 Traffic Calming



An unfortunate result of the well connected roadway network present in the city is an abundance of through traffic, often traveling at higher rates of speed than localized traffic, on the city's local roads that mainly function to serve their immediate neighborhoods. In response, a number of traffic calming devices have been installed throughout the city over the past few years to increase neighborhood safety. The locations of the traffic calming devices are given in **Table 2.9**. As shown, the locations of these facilities are fairly evenly distributed in all the city's residential areas. The most common technique employed by the city has been the speed table, which are long raised speed humps with a flat section in the middle and ramps on the ends. In addition, two traffic circles have also been deployed in a demonstration project on Harris Street between East Avenue and Lakeview Street. Traffic circles, often called roundabouts, are large barriers placed in the middle of an intersection that direct all traffic in the same direction. Furthermore, three speed tables are being installed on East Washington Street. A map depicting the locations of the traffic calming devices throughout the city is provided in **Figure 2.3**. Some typical traffic calming devices that are considered acceptable in the City of Madison are depicted below.



Table 2.9 – Traffic Calming Device Locations

Street Name	Type of Device	Location
Harris Street	Traffic Circles	Between East Avenue and Lakeview Street
Harris Street	Speed Table	Intersection of Lakeview Street
MLK Drive	Speed Table	Between Whitehall Street and Billups Road
Commerce Street	Speed Table	Between Churchill Avenue and Bell Circle
Commerce Street	Speed Table	Between Highland Avenue and Hodges Avenue
Maple Street	Speed Table	Near intersection with Jefferson Street
Crawford Street	Speed Table	Near Skyline Drive
Crawford Street	Speed Table	Near William Street
Dixie Avenue	Speed Table	Between Bacon Street and Jasper Street
Dixie Avenue	Speed Table	Between Walker Court and Oil Mill Road
College Drive	Speed Table	Before Harris Street
College Drive	Speed Table	At Colleges Avenue Intersection
College Drive	Speed Table	At East Avenue Intersection
Pearl Street	Speed Table	Before Elize Morris Street
Pearl Street	Speed Table	Between Burney Street and Mapp Street

2.9 Parking

Parking issues within Madison are limited primarily to the downtown area of the city. Parking in the downtown commercial area is a combination of on-street parking (angular, parallel, and perpendicular) and off-street parking (private and public lots) to the sides and rears of commercial and institutional land uses.



Outside of the downtown area, parking is plentiful. Commercial establishments along the Eatonton Road/US 441/129 corridor and areas of similar use are typically served by large parking lots for their developments. Industrial enterprises along the Monticello Road/SR 83 corridor and areas of similar use are generally served by modest parking lots in front of the development and expanses of pavement to the side or rear for parking/loading/unloading of heavy trucks. Two rows of parking screened by vegetated berms in front of an industry is the predominant development pattern. Residential areas are almost all endowed with ample off-street parking. Institutional parking within residential areas is currently limited, pocketed, and partially screened.

In the downtown area, the recent Downtown Parking Study inventoried a total of 863 spaces in the immediate downtown area (essentially Hancock Street to the CSX/NS Railroad tracks bounded by Burnett and High streets). Of the total, 36% are provided by private enterprise and 64% are subsidized by government. The City of Madison

provides nearly 400 spaces alone. A breakdown of public parking reveals the provision of spaces for customers/clients (short-term parking users) and the provision of spaces for employers/employees (long-term parking users) to be essentially equal – 251 on-street and 247 off-street spaces respectively. The majority of on-street parking is timed, and all public lots are free to the public at this time. All private parking is located in lots, of which two are reserved pay-lots.

Figure 2.3 – Traffic Calming Locations

3.0 Alternative Modes

3.1 *Bicycle and Pedestrian Facilities*

There is only one recently constructed multi-use trail in the City of Madison. It is located between the cemetery and the new commercial district development along Wellington Street. Therefore, bicycle facilities are almost exclusively limited to roadways and pedestrian facilities are limited to mostly sidewalks. A map of existing bicycle and pedestrian facilities is provided in **Figure 3.1**.

Of the roadways in the city, the only designated bicycle routes are US 441/129 (Eatonton Highway), the SR 24 Spur (Ward Street), and US 278 west of the SR 24 Spur (Atlanta Highway). However, most of the local roads within the city are also suitable for bicycle travel.



Sidewalks are generally found along the more established neighborhoods near the city's downtown. The primary pedestrian way in the city is Main Street (US 278), which has sidewalks on both sides of the roadway from Walker Court to the intersection with the US 441/129 Bypass. The city's downtown can also be characterized as a pedestrian-friendly environment. The historic district is the most well endowed section of the city in terms of sidewalks. In addition, significant areas to the north and east of the district also have the beginnings of a complete network.



3.2 *Transit Services*

As would be expected in a community of its size, transit service in Madison is limited to on-demand services that are typical to non-urbanized areas. Public transportation is provided by the Morgan County Transit System with vans that can be reserved by

anyone in the county over eighteen years of age for cost of \$1.25 for trips within the city limits and \$1.50 for trips outside the city limits. The purpose of this service is to enable citizens in Morgan County who do not have transportation access to the grocery store, place of employment, doctor visits, etc. Funding for the system is provided through the Rural Public Transportation Program, or 5311 Program, which is administered via a contract with the Northeast Georgia Regional Development Center (NEGRDC).



Pursuant to the Joint Comprehensive Plan, Morgan County has identified a need to provide better transportation options for school-aged individuals to and from recreational facilities and other programs. However, these services will not be provided under the 5311 Program, and their provision is based upon the availability of funding.

**Figure 3.1 – Bicycle and Pedestrian Network
Bike/Ped Facilities Map**

4.0 Transportation and Land Use

Transportation and land use are closely related components of any corridor level planning effort. Although this study focuses on the transportation characteristics of the City of Madison, land use patterns have a direct impact on traffic generation along the city's thoroughfares and, thus, the overall performance of the roadway network in meeting the city's travel demand needs.

4.1 Existing Land Use

The distribution of existing land uses within the City of Madison is provided in **Table 4.1** and shown in **Figure 4.1**. As shown, a significant amount of the city's acreage is used for agricultural and/or low density residential purposes. In conjunction, these land uses, which generally produce lower travel demand than other land use types, account for approximately 58 percent of the developed acreage within the city. Most of the single-family uses are located in the sections of the city near downtown while agricultural uses are located on the periphery of the city limits.

Table 4.1 – Existing Land Use Distribution

Existing Land Use		Acres	% in City
Single Family Residential	SFR	1,159.54	20.64
Multi-Family Residential	MFR	70.43	1.25
Commercial	COM	368.15	6.55
Office Professional	OP	0.97	0.02
Industrial	IND	366.53	6.52
Public/Institutional	PI	393.16	7.00
Park/Recreation/Conservation	PRC	32.32	0.58
Right-of-Way	ROW	534.36	9.51
Transportation/Communication/Utilities	TCU	100.85	1.80
Agricultural	AG	1,474.33	26.26
Forest	FOR	102.37	1.82
Vacant/Undeveloped	VAC	1,014.02	18.05
Total		5,617.04	100.00

Source: City of Madison, 2006 Existing Land Use Map





Commercial uses, which typically generate much higher rates of travel demand, are concentrated in two main areas of the city: Downtown along Main Street, Washington Street, and Jefferson Street; and along the US 441/129 corridor from Ward Street to south of I-20. Other than a small concentration located near the Madison Airport, industrial uses are concentrated along the Monticello Highway, Lions Club Road, and Amtico Road corridors.



Figure 4.1 – Existing Land Uses - 2006

It should also be noted that over 18 percent of the city’s acreage remains vacant. Much of the vacant land in the city is comprised of smaller lots surrounded by single-family residential uses in the older section of the city or larger tracts located near I-20 and along the Norfolk Southern rail corridor in the southern portion of the city.

4.2 Future Land Use

In terms of future land use, the biggest changes anticipated for next 25 years are associated with the development of agricultural property on the periphery of the current city limits and the infill of vacant parcels in the southern portion of the city near I-20. As such, it is important to take into account not only planned future land uses within the city boundaries, but also those in unincorporated Morgan County that surround Madison. The future land use map for the city of Madison was developed during the Joint Comprehensive Plan as a subset of that developed for the County as a whole for the year 2030. A map of the future land uses within and around the City of Madison is provided in **Figure 4.2**.

4.2.1 City of Madison

Planned future land uses within the City of Madison are fairly consistent with those that currently exist with the exception of the portion of the city near I-20. The distribution of future land uses within the City of Madison is provided in **Table 4.2** below.

Table 4.2 – Future Land Use Distribution

Future Land Use		Acres	% in City
Traditional Neighborhood Development	TND	2,080.71	37.04
Commercial	COM	749.94	13.36
Office Professional	OP	291.84	5.19
Mixed Use	MX	242.42	4.32
Industrial	IND	1,108.63	19.73
Industrial - Mega Site	INDM	112.26	2.00
Public/Institutional	PI	385.54	6.86
Park/Recreation/Conservation	PRC	31.50	0.56
Right-of-Way	ROW	534.92	9.52
Transportation/Communication/Utilities	TCU	79.28	1.41
Agricultural	AG	0.00	0.00
Total		5,617.04	100.00

Source: City of Madison, 2006 Future Land Use Map

In the context of assessing the potential impacts on transportation facilities, it is important to compare the planned uses of the future to those that currently exist. A table comparing the distribution of existing and future land uses within the current city limits is provided in **Table 4.3**.

Figure 4.2 – Future Land Uses – 2030

Table 4.3 – Comparison of Existing and Future Land Uses

Existing Land Use Map - 2006	Acres	Future Land Use Map - 2030	Acres	Change
All Residential	1,229.97		2,250.40	1,020.43
Single Family Residential	1,159.54	Traditional Neigh. Dev.	2,080.71	
Multi-Family Residential	70.43	Mixed Use - Residential*	169.69	
All Commercial	368.15		822.67	454.52
Commercial	368.15	Commercial	749.94	
		Mixed Use - Commercial*	72.73	
All Office Professional	0.97		291.84	290.87
Office Professional	0.97	Office Professional	291.84	
All Industrial	366.53		1,220.89	854.36
Industrial	366.53	Industrial	1,108.63	
		Industrial - Mega Site	112.26	
All Agricultural	1,576.70		0.00	-1,576.70
Agricultural	1,474.33	Agricultural	0.00	
Forest	102.37			
All Other	425.48		417.04	-8.44
Public/Institutional	393.16	Public/Institutional	385.54	
Park/Recreation/Cons	32.32	Park/Recreation/Conservation	31.5	
Right-of-Way	534.36	Right-of-Way	534.92	
Trans/Comm/Utilities	100.85	Trans/Comm/Utilities	79.28	
Vacant/Undeveloped	1,014.02			N/A
Total Existing Land Use	5,617.04	Total Future Land Use	5,617.04	

* Assumes a 70/30 split between residential and commercial development on the 242.42 acres designated for Mixed Use

Source: City of Madison GIS, 2006

As **Table 4.3** indicates, land uses planned for the city will occur through the infill development of land that is currently vacant or being used for agricultural purposes. More specifically:

- Residential development is planned to occur primarily through the infill of vacant lots located in the older section of the city and the development of agricultural land on the periphery of the city along the US 441/129 Bypass and south of I-20. The amount of residential acreage planned within the City of Madison is nearly double that which currently exists.

- The amount of commercial acreage planned within the city is substantially higher than what exists today. Commercial development is planned to occur through the infill of vacant parcels along US 441/129 and the development of agricultural and vacant parcels US 441/129 Bypass and the interchanges of I-20 with Eatonton Highway (US 441/129) and Monticello Highway (SR 83).
- There is a significant amount of acreage planned for industrial uses along the Monticello Highway (SR 83) corridor and near I-20. Much of this development would occur through the development of large vacant tracts and, to a lesser degree, the conversion of land from agricultural uses in these areas.

These trends are depicted graphically on **Figure 4.3**, which displays the planned future land uses on parcels which are currently vacant or used for agricultural purposes.

4.2.2 Morgan County

Much of the land adjacent to the city limits of Madison is designated for agricultural uses in the 2030 Future Land Use Map for Morgan County. However, there are some notable exceptions, which include:

- A significant amount of land designated for industrial development south of I-20;
- A concentration of commercial development near the I-20 interchange with Eatonton Highway (US 441/129); and
- A significant amount of planned residential uses along Atlanta Highway (US 278) west of the city.

Future land use designations for parcels in proximity to the city are provided in **Figure 4.2**.

4.3 *Transportation and Land Use Interaction*

As development increases on the vacant and underdeveloped land in and around the City of Madison, so too will traffic on the city's street network generated by this development. Given the land uses planned in these areas, the following conclusions can be made with regard to their potential impact on the existing transportation network:

- The significant amount of commercial development, which typically generates high levels of travel demand, will directly impact the LOS of Eatonton Highway (US 441/129).
- The amount of industrial development planned within the southern portion of the city will directly impact the operational characteristics along Monticello Highway (SR 83), Lions Club Road, Amtico Road, Eatonton Highway (US 441/129) and, to a lesser degree, Main Street (US 278) through downtown due to the amount of additional truck traffic to be generated by these uses.
- Commercial, industrial, and residential development planned throughout the city will also increase travel demand on US 441/US 129 Bypass.

A more detailed discussion of the potential impacts of future land uses to the transportation network will be provided in the Needs Assessment Report.

Figure 4.3 – Future Land Uses for Vacant and Agricultural Land

5.0 Environmental Constraints

The identification of environmental features identifies potential fatal flaws in implementing needed roadway improvements. Environmental features not only include natural features such as wetlands and streams, but also cultural and community features such as parks and historical resources. A map of the environmental features within the City of Madison is provided in **Figure 5.1**.

There are relatively few wetland areas and water features in the city limits of Madison. Most of these are located on the periphery of the City. The largest wetland areas are located on Horse Branch just north of Washington Street, on Fourmile Branch just west of the railroad tracks between Commerce Drive and Amtico Road, on North Sugar Creek just east of the US 441/129 Bypass, and on South Sugar Creek and Little Indian Creek near I-20.



The bulk of the cultural and community facilities are located in the City's historic district. The historic district itself is the single largest contiguous cultural resource in the City and stretches almost two miles along Main Street (US 278) from Eatonton Highway (US 441/129) to Allen Street and two miles along Wellington Street and Washington Street (SR 83) from March Street to Maple Street. Existing land uses also confirm this with most of the public/institutional land uses concentrated in the downtown with the exception of the Morgan County High School complex, located near the intersection of Old Buckhead Road and the US 441 Bypass.



In relation to the major thoroughfare network, the only significant environmental barriers to potential roadway improvements are related to the City's historic district. Recognized by the community as a valuable resource to the City, the historic nature and aesthetic value of the Main Street (US 278) corridor in and around downtown make capacity improvements, such as widening and the addition of turn lanes, somewhat prohibitive.

This is particularly relevant to the intersection of Main Street and North Washington Street (SR 83), which is a regularly used route for truck traffic to and from points north of the City. Other than those within in the historic district, environmental features have minimal presence along the remainder of the City's thoroughfare network.

Figure 5.1 – Environmental Features

Appendix

Data Tables

City of Madison Fire Department Traffic Related Accident Matrix

INCIDENT TYPE NUMBER	INCIDENT TYPE	2003 12 mos	2004 Jan- Sept	2005 12 mos	2006 12 mos	2007 YTD
130	Mobile property vehicle fire, other	0	0	0	0	0
131	Passenger vehicle fire	11	4	9	2	1
132	Road freight of transport vehicle fire	2	2	3	2	0
381	Rescue or EMS standby (AUTO ACCIDENT)	5	3	0	11	4
352	Extricated victim from vehicle	0	1	3	0	0
442	Overheated motor	0	2	0	0	0
460	Accident, potential accident, other	0	2	1	0	0
463	Vehicle accident, general cleanup	0	2	1	2	1
611	Dispatched & cancelled en route (GHOST CALLS)	12	10	7	7	9
900	Special type incident (OTHER)	5	5	1	1	0
	TOTAL NUMBER OF INCIDENTS	35	31	25	25	15



Major Thoroughfare Plan Needs Assessment Report

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June 2007

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1.0 Introduction

This report is the second in a series of technical memoranda developed as part of the Madison Major Thoroughfare Plan. The purpose of this report is to articulate key issues and identify transportation needs and priorities for the major corridors in the City of Madison and potential future corridors.

Discussed in this report are major issues impacting transportation from technical concerns such as capacity and level of service to contextual factors such as land use and environmental constraints. Using the information gathered in this report, the study team will identify transportation projects and programs as well as management strategies to effectively support the continued development of Madison over the next 25 years.

The City of Madison has historically done well in keeping its transportation infrastructure in harmony with its growth patterns. The recent surge in growth, not only in Morgan County, but even more so in neighboring counties, has placed intense pressures on the main thoroughfares in the city. Due to the radial arterial plan of Madison and Morgan County most through traffic, and in particular truck traffic, must funnel in to the heart of downtown and through the historic district to access the interstate. The economic generator of the city is its historic district and a thorough assessment of its needs in terms of all types of transportation issues from roadway capacity and parking to traffic calming and alternative transport modes must be considered in any long range plan to support the continued vitality of Madison and its anticipated growth.

These issues as well as additional study area needs are further discussed in the upcoming chapters of this report. Data used to develop the report findings were initially assembled as part of the *Baseline Conditions Report*. The conclusions drawn from the data have been organized into major need trends summarized at the end of each chapter and as a group at the end of the report. The report concludes with a series of goals and objectives to guide the development of transportation projects and recommendations in the next technical report, the *Alternatives Analysis and Recommendations*.

2.0 Needs Identified in Other Studies

In the *Baseline Conditions Report* the major transportation related recommendations of the most recent comprehensive county plans were listed in chapter one. These recommendations were very general in their scope and addressed global county-wide needs that were occasionally applicable to the City of Madison. Most of these recommendations were framed as policy changes and did not entail specific transportation projects. While the *Baseline Conditions Report* was being finalized another plan specifically dealing with transportation issues was being conducted by GDOT for the counties of Morgan, Greene, Jasper, and Putnam. The *East Georgia Multi-County Transportation Study* was not available to be included in the baseline analysis but its recommendations for the City Madison are included here to give an outline of the needs identified in that effort. **Table 2.1** below will be used to ensure that the needs identified in the *Madison Major Thoroughfare Plan* are consistent with GDOT recommendations.

Table 2.1 – Madison Area Recommendations from *East Georgia Multi-County Transportation Study*

New Facility/Project	From	To	Existing Configuration	Improved Configuration
SR 83 W Bypass	SR 83 (N)	SR 83 (S)	NA	4-lanes
SR 83/US 441 Bypass	SR 83 (N)	US 441 (N)	NA	4-lanes
SR 83	US 278	I-20	2-lanes	4-lanes
SR 83	I-20	Jasper County	2-lanes	4-lanes
Minor Widening	From	To	Existing Configuration	Improved Configuration
Bethany Rd	US 441 Bypass	Bethany Church Rd	2-lanes	Add shoulders
Pierce Dairy Rd	US 441	Seven Island Rd	2-lanes	Add shoulders
Brownwood Rd	Spears Rd	Old Dixie Hwy	2-lanes	Add shoulders
Intersection/ Geometric Improvements	At			
US 441	US 278			
US 441	SR 24 Spur			
Lion's Club Rd	US 441			
Pierce Dairy Rd	US 441			
US 278	SR 24 Spur			
US 278	SR 83 (Pennington Rd)			
US 278	SR 83 (E Washington St)			
US 441 Bypass	Bethany Rd			
US 441 Bypass	Old Buckhead Rd			

Bridge Improvements	At			
Oil Mill Rd	Norfolk Southern Railroad			
Bicycle and Pedestrian Improvements	From	To	Existing Configuration	Improved Configuration
E Main St Sidewalks	Hawkins St	Fairplay St	Deficient	Repaired
W Main St Sidewalks	Fairplay St	New Subdivision	Deficient	Repaired
SR 83 Sidewalks	2 nd St	Callaway St	NA	Both Sides
Wellington Rd Sidewalks	Ruark Ln	SR 83	NA	Both Sides
Garnett St Sidewalks	SR 83	Wheat Rd	NA	Both Sides
East Ave Sidewalks	Harris St	Morgan county Library	Missing on north side	Add to north side
Rail Improvements	At		Improved Configuration	
Lion's Club Rd	CSX		Warning Lights	
Jefferson St	CSX		Upgrade Crossing	
Transit Improvements	At			
Park and Ride Lot	I-20 and SR 83			
Park and Ride Lot	I-20 and US 441			
Airport Improvements	Existing Configuration		Improved Configuration	
Extend Runway	3,800 feet x 75 feet		4,500 feet x 75 feet	

3.0 Traffic Congestion Assessment

This portion of the report will look specifically at those factors which affect congestion levels on the road network. It will begin with current level of service (LOS) in the City of Madison both for roadway segments and intersections. It will then examine future LOS in both categories to determine the impact of growth on the existing network. The next topic analyzed is accident rates and locations to impact of these on intersection functionality. Planned improvements, street grid connectivity, traffic calming issues, and parking needs round out the analysis categories in this chapter.

3.1 Assessment of Current Capacity

Current Roadway LOS

Roadway links Level of Service (LOS) was calculated in the *Baseline Conditions Report* for all of the major and minor roads in the city limits where traffic counts were available. These counts were verified and augmented by additional counts with truck percentages performed by the city between January and June 2007. Roadway LOS was ranked on a descending scale from A to F. This LOS analysis was conducted using the standards developed by the Florida Department of Transportation (FDOT) due to the lack of GDOT standards and the availability of HIGHPLAN software from the University of Florida. By in large the overall performance of the city's roadway network is relatively good in 2005. Three links, all along the bypass, received grades of A. Nine links received grades of B, four of which were along minor local roads including Ward Street, Maxey Lane, Dixie Avenue, and Cox Road. Five of the links with scores of B were along major facilities including Main Street (between Brownwood Road and Confederate Road), Eatonton Road (between Industrial Boulevard and I-20), Washington Street (between Vine Street and the US 441/129 bypass), Monticello Highway (between Industrial Road and Lions Club Road), and I-20 (between the two Madison interchanges). Seven links received a grade of C, **which is the city's current minimum for LOS** including four segments of Main Street (between Confederate Road and Ward Street, between Billups Road and Park Street, between Bowman Street and Allen Street, and between the US 441/129 Bypass and Bowman Street. Eatonton Highway has two segments currently at LOS C (between Lions Club Road and Fairgrounds Road and between and Cox Road and Main Street). Washington Street had the last segment with an LOS C status between Garnett Street and Pearl Street. Two segments of Main Street received an LOS D rating and are the worst performing parts of the current network (between Crawford Street and US 441 and between First Street and Reese Street). All of these current LOS levels are depicted in **Figure 3.1** below. Thus in terms of current needs, the city's network is functioning at an acceptable LOS except for Main Street which has the only links with unacceptable levels of service.

Freight Issues

As noted in the Baseline Conditions Report there is a significant amount of truck traffic passing through the downtown area and this is exacerbating the deteriorating level of service for the South main Street Corridor. SR 83 north of downtown showed truck percentages of 6.2% and North Main Street had 6.0% truck volumes. Oddly, South Main Street at Central Avenue only has 3.7% truck volumes, indicating significant numbers of trucks are dispersing onto North main and East Washington. It should be kept in mind that this 3.7% on South Main actually represents 1,749 trucks every three days, or

almost 600 per day. The most severe impact of this traffic is at the intersection of South Main and Washington Street where the majority of vehicles must make a sharp turn either left or right.



Figure 3.1 – Current Roadway LOS

Figure 3.2 – Truck Volumes 2007

Current Intersection LOS

Intersection LOS was also calculated in the *Baseline Conditions Report* for the major intersections in the city limits along Main Street, the US 441/129 Bypass, Eatonton Road, Atlanta Highway (US 278) and Monticello Highway (SR 83) using intersection turning movement counts. Intersection LOS was also ranked on a descending scale from A to F. This LOS analysis was conducted using SYNCHRO software and the methodologies in the Highway Capacity Manual. By in large the overall performance of the city's principal intersections on its main corridors is relatively good in 2005. Of these eleven key intersections, nine receive ranking of C or above in both the AM and PM peak.

There are two intersections with unacceptable LOS. The first is Atlanta Highway (US 278) and Monticello Highway (SR 83) which has LOS D in the AM peak and LOS C in the PM peak. The second is Main Street and Eatonton Road (US 441/129) has the worst intersection LOS of all receiving an F in both peaks. All of these current intersection LOS levels are depicted in figure 3.2 below. Thus in terms of current needs, the city's network intersections are functioning at an acceptable LOS except for Main Street and Eatonton Road in both peaks, and Atlanta Highway and Monticello Highway in the AM peak.

Figure 3.3 – Current Intersection LOS

3.2 Assessment of Future Capacity

Future Roadway Capacity

For the 2030 future year roadway LOS analysis, 2005 AADT traffic volumes are grown by 1.9% as annual growth. In the analysis, a 3-15% rate for trucks is used based on updated local truck counts at various locations. This is much higher than the GDOT default truck growth rate of 2.9% per year.

Table 3.1 – Year 2030 Roadway Link Level of Service

Route Name	From	To	Traffic Count Locations	AA DT (2030)	No. of Lanes	LOS
Main Street (US 278)	Brownwood Road	Confederate Road	114	5,825	2	B
	Confederate Road	Ward Road	116	13,300	2	D
	Crawford Street	US 441	118	22,630	2	F
	First Street	Reese Street	121	22,550	2	F
	Billups Road	Park Street	123	12,020	2	D
	Bowman Street	Allen Street	125	9,900	2	C
	US 441/129 Bypass	Bowman Street	127	9,300	2	C
Eatonton Road/ Eatonton Highway (US 441/129)	Amtico Rd	I-20	141	33,510	4	B
	Lions Club Road	Fairgrounds Road	142*	20,600	2	F
	Cox Road	Main Street (US 278)	143	16,440	2	E
US 441/129 Bypass	Cox Road	US 441/129	318	10,390	4	A
	East Avenue	E Washington Street	321	12,240	4	A
	US 278 (N. Main Street)	East Avenue	323	14,310	4	A
Washington Street	Vine Street	US 441/129 Bypass	278	4,180	2	B
	Garnett Street	Pearl Street	165	11,140	2	C
Monticello Road (SR 83)	Amtico Road	Lions Club Road	163	5,240	2	B
Ward Road	Bell Street	Lakeview Street	154	6,200	2	B
Maxey Lane	Crawford Street	Cook Hill Road	8019	530	2	A
Dixie Ave	Walker Street	Oil Mill Road	243	1,110	2	A
Cox Rd	US 441/129 Bypass	Carmichael Road	8007	1,110	2	A
I-20	Monticello Road (SR 83)	Eatonton Road (US 441/129)	201	48,750	4	D

Source: FDOT Level of Service Handbook, 2002

Figure 3.4 – Future Roadway LOS

As shown in **Figure 3.3** above, for the future year 2030, Main Street is operating at a LOS D and worse between Confederate Road and Ward Street, Crawford Street and US 441, First Street and Reese Street, and Billups Road and Park Street. Eatonton Road is operating at a failing LOS F and LOS E respectively between Lions Club Road and Fairgrounds Road and between Cox Road and Main Street (US 278). I-20 is operating at a LOS D between Monticello Highway (SR 83) and Eatonton Highway (US 441/129).

Future Intersection Level of Service

While roadway link volume LOS is a good indicator on the overall functionality of a roadway, intersection LOS is a better indicator of specific 'hot-spots' or intersections that contribute to this overall functionality. For the 2030 future year capacity analysis, existing traffic volumes are derived by using 1.9% as the annual growth rate. In the analyses, the heavy vehicle percentage of 3-15% is used to reflect actual conditions in Madison. These results were updated when latest truck data was made available in the month of August 2007. The results of the 2030 year capacity analysis are shown below in **Table 3-2** for the AM and PM peak hours respectively.

Table 3.2 - Summary of Future Intersection Capacity Analysis

Intersection	Type	2030 Future Control Delay (LOS)	
		AM Peak	PM Peak
Main Street and US 441 Bypass	Signalized	19.4 (B)	23.0 (C)
Washington Street and N. Main Street	Signalized	49.0 (D)	73.7 (E)
Jefferson Street and US 441	Signalized	12.4 (B)	12.0 (B)
Bethany Road and US 441 Bypass	Unsignalized*	40.5 (E)	226.7 (F)
Buckhead Road & US 441 Bypass	Signalized	16.0 (B)	16.3 (B)
US 278 and US 441	Unsignalized*	727.0 (F)	>700 (F)
US 441 and Ward Road	Unsignalized*	87.4 (F)	384.4 (F)
SR 83 and Ward Road	Unsignalized*	11.7 (B)	117.2 (F)
Atlanta Highway and SR 83	Unsignalized*	254.4 (F)	40.1 (E)
Lions Club Drive and US 441	Signalized	36.3 (D)	59.2 (E)
Lions Club Drive and SR 83	Unsignalized*	16.4 (C)	32.7 (D)

Note*: Results for unsignalized intersections are reported in terms of side street LOS.

Figure 3.5 – Future Intersection LOS

It can be seen from **Figure 3.4** and **Table 3.2**, most intersections are operating at a failing level of service for both AM and PM peak hour 2030 traffic conditions except for some of the signalized intersections such as Main Street (US 278) and US 441, Jefferson Street and US 441, and Buckhead Highway and US 441 Bypass. It can also be seen that all unsignalized intersections have a failing level of service. This is primarily due to minor street delays, which forces vehicles to wait to find gaps in the traffic through movement in order to enter the main flows.

3.3 Safety Needs Based on Accident Information

Needs analysis based on accident data is usually performed by comparing the accident rate at a particular location to the statewide accident rate for similar roadway facility types and functional classifications. This process is accomplished by converting the number of accidents at a particular site into a rate per 100 million vehicle miles. If this number is higher than the state average then the collision types are examined to determine what changes are necessary. At present the City of Madison has two road segments where accidents stand out above state averages for comparable facilities. These are in descending order of accident rates:

- Main Street (from US 441/129 Bypass to Monticello Highway SR 83)
- Eatonton Highway US 441/129 (from Main Street to I-20)

These two road segments have three individual accident locations which are particularly high and in need of improvement. They are Main Street at the intersection of US 278 and US 441, Monticello Highway at the intersection with US 278, and Eatonton Highway at the intersection with Lion's Club Road. The first two of these intersections are unsignalized and have known geometric design flaws in their layout. The last intersection is simply a very high volume intersection, and as high growth is anticipated in this sector of Madison, it will need micro-level further study to determine future upgrades needed.

3.3.1 Other Safety Needs

Railroad crossings were identified as areas of potential safety concern in the *East Georgia Multi-County Transportation Study* and several in Madison were identified for upgrades. Most of the upgrades were crossing signs, stop and yield signs, flashing light signals, cantilever flashing light signals, automatic gates, and other active warning signs and barrier devices. The areas in need of upgrades were:

- Jefferson Street Crossing
- Lions Club Road

This study confirms the need to put in flashing signals to attempt to improve safety at these two crossings. Two other rail crossings in need of upgrades were identified in this study:

- Oil Mill Road
- Industrial Boulevard

The Oil Mill Road crossing has been closed for years and the city has initiated talks with GDOT to determine its eligibility for a reconstructed overpass. Industrial Boulevard was identified as an accident location at the rail crossing and its skewed approach to North Main Street contributes to the poor sight distances when navigating the rails.

3.4 Analysis of Major Planned Transportation Projects

There were three transportation improvement projects identified in the GDOT Statewide Transportation Improvement Plan (STIP) for the 2003-2008 planning period and the Joint Comprehensive Plan that would impact on the City of Madison. They are:

- Widening: SR 24/US 441 from the Putnam CL to north of Pierce Dairy Road/CR 121 (STIP)
- Widening: SR 24 / US 441 from Madison Bypass to just north of Apalachee River/Oconee (STIP)
- The SR 83 Bypass for Madison, the Morgan County Board of Commissioners intends to construct a bypass around Madison for SR 83 to eliminate the truck traffic which currently adversely impacts the City of Madison. (Joint Plan)
- Installation of traffic signal at Pierce Dairy Road and US 441

All of the projects listed above would serve needs that are more regional in nature. However, the SR 83 project has the potential to divert large traffic flows, particularly truck traffic, away from the historic district in downtown Madison, and would thus dovetail smoothly with the need findings in several other sections of this report.

3.5 Analysis of Importance of Street Grid Connectivity Needs

Street connectivity is a critical issue in analyzing the possibility of re-routing traffic to relieve pressures on severely overburdened facilities. Street connectivity is a measure of the number of parallel facilities in an area that allow for multiple routing options. To determine street connectivity within the City, an inventory of streets with more than one end point was taken.

Madison has good connectivity in the historic downtown area and has good connectivity to the south and east in its historic neighborhoods and radial suburbs along Dixie Highway, Atlanta Highway (US 278), Monticello Road (SR 83), Eatonton Road (US 441/129), East Washington Street and East Avenue. As a proportion of the street network, roughly 80% of the streets in Madison offer connectivity, which is excellent in comparison to other towns in Georgia. However, the peripheral areas of town in all directions often end in cul-de-sac residential areas and have severe limitations in this regard resulting in increased dependency on arterials and collectors. The most severe limitation in the city's network is the lack of alternate routes for traffic entering the city from the north along Wellington Street (SR 83) due to the lack of railroad crossings from that vector. This is a contributing factor to high traffic volumes on Main Street and Eatonton Road which are the only direct routes from Wellington Road (SR 83) and I-20. There is a critical need to augment the number of routing options from the north end of the county to I-20 that effectively navigate the barrier of the railroads.

3.6 Traffic Calming Needs

An unfortunate result of the radial roadway network of the county converging in the center of Madison is an abundance of through traffic. This through traffic often travels at higher rates of speed than local traffic and the City's roads were designed to mainly serve their immediate neighborhoods. As a result, traffic calming devices have been installed throughout the City's residential areas over the past few years to increase neighborhood safety and discourage through traffic from all streets except a few major corridors. The unfortunate consequence of discouraging traffic on residential streets is the further overburdening of Main Street and Eatonton Highway by funneling more vehicles on them and the main arteries which feed them. There is a need to develop alternates to these routes in order to preserve their functionality as well as protect neighborhood streets from fast moving through traffic. The City should consider adoption of a Traffic Calming Ordinance. This ordinance would outline the following:

- Methods of traffic calming appropriate to different parts of the City
- Method for prioritizing traffic calming device requests
- Methods of payment for traffic calming devices
- Procedures to request removal of installed devices

3.7 Parking Needs

Parking issues within Madison are limited primarily to the downtown area of the city. Parking in the downtown commercial area is a combination of on-street parking (angular, parallel, and perpendicular) and off-street parking (private and public lots) to the sides and rears of commercial and institutional land uses.

As described in the Baseline Conditions Report, there is a combination of on-street and off-street downtown parking opportunities primarily supplied by City of Madison. As redevelopment extends westward beyond the original 12-block area to encompass the 9-block Town Park area, additional parking will become necessary. This new area includes Madison's oldest industry, Godfrey's, which is a significant employer, as well as new economic development ventures (i.e. Madison Markets, IceHouse, James Madison Inn, and Jefferson Square Parkside.) New parking should follow the traditional development pattern, where parking is developed in a context-sensitive manner and remains subordinate to streetscape design. Building footprints should define the street edges with on-street parking in the front and on side alleys. On-street parking should be established wherever streetscape permits, should be reevaluated during city-enhancement projects, and should be sought if possible where private and public partnerships permit. Small off-street parking lots should be located in the rear of buildings, avoiding covering all property and demolition/relocation of buildings. Parking decks should be considered for beneath new structures, in locations of extraordinarily low visibility (e.g. Avado Brands Parking Deck), and in areas with limited visibility when designed to simulate Downtown's historic buildings in appearance. As both local governments remain committed to being in downtown and as the community grows, additional parking will be needed. A joint city-county deck should be considered as a potential SPLOST project, perhaps taking advantage of the historic Morgan County Courthouse, Jail, and Rogers House/Rose Cottage for streetside screening. Shared surface lots and decks should be evaluated for disparate land uses.

For residential areas, on-street parking appears to be more prevalent in higher density development – multi-family, dual-family, and planned developments. City regulations need be reviewed and updated to address adequacy of off-street parking for multi-family and dual-family developments and internal circulation where parking pads are permitted. Waiver of standard street design for subdivisions and planned developments should be scrutinized for the consequences of off-street parking in these areas, including residential access complaints and emergency vehicle concerns. Non-standard street designs should be limited to areas where more than adequate off-street parking is dedicated, acknowledging that density, small lots, and tight streets in combination have a deleterious affect upon the transportation facility.

3.8 *Corridor Transportation Needs Identified in the Analysis of Existing and Future Network Conditions*

In terms of corridor transportation needs, the analysis of network conditions suggests the following:

- There is a need to ensure consistency with the findings/recommendations of the *East Georgia Multi-County Transportation Study*

- There is a need to relieve current congestion on the segments of Main Street with unacceptable LOS:
 - between Crawford Street and US 441,
 - between First Street and Reese Street.
- There is a need to relieve current congestion on the intersections with the worst LOS;
 - Atlanta Highway (US 278) and Ward Street in the PM peak,
 - Atlanta Highway (US 278) and Monticello Highway (SR 83) in both peaks,
 - Main Street and Eatonton Road (US 441/129) in both peaks.
- There is a need to relieve future congestion on segments of Main Street with unacceptable LOS:
 - between Confederate Road and Ward Street,
 - between Crawford Street and US 441,
 - between First Street and Reese Street,
 - between Billups Road and Park Street.
- There is a need to relieve future congestion on segments of Eatonton Road with unacceptable LOS:
 - between Lions Club Road and Fairgrounds Road,
 - between Cox Road and Main Street (US 278).
- There is a need to relieve future congestion on intersections with unacceptable LOS;
 - Washington Street and main Street
 - Bethany Road and UD 441 Bypass
 - US 278 and US 441
 - US 441 and Ward Street
 - SR 83 and Ward Street
 - Atlanta Highway and SR 83
 - Lion's Club Drive and US 441
 - Lion's Club Drive and SR 83
- There is a need to continue to monitor high accident locations to see if they change in proportion to statewide averages significantly enough to warrant intervention;
- There is a need for design improvements for the following intersections:
 - Main Street at the intersection of US 278 and US 441,
 - Monticello Highway at the intersection with US 278,
 - Eatonton Highway at the intersection with Lion's Club Road.
- There is a need to promote the proposed SR 83 truck bypass and tie its design to other needs for that quadrant of town identified in this report such as connectivity, accessibility, Main Street preservation, and mobility for future development areas;
- There is a critical need to augment overall street connectivity by increasing the number of routing options from the north to I-20 that effectively navigate the barrier of the railroads;
- There is a need to develop routing alternatives to Main Street and Eatonton Highway in order to accommodate the through traffic which is funneled onto them by traffic calming devices in surrounding residential neighborhoods;
- There is a need to provide adequate parking for the downtown areas in a context sensitive manner that serves the historic district without creating structures that impact the visual appearance of the district.

4.0 Alternative Mode Needs

In this chapter the needs identified in the analysis of bicycle and pedestrian and transit facilities will be reviewed. This section relies heavily on the work done in other studies to inform this discussion.

4.1 Bicycle and Pedestrian Facilities

As noted before in the *Baseline Conditions Report*, the City of Madison is well-endowed with sidewalks and streets which are conducive to biking in the downtown areas and historic district. The main focus in terms of needs are to continue to augment the existing network by building linkages between the major gaps in the sidewalk network and designating new bike lanes on streets or on new multi-use trails whenever such opportunities arise. By continuing to flesh out the existing systems as the city grows, the city will both maintain its attractiveness and functionality as a pedestrian scaled tourist center and the viability of its two primary alternative modes. Sidewalks are fairly comprehensive along the Main Street corridor from the Eatonton highway split to its junction with the US 441 bypass and radiate out fairly evenly along Wellington Street, East Washington Street, East Avenue, College Street, and Dixie Highway. Only US 278 west of town (Covington Highway) and US 441 south of town (Eatonton Highway) are officially designated bike routes.

In terms of sidewalk improvements, the *East Georgia Multi-County Transportation Study* identified five locations to prioritize and these are listed in chapter 2 (see **Table 2.1**). It is assumed by this report that those improvements will be completed so only new locations are listed here. In terms of current plans for expanding the bicycle system, the major source is the *Northeast Georgia Regional Bicycle and Pedestrian Plan* of April 2005. This plan was developed by the Northeast Georgia Regional Development Center to form the basis for a regional bicycle and pedestrian system that would connect the major hubs of all the counties in its jurisdiction. Inside and near the City of Madison, the plan envisions adding separate bike lanes and sidewalks along both US 278 and Eatonton Highway to upgrade the current bike route designation to an actual dedicated facility. Furthermore, this plan calls for dedicated bike lanes alongside the principal sidewalks which are already in place, along Main Street, SR 83 (Wellington Street), and Greensboro Highway with further such bike/sidewalk additions along Brownwood Road and Clack Road just outside the city limits to the southwest. All of these in town facilities will link up to major cross-county bike and pedestrian facilities along the major corridors in Morgan County and potentially along the abandoned railroad tracks to the Oconee County line. The Morgan County *Greenprints Plan* of 2003 did not give specific locations of future facilities but did identify a potential multi-use trail along the water features of Little Indian Creek, Mason Lake, and the lake's main tributary. This trail would just skirt the city limits of Madison to the northwest and could easily tie into many of these other proposed bike/pedestrian facilities.

In terms of pedestrian needs, the most logical place to start augmenting the system would be to identify the current gaps in the existing sidewalk system and continue connecting all of the sidewalks. Most of the gaps are between Academy Street/Dixie Ave and Main Street in the center of town, between College Drive and East Avenue on the northeastern edge of town, between Whitehall Street and Burney Street on the northern edge of town and between Main Street and Eatonton Road near the intersection with Ward Road. In addition to filling these gaps, all new additions to the

road network system, both residential subdivisions and commercial/industrial developments, are required by city regulations to construct new sidewalks. Regulations should be updated to require extensions as necessary to connect with the nearest existing sidewalk. A great opportunity to expand bicycle facilities exists in the roads parallel to the main east-west train tracks. Dixie Highway, Lower Apalachee Road, and Greensboro Highway all offer excellent level topography for bicycle facilities which would help tie together the trails envisioned in the two documents mentioned above and tie Madison to other major hubs and towns in the county by alternative means. However the *East Georgia Multi-County Transportation Study* identified constraints related to some of these corridors due to railroad right-of-way issues that prevent adding a full bike lane to those routes at this time.

4.2 Transit Services

Again, as noted before in the *Baseline Conditions Report*, the City of Madison does not have any extensive transit service and is not capable of reaching the required population and employment densities to support such service in the immediate future. As the growth along the I-20 East corridor continues, this situation will need to be continually reexamined to determine if conditions warrant additional transit service. The most common pattern for transit expansion in the metro Atlanta area is for rural counties with 5311 rural transit service funds to upgrade to 5309 urbanized service funds once their populations reach the urban threshold. These developing counties then begin to create commuter bus systems that tie into the metro region via neighboring transfer hubs such as MARTA rail stations. It is likely that I-20 will be the only viable transit corridor for Morgan County in the near to long range and a location at either of the Madison exits (SR 83 or US 441) will be the preferred location for a park and ride facility. It would be prudent for the City of Madison and Morgan County to select and purchase a site near one of these two exits to reserve for a future park and ride lot, or to trade for a more advantageous transit hub site later on. The northwest corner of the SR83 exit would be the first choice of lot locations for commuter bus service to Atlanta.

4.3 Corridor Transportation Needs Identified in the Analysis of Alternative Modes

In terms of corridor transportation needs, the analysis of alternative modes suggests the following:

- There is a need to ensure consistency with the findings/recommendations of the *East Georgia Multi-County Transportation Study*
- There is a need to implement bike lanes in accordance with the regional bike plan on:
 - US 441 Eatonton Hwy from US 278 to I-20
 - US 278 Atlanta Hwy from Confederate Avenue to Sulgrave Street
- There is a need to fill in the major gaps in the existing sidewalk network:
 - between College Drive and East Avenue along Moreland College and Harris Streets on the northeastern edge of town,
 - along East Avenue/Old Buckhead Road from the end of pavement to the end of Brown Lane

- between Whitehall Street and Burney Street along Pearl and 5th Streets on the northern edge of town and,
 - between Main Street and Ward Street along Eatonton Highway.
-
- There is a need to update city development regulations to require extensions and infill construction of sidewalks as necessary to provide connection to the nearest existing sidewalks, in addition to requiring all new residential subdivisions and commercial/industrial developments to construct new sidewalks within and as part of their development.
 - There is a need to look for opportunities to expand bicycle facilities to connect Madison to other major hubs and towns in the county, particularly along favorable topography such as that which exists on the roads parallel to the main east-west train tracks such as Dixie Highway, Lower Apalachee Road, and Greensboro Road.
 - There is a need to look for opportunities to expand bicycle facilities to tie Madison to other major hubs and towns in the county, particularly along favorable topography such as that which exists on the roads parallel to the main east-west train tracks such as Old Dixie Highway, Lower Apalachee Road, and Greensboro Road.
 - There is a need to look for opportunities to tie together the trails and alternative mode facilities envisioned in various planning efforts completed for the City of Madison and Morgan County.
 - There is a need to continually reexamine conditions along the I-20 corridor to see if growth warrants new commuter transit service and to select and purchase a favorable location at either Madison exit (SR 83 or US 441) for a future park and ride facility.

5.0 Transportation and Land Use Needs

As discussed briefly in the *Baseline Conditions Report* the City of Madison expects a large amount of change in its land uses over the next 25 years. The future land use map foresees a general build out within the current city limits over that time period. At present there are approximately 2600 acres of land inside the city limits which are designated agricultural or vacant. By 2030 this land is anticipated to be converted to approximately 1,000 acres of new residential uses (mostly low-density), 750 acres of commercial and/or office uses, and 850 acres of industrial uses. At the same time transportation right-of-way is expected to remain almost unchanged over the next 25 years. The impact of these changes and their relative locations to the existing transportation network will have a major role in determining what infrastructure investments will be needed.

5.1 Future Transportation and Land Use Interaction

As development increases on the vacant and underdeveloped land in and around the City of Madison, so too will traffic on the City's street network generated by this development. In general, commercial uses generate the most traffic of these three major land uses mentioned above. On average commercial uses generate 40 trips per 1,000 square feet of retail space followed by 9 trips generated per residential housing unit, and lastly 3 trips per 1,000 square feet of enclosed industrial space.

The commercial development is planned to occur through the infill of vacant parcels along US 441/129 Bypass and the interchanges of I-20 with Eatonton Highway (US 441/129) and Monticello Highway (SR 83).

Other than infill in the current residential areas, new residential uses are mostly planned in the northwest quadrant of the city directly adjacent to the historic district and in the southeast quadrant near the intersection of East Washington Road and the US 441/129 Bypass. Due to the proximity of this first new residential area to the historic district, it will be necessary to not only manage additional traffic flows through the district, but to create a transitional street network that will blend the historic district's original street grid network to the modern day suburban periphery of the city as seamlessly as possible. Original street alignments, widths, setbacks, alleys, sidewalk patterns, street tree plantings, and curb cut spacing should be followed as much as possible while allowing for the safe and efficient movements of local traffic and emergency vehicles.

Industrial uses are planned along the Monticello Highway (SR 83) corridor and near I-20. A recent petition to the City for a rezoning in this area asked for 2 million square feet distribution center and 200 single family homes nearby. This project alone would add 7,800 trips to the area near I-20. Given the land uses planned in these areas, the following conclusions can be made with regard to their potential impact on the existing transportation network:

- The significant amount of commercial development, which typically generates high levels of travel demand, will directly impact the LOS of Eatonton Highway (US 441/129).
- Residential development in the northwest quadrant of the city will place significant further strain on the Main Street corridor as this will continue to be the

- only way to access the major local job centers near I-20 due to the barrier presented by the railroad.
- Due to the large size and proximity of residential development to the historic district on the north side of town, this new residential area will require special historic design features to be included in the street network to allow for a seamless transition from the historic grid to the edge of the city.
 - Residential development along the bypass will also diminish the LOS at its intersection with East Washington Road.
 - The amount of industrial development planned within the southern portion of the City will directly impact the operational characteristics along Monticello Highway (SR 83), Lions Club Road, Amtico Road, Eatonton Highway (US 441/129) and, to a lesser degree, Main Street through downtown due to the amount of additional truck traffic generated by these uses.
 - Commercial, industrial, and residential development planned throughout the City will also increase travel demand on US 441/US 129 Bypass.

5.2 Corridor Transportation Needs Identified in the Analysis of Anticipated Land Use Changes

In terms of corridor transportation needs, these land use factors suggest the following:

- There is a need to apply access management techniques to preserve corridor mobility by separating local from through traffic along Eatonton Highway due to the significant amount of commercial development along this corridor.
- There is a need to apply access management techniques to preserve corridor mobility by separating local from through traffic along the US 441/US 129 Bypass due to the significant amount of planned residential development at its intersection with East Washington Street.
- There is a need to apply access management techniques to preserve corridor mobility by separating local from through traffic along the Monticello Highway (SR 83) corridor due to the significant amount of planned industrial development and to provide a major alternative route to the northwestern quadrant of the city from the area near I-20 to relieve pressure on the Main Street corridor.
- There is a need to provide a major alternative route from the northwestern quadrant of the city to the area near I-20 to relieve pressure on the Main Street corridor due to the planned residential development in that area and the restrictions placed on overall network connectivity due to the Georgia Railroad.
- There is a need to develop special transportation network design guidelines in those newly developing residential areas north of the railroad which are immediately adjacent to the historic district.
- Upgrades to Lions Club Road and Amtico Road, particularly signals at railroad crossings and perhaps bridges will be needed as the adjacent land uses are fully converted to industrial uses and the bypass project proceeds.

6.0 Environmental Needs

In the *Baseline Conditions Report* three major types of environmental constraints were identified which will have a significant impact on any transportation improvements which may be undertaken in the future. These three constraints were wetland areas and water features, historic and cultural resources, and community facilities.

The city is relatively free of wetland and water resources and the steep sloping topography which typically accompanies such features. The major constraints in this category are located between East Washington Street and East Avenue (Horse Branch) and just along the western edge of the railroad tracks on the south side of town between Monticello Highway and Eatonton Highway crossing Lion's Club Road and Amtico Road (Fourmile Branch). Although they are not completely within the city limits, and were thus not called out in the *Baseline Conditions Report*, the water features and wetlands along Little Indian Creek and Mile Branch/Mason Lake will have a significant impact on any new connector or bypass facility for the northern and western quadrants of the city.

The historic district of Madison was recognized as the major environmental constraint in the *Baseline Conditions Report* due to its vast size and critical economic value to the community. This district, being centrally located and containing many of the major trip generators and attractions of the city, make it imperative that transportation investments and land use development in and around the city pay special attention to the inevitable impacts to the transportation system in this district. Developing viable alternatives for local and through traffic that avoid this district is a critical need for the city.

In addition to managing traffic capacity through the historic district, it is also imperative that future land use development of those vacant and agricultural areas in and adjacent to the historic district be complemented by a transportation street network that blends as seamlessly as possible with the original street grid of the city. The areas to the north of the railroad will be the main focus of this need to create a transitional street network that will blend the historic district's network to the modern day periphery of the city. Original street alignments, widths, setbacks, alleys, sidewalk patterns, street tree plantings, and curb cut spacing should be followed as much as possible while allowing for the safe and efficient movements of local traffic and emergency vehicles. A survey and inventory of historic street typologies which identify their design specifications will be needed. This effort will recognize the contributing role the historic street network plays in creating the identity of the historic district and the image of Madison as a tourist destination.

The last category of environmental constraints is community facilities. The only major community facility outside the historic district that was identified in the *Baseline Conditions Report* was the School/County Library/Ball Parks Complex located near the intersection of Old Buckhead Road and the US 441 Bypass. At present no major conflict between traffic operations and this facility is noticeable except for minor delays at school arrival and departure times which is typical. As enrollments increase, this situation will need to be monitored to see if access control and further signalization and/or police traffic direction is needed. The main recommendation near this facility in the *East Georgia Multi-County Transportation Study* was to add sidewalks to the north side of East Street from Harris Street to the Morgan County library. It would be advisable to go on and add sidewalks to both sides of College Street and Old Buckhead Road all the

way to the city limits due to the adjacent location of several schools, parks and other community facilities.

6.1 Corridor Transportation Needs Identified in the Analysis of environmental Factors

In terms of corridor transportation needs, these environmental factors suggest the following:

- There is a need to protect historic structures, districts, as well as natural resources such as wetlands and water features by steering development and transportation infrastructure away from these areas.
- There is a need for all development and transportation infrastructure planned near water and wetland features to consider how they can support the recommendations of the *Greenprints Plan* when being reviewed for approval.
- There is a need to create a viable travel alternative to the historic district for local and through traffic traversing the city from the north to I-20.
- There is a need to develop special transportation network design guidelines in those newly developing residential areas north of the railroad which are immediately adjacent to the historic district.
- There is a need continued monitoring of the impact of school traffic on the US 441 Bypass and local streets to maintain system functionality at school arrival and departure times.
- There is a need to ensure consistency with the findings/recommendations of the *East Georgia Multi-County Transportation Study*
- There is a need to add sidewalks to both sides of College Street and Old Buckhead Road all the way to the city limits due to the adjacent location of several schools, parks and other community facilities.

7.0 Summary of Corridor Transportation Needs

Policy Needs

- There is a need to ensure consistency with the findings/recommendations of all other recent and relevant transportation plans in the Madison area.

Existing and Future Network Conditions Needs:

- There is a need to relieve current congestion on the segments of main Street with the worst LOS:
 - between Crawford Street and US 441,
 - between First Street and Reese Street,
- There is a need to relieve current congestion on the intersections with the worst LOS;
 - Atlanta Highway (US 278) and Ward Street in the PM peak,
 - Atlanta Highway (US 278) and Monticello Highway (SR83) in both peaks,
 - Main Street and Eatonton Road (US 441/129) in both peaks.
- There is a need to relieve future congestion on segments of Main Street with unacceptable LOS:
 - between Confederate Road and Ward Street,
 - between Crawford Street and US 441,
 - between First Street and Reese Street,
 - between Billups Road and Park Street.
- There is a need to relieve future congestion on segments of Eatonton Road with unacceptable LOS:
 - between Lions Club Road and Fairgrounds Road,
 - between Cox Road and Main Street (US 278).
- There is a need to relieve future congestion on intersections with unacceptable LOS;
 - Washington Street and main Street
 - Bethany Road and UD 441 Bypass
 - US 278 and US 441
 - US 441 and Ward Street
 - SR 83 and Ward Street
 - Atlanta Highway and SR 83
 - Lion's Club Drive and US 441
 - Lion's Club Drive and SR 83
- There is a need to continue to monitor high accident locations to see if they change in proportion to statewide averages significantly enough to warrant intervention;
- There is a need to promote the proposed SR 83 truck bypass and tie its design to other needs for that quadrant of town identified in this report such as connectivity, accessibility, historic preservation, and mobility for future development areas;
- There is a critical need to augment overall street connectivity by increasing the number of routing options from the north to I-20 that effectively navigate the barrier of the railroads;

- There is a need to develop routing alternatives to Main Street and Eatonton Highway in order to accommodate the through traffic which is funneled onto them by traffic calming devices in surrounding residential neighborhoods;
- There is a need to provide adequate parking for the downtown areas in a context sensitive manner that serves the historic district without creating structures that impact the visual appearance of the district.

Alternative Modes Needs:

- There is a need to ensure consistency with the findings and recommendations of the *East Georgia Multi-County Transportation Study*;
- There is a need to implement bike lanes in accordance with the regional bike plan on:
 - US 441 / Eatonton Hwy from US 278 to I-20
 - US 278 Atlanta Hwy from Confederate Avenue to Sulgrave Street;
- There is a need to fill in the major gaps in the existing sidewalk network:
 - between College Drive and East Avenue along Moreland College and Harris Streets on the northeastern edge of town,
 - along East Avenue/Old Buckhead Road from the end of pavement to the end of Brown Lane
 - between Whitehall Street and Burney Street along Pearl and 5th Streets on the northern edge of town and,
 - between Main Street and *Ward Road* along Eatonton Highway;
- There is a need to update city development regulations to require extensions and infill construction of sidewalks as necessary to provide connection to the nearest existing sidewalks, in addition to requiring all new residential subdivisions and commercial/industrial developments to construct new sidewalks within and as part of their development;
- There is a need to look for opportunities to expand bicycle facilities to connect Madison to other major hubs and towns in the county, particularly along favorable topography such as that which exists on the roads parallel to the main east-west train tracks such as Dixie Highway, Lower Apalachee Road, and Greensboro Road;
- There is a need to look for opportunities to connect the trails and alternative mode facilities envisioned in various planning efforts completed for the City of Madison and Morgan County;
- There is a need to continually re-examine conditions along the I-20 corridor to determine if growth warrants new commuter transit service and to identify and acquire a favorable location at either Madison exit (SR 83 or US 441) for a future park-and-ride facility.

Land Use Transportation Coordination Needs:

- There is a need to apply access management techniques to preserve corridor mobility by separating local from through traffic along Eatonton Highway due to the significant amount of commercial development along this corridor.
- There is a need to provide a major alternative route from the northwestern quadrant of the city to the area near I-20 to relieve pressure on the Main Street corridor due to the planned residential development in that area and the restrictions placed on overall network connectivity due to the Georgia Railroad.

- There is a need to develop special transportation network design guidelines in those newly developing residential areas north of the railroad which are immediately adjacent to the historic district.
- There is a need to apply access management techniques to preserve corridor mobility by separating local from through traffic along the US 441/US 129 Bypass due to the significant amount of planned residential development at the intersection with East Washington Street.
- There is a need to apply access management techniques to preserve corridor mobility and to by separating local from through traffic along the Monticello Highway (SR 83) corridor due to the significant amount of planned industrial development and to provide a major alternative route to the northwestern quadrant of the city from the area near I-20 to relieve pressure on the Main Street corridor.
- Upgrades to Lions Club Road and Amtico Road, particularly signals at railroad crossings and perhaps bridges will be needed as the adjacent land uses are fully converted to industrial uses.

Environmental Needs:

- There is a need to protect natural resources such as wetlands and water features by steering development and transportation infrastructure away from these areas.
- There is a need for all development and transportation infrastructure planned near water and wetland features to consider how they can support the recommendations of the *Greenprints Plan* when being reviewed for approval.
- There is a need to create a viable travel alternative to the historic district for local and through traffic traversing the city from the north to I-20.
- There is a need to develop special transportation network design guidelines in those newly developing residential areas north of the railroad which are immediately adjacent to the historic district.
- There is a need for continued monitoring of the impact of school traffic on the US 441 Bypass and local streets to maintain system functionality at school arrival and departure times.
- There is a need to add sidewalks to both sides of College Street and Old Buckhead Road all the way to the city limits due to the adjacent location of several schools, parks and other community facilities.

8.0 Goals and Objectives

This needs assessment has identified the overarching transportation and land use factors facing the City of Madison. These various needs do not exhaust the possible range of land use and transportation strategies that the alternatives analysis can address, but rather provides the foundation and starting point in establishing specific goals and objectives. Furthermore, the goals and objectives create the building blocks for crafting the recommendations for improving the city's transportation network. Thus the study needs as well as the study goals will guide the development of individual projects and policies and provide guidance in answering key questions that capture the needs discussed in this report. Some of the key questions are:

- How much future growth can be concentrated in the city limits?
- How much future growth can be accommodated by the existing system?
- What land use strategies might preserve the overall functionality of the transportation system?
- How can alternative modes of transportation to car trips be supported?
- How can safety of motorists and pedestrian be improved?
- What will be needed to create a sustainable transportation network for the city?

Proposed Goals and Objectives

The table below gives proposed goals and objectives based on the needs identified in the preceding sections.

Table 8.1 – Draft Major Thoroughfares Plan Goals and Objectives

Goal 1.0 Maintain and improve transportation system performance and safety

Objective 1.1 Reduce the number of accidents on the transportation network below statewide averages.

Objective 1.2 Prioritize system management strategies such as access management ahead of additional system capacity

Objective 1.3 Maintain and expand a system based on the principle of multiple parallel routes.

Objective 1.4 Introduce new transit options to the area.

Objective 1.5 Create walkable environments that support alternative travel modes.

Goal 2.0 Maintain the unique identity of the City of Madison by protecting important public assets such as natural, cultural and historic resources.

Objective 2.1 Improve connections to important public spaces and sites with a variety of multi-modal options including transit and bike/pedestrian facilities.

Objective 2.2 Designate environmentally sensitive lands that should be avoided for development and transportation infrastructure.

Objective 2.3 Promote projects and policies that protect and preserve historic sites, areas, and structures.

Objective 2.4 Mitigate thru-traffic for the historic downtown.

Objective 2.5 Require new developments within the city to be follow the traditional development pattern demonstrated by the existing road network or on a comparable parallel road system.

Goal 3.0 Designate a hierarchy of corridors based not only on their functional classification but on their physical and historic context and which are consistent with local aspirations.

Objective 3.1 Develop design guidelines for roadways and access management along major corridors.

Objective 3.2 Focus transportation investments in key corridors but also plan for future redundant routes.

Objective 3.3 Encourage appropriately scaled development along the various types of corridors.



Major Thoroughfare Plan

**Alternatives Analysis Report
and Recommendations**

Prepared by:



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August 2007

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1.0 Introduction

This report is the third in a series of technical memoranda developed as part of the *Madison Major Thoroughfare Plan*. The purpose of this report is to present the project proposals and policy recommendations responding to the key transportation needs and priorities for the major corridors in the City of Madison and potential future corridors. The findings of this report are based on computer modeling, field surveys, and stakeholder input.

Transportation shapes our communities and because its effects are so pervasive, transportation policy and programs should be designed to produce benefits across a broad set of values. This can be achieved if planning for improvements reflects those values and the relationships of transportation to other aspects of the community and the surrounding region. The *City of Madison Major Thoroughfare Plan* supports the city's short-term and long-term goals through the identification of transportation policies and programs, developed with careful consideration given to the overall social, economic, environmental, and land use effects of transportation decisions.

The *Alternatives Analysis Report and Recommendations* examines the relationship of land use to travel patterns and travel demands and addresses the planning, evaluation, and programming of transportation facilities, including roadways, pedestrian facilities, bicycle facilities, and safety improvements. The data gathered and reviewed for this report includes traffic operations, travel patterns, traffic design, demographic information and comprehensive planning. This plan assesses short-term and long-term needs and recommends projects and policies to meet the city's transportation goals.

2.0 Plan Summary

Recognizing that an increase in population and development creates pressure on the existing transportation network, the City of Madison initiated a city-wide *Major Thoroughfare Plan* to document current and future transportation needs and opportunities. The plan assesses both short-term and long-term needs and recommends projects to meet the city's transportation needs. It also charts a direction and offers specific actions to be taken to achieve the city's long-term vision and quality of life goals set forth in the *Comprehensive Plan (2004)*.

The context of the plan includes an understanding of social, economic, and land use characteristics; regulatory requirements of thoroughfare planning; and the process for implementing elements of the plan. The resulting plan is based on a combination of technical merit, public and agency involvement, and financial funding responsibilities.

Purpose of *Major Thoroughfare Plan*

The overall purpose of the City of Madison *Major Thoroughfare Plan* is to support the guidelines outlined in the previous major planning efforts involving the city and to carry them to the next level of development. One specific purpose of the plan is to achieve a prioritized list of efficient and effective transportation systems' improvements that will accommodate current and future local travel demands. To address this purpose, the plan centers around three objectives.

- To develop a city-wide thoroughfare plan and document
- To give more definitive direction to certain transportation projects which have been discussed for many years
- To identify immediate actions for specific transportation projects

Study Methodology

The City of Madison's transportation needs were assessed through an analysis of existing conditions, study of specific issues, and projection of future growth. Transportation issues were identified through each of the study tasks: review of needs and goals and objectives, data collection, field investigation, and public participation. Each identified issue was reviewed during analysis and development of the *Major Thoroughfare Plan*. Specific location issues related to critical intersections, development patterns, current operational issues, programmed improvements and previously identified improvements.

The consultant spoke with city staff, GDOT personnel, and local residents as well as elected representatives in order to obtain insight from various perspectives on the major transportation concerns and potential resolutions in Madison. Public input was also solicited through a public open house meeting in July 2007 and public comments during a Madison City Council work session in August 2007 (**See Appendix A**). These meetings are conducted to collect valuable local knowledge and an understanding of local transportation desires.

Existing conditions data, input from the public and local stakeholders, growth projections and identified transportation needs were all important in developing a series of

transportation recommendations for the City of Madison. The *Major Thoroughfares Plan* is based directly on the *Comprehensive Plan* and the adopted *Future Land Use Plan* that supports the city's short-term and long-term goals.

Existing Conditions

The existing transportation system in Madison includes a network of roads and sidewalks, three rail lines, and a municipal airport. The roadway network, composed of a system of arterial, collectors, and local streets, is the central focus of Morgan County's network and is the main transfer hub for cross-county traffic. US 441 (Eatonton Hwy), US 278 (Atlanta Hwy) and SR 83 (Monticello Hwy) all converge in the Downtown Madison and form Main Street.

Recent increases in vehicular traffic in the city have been unexpectedly high. The population of Morgan County alone increased by nearly 33% in the 1990's and that level of growth is continuing in neighboring counties as well. Using standard GDOT traffic growth rates, traffic is expected to nearly double on all the main routes through downtown. Furthermore, truck traffic is expected to grow at an even faster rate than vehicular traffic.

3.0 Summary of Identified Transportation Needs

In the *Needs Assessment Report*, a series of needs for the city was developed by analyzing the data collected in the *Baseline Conditions Report*. These needs covered several different categories relating to transportation system performance in the city. This list of needs was comprehensive including specific network improvements, accident mitigation, context-sensitive design for streetscapes, parking, truck routing, transit, bicycle and pedestrian facilities, environmental concerns, coordination with other plans, and land use-transportation policies.

Policy Needs

- There is a need to ensure consistency with the findings/recommendations of all other recent and relevant transportation plans in the Madison area.

Existing and Future Network Conditions Needs:

- There is a need to relieve current congestion on the segments of Main Street with unacceptable LOS:
 - between Crawford Street and US 441,
 - between First Street and Reese Street.
 - There is a need to relieve current congestion on the intersections with the worst LOS;
 - Atlanta Highway (US 278) and Ward Road in the PM peak,
 - Atlanta Highway (US 278) and Monticello Road (SR 83) in both peaks,
 - Main Street and Eatonton Road (US 441/129) in both peaks.
 - There is a need to relieve future congestion on segments of Main Street with unacceptable LOS:
 - between Confederate Road and Ward Road,
 - between Crawford Street and US 441,
 - between First Street and Reese Street,
 - between Billups Road and Park Street.
 - There is a need to relieve future congestion on segments of Eatonton Road with unacceptable LOS:
 - between Lions Club Road and Fairgrounds Road,
 - between Cox Road and S. Main Street (US 278).
 - There is a need to relieve future congestion on intersections with unacceptable LOS;
 - Washington Street and Main Street
 - Bethany Road and US 441 Bypass
 - US 278 and US 441
 - US 441 and Ward Road
 - SR 83 and Ward Road
 - Atlanta Highway and SR 83
 - Lions Club Drive and US 441
 - Lions Club Drive and SR 83
 - There is a need to continue to monitor high accident locations to see if accident rates change in proportion to statewide averages significantly enough to warrant intervention;
 - There is a need for design improvements for the following intersections:
-

- Main Street at the intersection of US 278 and US 441,
 - Monticello Road at the intersection with US 278,
 - Eatonton Road at the intersection with Lions Club Road.
- There is a need to pursue the proposed SR 83 truck bypass and coordinate its design with other needs for that quadrant of the city identified in this report for connectivity, accessibility, Main Street preservation, and mobility for future development areas;
- There is a critical need to augment overall street connectivity by increasing the number of routing options from the north to I-20 that effectively navigate the barrier of the railroads;
- There is a need to develop routing alternatives to Main Street and Eatonton Road in order to accommodate the thru-traffic, which is funneled onto the arterials by traffic calming devices in surrounding residential neighborhoods;
- There is a need to provide adequate parking for the downtown area in a context-sensitive manner that serves the historic downtown without creating structures that impact the visual character and development pattern.

Alternative Modes Needs:

- There is a need to ensure consistency with the findings and recommendations of the *East Georgia Multi-County Transportation Study*
 - There is a need to implement bike lanes in accordance with the regional bike plan on:
 - US 441 / Eatonton Hwy from US 278 to I-20
 - US 278 Atlanta Hwy from Confederate Avenue to Sulgrave Street
 - There is a need to fill in the major gaps in the existing sidewalk network:
 - between College Drive and East Avenue along Moreland College and Harris Streets on the northeastern edge of town,
 - along East Avenue/Old Buckhead Road from the end of pavement to the end of Brown Lane
 - between Whitehall Street and Burney Street along Pearl and 5th Streets on the northern edge of town and,
 - between Main Street and Ward Road along Eatonton Highway.
 - There is a need to update city development regulations to require extensions and infill construction of sidewalks as necessary to provide connection to the nearest existing sidewalks, in addition to requiring all new residential subdivisions and commercial/industrial developments to construct new sidewalks within and as part of their development.
 - There is a need to look for opportunities to expand bicycle facilities to connect Madison to other major hubs and towns in the county, particularly along favorable topography such as that which exists on the roads parallel to the main east-west train tracks such as Dixie Highway, Lower Apalachee Road, and Greensboro Road.
 - There is a need to look for opportunities to connect the trails and alternative mode facilities envisioned in various planning efforts completed for the City of Madison and Morgan County.
 - There is a need to continually re-examine conditions along the I-20 corridor to determine if growth warrants new commuter transit service and to identify and acquire a favorable location at either Madison exit (SR 83 or US 441) for a future park-and-ride facility.
-

Land Use Transportation Coordination Needs:

- There is a need to apply access management techniques to preserve corridor mobility by separating local local traffic from thru-traffic along Eatonton Road due to the significant amount of commercial development along this corridor.
- There is a need to apply access management techniques to preserve corridor mobility by separating local traffic from thru-traffic along the US 441/US 129 Bypass due to the significant amount of planned developments at its intersecting streets and along its length.
- There is a need to apply access management techniques to preserve corridor mobility by separating local traffic from thru-traffic along the Monticello Road (SR 83) corridor due to the significant amount of planned industrial development and to provide a major alternative route to the northwestern quadrant of the city from the area near I-20 to relieve pressure on the Main Street corridor.
- There is a need to provide a major alternative route from the northwestern quadrant of the city to the area near I-20 to relieve pressure on the Main Street corridor due to the planned residential development in that area and the restrictions placed on overall network connectivity due to the Norfolk Southern / CSX railroads.
- There is a need to develop additional transportation network construction and design standard details for new residential development north of the railroad which are immediately abutting the Madison Historic District.
- Upgrades to Lions Club Road and Amtico Road, particularly signals at railroad crossings and possibly bridges, will be needed as the adjacent land uses are fully converted to industrial uses and the 83N Bypass project proceeds.

Environmental Needs:

- There is a need to protect historic structures, districts, as well as natural resources such as wetlands and water features by steering development and transportation infrastructure away from these areas.
 - There is a need for all development and transportation infrastructure planned near water and wetland features to follow the recommendations of the *Greenprints Plan* while being reviewed for approval.
 - There is a need to create a viable alternative to the historic district for local and thru-traffic traversing the city from the north to I-20.
 - There is a need to develop special transportation network design guidelines in newly developing residential areas north of the railroad which are immediately adjacent to the historic district.
 - There is a need for continued monitoring of school traffic around the US 441 Bypass and on local streets to maintain system functionality at school arrival and departure times.
 - There is a need to ensure consistency with the findings/recommendations of the *East Georgia Multi-County Transportation Study*
-

There is a need to add sidewalks to both sides of College Drive and East Avenue all the way to the city limits due to the proximity of several significant and high-volume community facilities.

4.0 Goals and Objectives

The identified needs were used to develop a series of goals and objectives for the study. These goals and objectives were in turn used to create the building blocks for crafting the recommendations for improving the city's transportation network. Thus the study needs as well as the study goals guided the development of individual projects and policies. These various needs do not exhaust the possible range of land use and transportation strategies that the alternatives analysis can address, but rather provides the foundation and starting point in establishing specific goals and objectives.

Proposed Goals and Objectives

The table below gives proposed goals and objectives based on the needs identified in the preceding sections.

Table 4.1 – Draft Major Thoroughfare Plan Goals and Objectives

Goal 1.0 Maintain and improve transportation system performance and safety

Objective 1.1 Reduce the number of accidents on the transportation network below statewide averages.

Objective 1.2 Prioritize system management strategies such as access management ahead of additional system capacity

Objective 1.3 Maintain and expand a system based on the principle of multiple parallel routes.

Objective 1.4 Introduce new transit options to the area.

Objective 1.5 Create walkable environments that support alternative travel modes.

Goal 2.0 Maintain the unique identity of the City of Madison by protecting important public assets such as natural, cultural and historic resources.

Objective 2.1 Improve connections to important public spaces and sites with a variety of multi-modal options including transit and bike/pedestrian facilities.

Objective 2.2 Designate environmentally sensitive lands that should be avoided for development and transportation infrastructure.

Objective 2.3 Promote projects and policies that protect and preserve historic sites, areas, and structures.

Objective 2.4 Mitigate thru-traffic for the historic downtown.

Objective 2.5 Require new developments within the city to be follow the traditional development pattern demonstrated by the existing road network or on a comparable parallel road system.

Goal 3.0 Designate a hierarchy of corridors based not only on their functional classification but on their physical and historic context and which are consistent with local aspirations.

Objective 3.1 Develop design guidelines for roadways and access management along major corridors.

Objective 3.2 Focus transportation investments in key corridors but also plan for future redundant routes.

Objective 3.3 Encourage appropriately scaled development along the various types of corridors.

5.0 Alternatives Analysis

This section looks at the main issues on each major corridor and the conceptual ideas behind the solutions proposed for them. Various alternative solutions were considered and those holding the most promise in meeting the goals of the previous chapter were selected. This list, and the resulting recommendations, are meant to be a starting point for further discussion and do not represent the only solutions possible.

5.1 Main Street-SR 83/US 278/US 441

Several issues confront the S. Main Street corridor into the downtown. First, from the intersection of US 278/Atlanta Highway and US 441/S. Main Street to the intersection of West Washington and S. Main Street, this entire segment of roadway is projected to be at level of service F by 2030. In order to mitigate this severely congested condition, capacity must be added to this corridor or an alternative identified. The entire length of this corridor is in the Madison Historic District, and widening beyond its current 3 lane section is impossible without compromising the entire district and undoubtedly proving to be a significant adverse effect if evaluated in accordance with Section 106 Environmental Review. Second, the current high volumes and tight turning radii lead to many accidents on this stretch of roadway. Eleven of a total of 24 crash sites identified in the city are on Main Street. Truck traffic and volumes are compounded due to the funneling of all SR 83N / Wellington Road / W. Washington Street through the downtown. A proposal to remove a few on-street parking spaces to alleviate truck traffic turning speeds would still not solve the great delays caused by large vehicles operating in a small, dense downtown. Furthermore, this proposal is a non-starter because it would harm the historic value and economic potential of the district, undermine all businesses in the downtown, and only heighten the hazard for pedestrian crosswalks. Therefore, solutions to Main Street issues will have to be addressed by finding alternative parallel routes for vehicle and truck traffic. Another key issue is railroad crossing parallel to N. Main Street. There are limited opportunities to cross these tracks and many of them are in poor condition. The one most in need of reconfiguration is the Industrial Boulevard crossing and W. Jefferson Street remains increasingly hazardous increasing adjacent development and an unsignalized crossing as well.

5.2 S. Main Street Triangle-SR 83/US 278/US 441

The entire triangle intersection complex is subject to safety issues at all three intersections. The current US 278/Atlanta Highway and US 441/ Eatonton Road intersection is one of the most dangerous sites in Madison due to the skewed angle of its intersection. The other angle intersections of the triangle also show some accident activity, which is likely to increase over time with increases in traffic volumes. There are several ways these intersections could be redesigned but major concerns in any change are:

- the presence of the Madison Historic District in the northern half of the triangle, and,
- the need to disrupt as few properties as possible and maintain driveways to all impacted owners that remain.

5.3 SR 83/US 278 Intersection at Confederate Rd/Pennington Rd

This five-way intersection is also a major safety issue location because of the confusing nature of the crossroads. There is no signalization and it is difficult for drivers to

remember the order of precedence once several cars have waited for a truck to pass along US 278/Atlanta Highway. Furthermore, the angles are skewed apart so it is difficult to perceive all driveways with ease. There are several ways this intersection could be reconfigured to overcome safety issues, but the major concerns in any change are:

- the presence of water features to the north,
- the need to align roads at right-angle intersections, if possible,
- the need to subordinate one of the two minor roads (Confederate or Pennington), and,
- the need to disrupt as few properties as possible and maintain driveways to all impacted owners that remain.

5.4 SR 83 (South)/ Monticello Road

This corridor was seen as operating in poor condition in the future according to the East Georgia Multi-County Plan and a widening was recommended in that study. According to this study analysis, Monticello Road will be level of service A/B in 2030, and as such, the facility does not need widening for quite some time although deceleration lanes remain essential for the adjacent industries. Currently, it is still largely undeveloped and handles all traffic easily. However, developmental pressures could quickly change this as the *Future Land Use Plan* envisions industrial development along this corridor, and a pending planned development is proposed as a high-volume, trucking-based facility of such a size to constitute a development of regional impact. Access management principles are essential.

5.5 US 441/Eatonton Road

This is one of the most heavily traveled corridors in the city and also has some of the highest truck volumes of any arterial. In 2030, Eatonton Road too is projected to be at level of service F from the intersection of Ward Street (SR 24 Spur) to the intersection with the Bypass. The bulk of recent commercial development has been along this segment, presenting the challenge of implementing some form of access management to separate local traffic from thru-traffic and maintaining travel speeds. The proposed bypass would also give some relief to this corridor as thru-traffic could be diverted around downtown, but this corridor will probably continue to see the most intensive development of any location in Madison. Widening is still possible but not compatible with streetscape dimensions and more than a decade of dedicated corridor management by local ordinance and as expressed by stakeholders and in the *Comprehensive Plan*.

5.6 US 441 Relief (SR 83N Connector & SR 83/US 441 Bypass)

This bypass is one of the busiest corridors in the city and it handles the bulk of the truck traffic in the area. Fortunately, development has not begun on the bypass to a large degree, which is partially limited access, and it remains possible to enact access management controls on developments that are sure to come in the next 10 years. The bypass will need to extend in length to accommodate more traffic in the county that is increasingly funneled into downtown due to the currently roadway configuration. Bypass extensions to SR 83 north of town from the east and west will be necessary in the long term as new county lands open up to development and the city's downtown network reaches its carrying capacity.

6.0 Plan Recommendations

The recommended *Major Thoroughfare Plan* addresses the needs identified through several avenues, including:

- Review of existing conditions and deficiencies;
- Input from citizens, elected officials, local staff and other agencies;
- Estimates of future travel demand; and
- Consideration of land use policies and development goals.

The resulting plan adheres to the following principles:

- Major thoroughfares should connect the major development nodes;
- A roadway's physical components should be suitable for the adjacent land uses and intended travel purposes;
- A network of alternate roadways is preferred over a limited set of arterials;
- A hierarchy of roadway types is desirable; and
- The maximum desirable number of lanes on any major thoroughfare should be three lanes inside the historic district and three lanes inside the bypass or within the one-mile circular original city limit boundary.

The resulting *Major Thoroughfare Plan* as illustrated in **Figure 6.1** identifies the improvements to the major travel corridors and nodes throughout the city by types and location. All projects are coded on the map by an ID number. The plan also recommends several projects to address safety and traffic operations' issues. Key policy and procedural guidelines are also recommended for traffic calming, streetscape standards, and right-of-way preservation. **Table 6.1** summarizes the projects and their characteristics.

The *Major Thoroughfare Plan* also includes studies and policy recommendations. Studies will be necessary to verify certain "hot spots" identified by stakeholders and to refine the recommendations into viable projects. The policy recommendations include 1) access management along the major commercial corridors to separate local and through traffic in order to maintain the functionality of these arterials and 2) traffic calming on local streets and in the downtown. The Proposed Local Street Master Plan is the most ambitious policy recommendation which aspires to create a well-connected network of streets that supports local trip patterns to all the major nodes within the city rather than forcing all traffic to depend on a few arterial roadways (i.e., Main Street, Wellington Road, Eatonton Road, and Atlanta Highway).

Table 6.1 – Recommended Projects

ID	Project Location	From	To	Implementation			Estimated Cost	Potential Funding Source		
				Near	Mid	Long		Fed	State	Local
New Roadways										
1	SR 83 Bypass	SR 83 N	US 441 Eatonton Hwy			X	\$55,200,000	X	X	X
2	SR 83 US 441 Connector	SR 83 N	US 441 N			X	\$22,080,000	X	X	X
Intersection Realignments/Improvements										
3	US 278, SR 24 Spur, and US 441	NA	NA		X		\$11,322,400	X	X	X
4	SR 83 and US 278	NA	NA		X		\$3,373,600	X	X	X
5	Hancock and Jefferson	2-way stop	4-way stop	X			\$800			X
6	Hancock and Washington	2-way stop	4-way stop	X			\$800			X
7	Industrial Blvd and N. Main Street	NA	NA		X		\$493,020	X	X	X
Bike and Pedestrian Improvements										
8	Bike Lanes on US 441 Eatonton Hwy	US 278	I-20	X			\$330,000	X	X	X
9	Bike Lanes on US 278 Atlanta Hwy	Confederate Rd	Sulgrave Street	X			\$45,000	X	X	X
10	Sidewalks on Moreland Ave	East Avenue	College Drive	X			\$30,400	X		X
11	Sidewalks on College Avenue	East Avenue	College Drive	X			\$38,000	X		X
12	Sidewalks on Harris Street	East Avenue	College Drive	X			\$79,800	X		X
13	Sidewalks on East Ave	End of pavement	Brown Lane	X			\$292,600	X		X
14	Sidewalks on Pearl Street	Whitehall Street	Burney Street	X			\$24,700			X
15	Sidewalks on Fifth Street	Whitehall Street	Burney Street	X			\$26,600			X
16	Sidewalks on US 441 Eatonton Hwy	Main Street	Ward Street	X			\$95,000			X

ID	Project Location	From	To	Implementation			Estimated Cost	Potential Funding Source		
				Near	Mid	Long		Fed	State	Local
17	Crosswalk at US 83 and Pearl Street	NA	NA	X			\$2,000			
Rail Crossing Improvements										
18	Lion's Club crossing as part of bypass project	NA	NA			X	NA	X	X	X
Transit Improvements										
19	Park and Ride Lot at SR 83 and I-20	NA	NA		X		\$50,000	X	X	X
Studies										
20	Traffic signal Warrant Study at East Washington Road and US 441 Bypass	NA	NA	X			\$20,000			X
21	Traffic signal Warrant Study at Lyons Club Road and US 83	NA	NA	X			\$20,000			X
22	Intersection Improvement Study at Lion's club Road and US 441 Bypass	NA	NA	X			\$20,000			X
23	Multi-Modal Station Location Study	NA	NA	X			\$30,000			X
Policy Recommendations										
24	Access management along SR 83 S	US 278 Atlanta hwy	Southern City Limits	X			NA	NA	NA	NA
25	Access management along US 441 S	Ward Street	Southern City Limits	X			NA	NA	NA	NA
26	Access management along US 441 bypass	N Main Street	US 441 Eatonton hwy	X			NA	NA	NA	NA
27	Street Grid ROW preservation/extension	NA	NA	X	X	X	NA	NA	NA	NA
28	Traffic Calming where warranted	NA	NA	X	X	X	\$1,000- per			X
29	Traffic calming with crosswalks in downtown	NA	NA	X	X	X	\$5,000- \$10,000 per			X

Source: ARC Costing Tool Note right of way costs not included

Figure 6-1 – Recommended Transportation Improvements

6.1 Major Projects

6.2 S. Main Street Triangle-SR 83/US 278/US 441

It is recommended that this entire triangle intersection complex be reconfigured to overcome safety issues at all three intersections. The current US 278 would be brought to US 441 at a right angle, and Cox Rd would be realigned to meet it. This new intersection would be signalized. South Main Street would be closed at the north end of the triangle and Ward Road (SR 24 Spur) would also be closed. The fragments of these two roads would be brought together at a signalized intersection near the center of the current triangle. All new roads would be three-lane sections with appropriate right-turn lanes at the signals. This project is a mid-range project, and a sample concept design is depicted in **Figure 6- 2**.

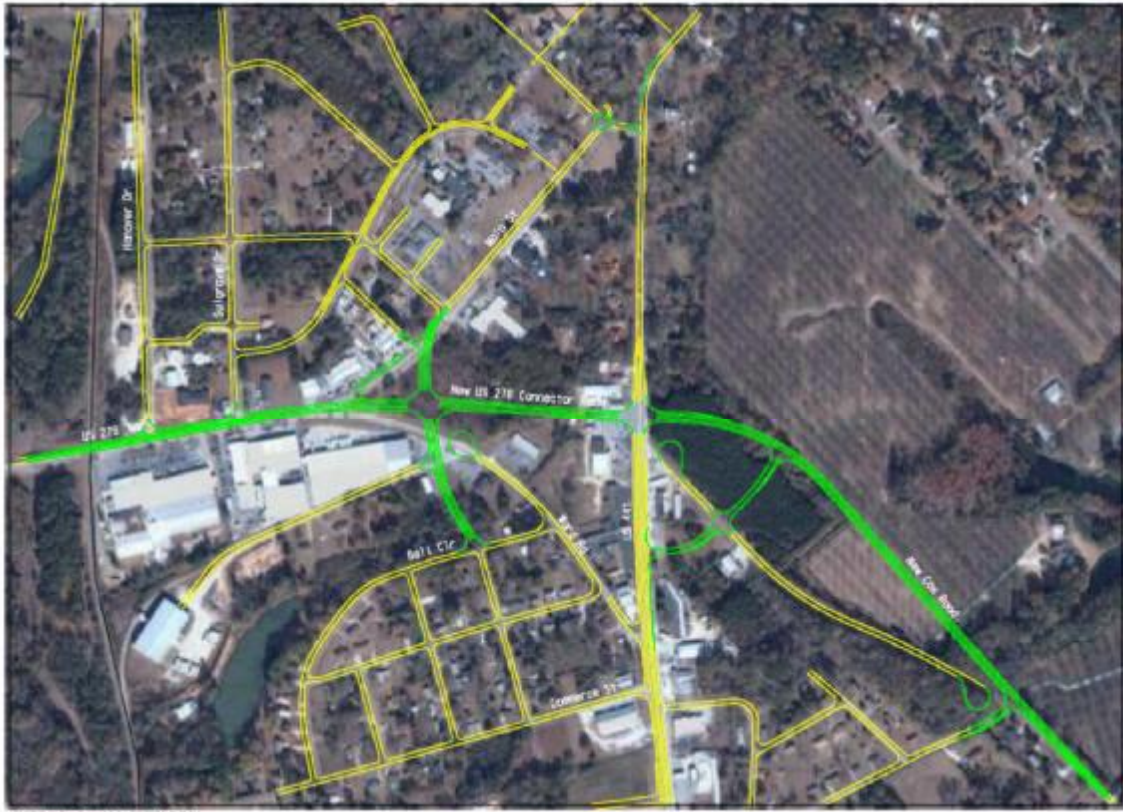
6.3 SR 83/US 278 Intersection

The study recommends that this five-way intersection also be reconfigured to overcome safety issues. The current SR 83 / Monticello Highway would bend slightly to the east before being brought into US 278/Atlanta Highway at a right angle. Pennington Road would be brought westward before making a right angle intersection opposite SR 83. Confederate Road would be rerouted to intersect Pennington Road at approximately 200 feet to the north of the current intersection. This is a mid-range project, and a sample concept design is depicted in **Figure 6-3**.

6.4 Industrial Boulevard and North Main Street Intersection

The study recommends that this four-way angled intersection also be reconfigured to overcome safety and sight distance issues. The current Industrial Boulevard would be routed slightly to the east before being brought into North Main Street at a right angle. The existing roadbed would be kept but have a stop sign placed at its intersection with the new roadway. This is a mid-range project because of variable right-of-way acquisition options and therefore no sample concept design for the intersection is depicted at this time.

**Figure 6-2 Sample Concept Design for Main Street Triangle
SR 83/US 278/US 441**



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**Figure 6-3 Sample Concept Design for SR 83/US 278 Intersection
at Confederate Road and Pennington Road**



6.5 US 441 Relief (SR 83N Connector & SR 83/US 441 Bypass)

Providing relief to the most congested roadway segment in the City of Madison is, and will be, a continuing priority for transportation planning efforts. The congestion on US 441 (South Main Street segment) is from a combination of traffic growth, limited parallel routing options, physical constraints such as the railroad, environmental constraints such as the historic district, high levels of truck traffic, and the high accident locations mentioned above. It is the finding of this report that ultimately an alternative to this route will have to be constructed on the edge of the city connecting SR 83N to both the bypass and SR 83S. Although the priority segment is from SR 83N to US 441/Eatonton Rd somewhere in the vicinity of *Lions Club Road*, this will probably be preceded by the second priority segment is from SR 83N/Bostwick Highway to US 441N/Athens Highway because of costs and complexity of right-of-way acquisition. Both of these projects will have to be pushed to long-range because of the significant costs involved. Because of these funding issues a four point phased approach is recommended in tackling this problem over time as more resources become available. They are:

1. Use signage to begin to route some of the traffic to US 441 north of town via either Apalachee Road or Sandy Creek Road (short-range).
2. Designate either Apalachee Road or Sandy Creek Road as an official truck route (short-mid-range).
3. Construct the SR 83N Connector between SR 83N/Bostwick Highway and US 441N/Athens Highway (long-range).
4. Construct the bypass from SR 83N/Bostwick Highway to US 441S/Eatonton Highway (long-range).

See **Figure 6-1** for tentative locations of the last two items.

6.6 Minor Projects

Several minor projects are also included in the recommendations. These are short to mid-range projects with mostly local funds being used to leverage specific federal monies. See **Figure 6-1** for tentative locations. They include:

- Stop signs at Hancock Street and East Jefferson and East Washington Streets;
- Sidewalks connecting the major gaps near schools, parks, activity centers, and downtown as well as crosswalks improving safe passage at significant crossings;
- Sidewalks connecting the major gaps along state routes and extending such;
- Sidewalks connecting the major gaps between the existing sidewalk system and multi-family housing, public housing, and existing neighborhoods;
- Crosswalk on SR 83 N (Bostwick Highway) at Pearl Street;
- Bike lanes on major routes designated in the regional plan; and
- Transit for future commuter service to Atlanta.

6.7 Policy Recommendations

6.7.1 Access Management

SR 83/Monticello Road

The study proposes access management along SR 83/Monticello Road from its intersection with US 278 to I-20 and beyond to the city limits. Industrial land uses anticipated along this corridor would be required per zoning to share access drives, separate heavy truck and passenger vehicle parking areas, design for intensive internal circulation for heavy trucks and loading/unloading areas, install deceleration lanes, and provide easements to the city for front and/or rear access drives that parallel the corridor allowing for the separation of heavy truck and vehicular traffic. Curb cuts to the major highway would have to be across from drives on the opposite side thus allowing for a reduction in future signals. See **Figure 6-4** for a tentative street plan.

US 441/Eatonton Road

The study proposes access management along US 441/Eatonton Road from its intersection with US 278 to I-20 and beyond to the city limits. Commercial land uses anticipated along this corridor would be required per zoning to share access drives, have continuous access to adjacent parking lots, provide easements to the city for front and/or rear access drives that parallel the corridor allowing for the separation of local traffic and thru-traffic. Curb cuts to the major highway would have to be across from drives on the

opposite side thus allowing for a reduction in future signals. See **Figure 6-4** for a tentative street plan.

US 441 Bypass

The study proposes access management along US 441 Bypass from its intersection with North Main Street-US 278 to Lion's Club Road. All sections which are limited access should remain so, and no new access points should be permitted. Commercial and residential land uses anticipated along this corridor would be required per zoning to share access drives, have inter-parcel connectivity as to allow for internal trip capture, create new local streets circumventing large acreage as to accommodate internal circulation without access to the Bypass and maximum separation of local traffic and high speed thru-traffic along the Bypass. New road intersections with the the major highway would have to be across from new roads on the opposite side thus allowing for a reduction in future signals. See **Figure 6-4** for a tentative street plan.

6.7.2 Proposed Local Street Master Plan

As per the existing *Comprehensive Plan* and municipal zoning and the access management proposals in this document, there is a need to identify transportation rights-of-way to handle future growth throughout the city. Residential growth is anticipated near the historic downtown, while industrial and commercial growth is anticipated on the southern periphery near I-20. This Proposed Local Street Master Plan (see **Figure 6-4**) proposes to extend the historic grid pattern and dimensions as per the *Comprehensive Plan* and municipal zoning in the one-mile radius of downtown and allows for a larger street grid pattern near I-20 to handle increased industrial warehousing traffic. This policy recommendation seeks to require developers to address street connectivity and grid extension plans in their zoning applications. They would be required to show how they are planning to extend the existing street grid to maintain multiple routing options. This is imperative to avoid the need for unlimited widening of major arterials. All development will be required to give easements to the city to allow for later development to have multiple access points to the existing street network. All development will be required to give easements to the city to allow for later development to have multiple access points to the existing street network. This grid network would be followed as closely as possible, but it is understood that deviations will be necessary to accommodate topography, water features, and historic resources. This network is designed primarily to enforce and protect network connectivity between all adjacent parcels as Madison is built out on a parcel-by-parcel basis.

Figure 6-4 Proposed Local Street Master Plan

6.7.3 Update of City Standards

A review of existing City's current code and development regulations was one of the tasks in the scope of work. In light of the analysis conducted during this study, there are several areas where City's current code and development regulations may require updates.

The City's current zoning ordinance can be updated to include a section relative to Traffic Impact Study Requirements, or a new ordinance can be developed and referenced by the zoning ordinance. The Traffic Impact Analysis Requirements section needs to establish the following:

- Requirements for study,
- Level of Service performance thresholds,
- Study procedures,
- Mitigation Strategies development,
- Review framework, and,
- Parking / Shared Parking analysis.

In addition to Traffic Impact Study Requirements, the City may revise the Access Management sections of the zoning ordinance, or adopt a new Access management ordinance, which would include the following:

- Shared driveway requirements;
- Driveway spacing requirements;
- Requirement to align new development driveways with existing roads, streets, or driveways which exist on the other side of major facilities; and,
- Requirement to provide a left-turn storage lane and/or right turn deceleration lane into proposed developments in areas outside of the downtown core.

The City should also consider adoption of a Traffic Calming Ordinance. This ordinance would outline the following:

- Methods of traffic calming appropriate to different parts of the city,
 - Method for prioritizing traffic calming device requests,
 - Methods of payment for traffic calming devices, and
 - Procedures to request removal of installed devices.
-

6.7.3.1 Review of Land Development Recommendations

Increasing development activity in the City of Madison is beginning to have congestive effects on the roadways and transportation network of the City. In response, city officials are considering requirements for submittal of a traffic impact study of proposed developments in the City and a method whereby the impacts determined from this study are mitigated by cooperative efforts of the public and private sectors. This document provides a policy review of the traffic impact study requirements other municipalities have enacted and provides factors that the City of Madison may want to consider in enacting its own procedures.

Many municipalities have found that transportation capacity is a commodity that has a value to the overall community and should be maintained to certain minimum level of service standards. Traffic impact studies are the first step to an overall growth management system that establishes criteria for study analysis, impact mitigation, financial exaction procedures such as impact fees, and development of a capital improvement program, if necessary. According to the Georgia Department of Community Affairs, traffic impact studies, in general, should include the following tasks:

- Forecast additional traffic associated with new development, based on accepted practices;
- Determine the improvements necessary to accommodate the new development;
- Allow the local government to assess the impacts that a proposed development may have and assist the local government in making decisions regarding development proposals;
- Help to ensure safe and reasonable traffic conditions on streets after the development is complete;
- Reduce the negative impacts created by developments by helping to ensure that the transportation network can accommodate the development;
- Protect the substantial investment in the street system; and,
- Provide the information relevant to comprehensive planning, transportation planning, transit planning, and the provision of programs and facilities for traffic safety, road improvements, transportation demand management, pedestrian access, and other transportation system considerations.

Requirements of Traffic Impact Studies

Most jurisdictions with a growth management system require some form of traffic impact study for all multi-unit development proposals. In most cases, certain thresholds are established to determine to what level of study is required. As a close-by example, the City of Roswell requires that all proposed land developments conduct a determination of applicability to check if the proposed development's trip generation will meet minimum thresholds. In the City of Roswell, minimum thresholds for a complete traffic impact study are 100 new trips during the a.m. or p.m. peak hours or 750 new trips in an average weekday. In the City of Roswell, the Zoning Director conducts this determination of applicability; however other jurisdictions require the applicant to conduct this study.

Other developments of regional impact (DRI) that are of such a large size that will attract trips from other nearby jurisdictions (in Georgia nearby counties) may require a more detailed and comprehensive analysis. Thresholds and procedures for DRI traffic impact studies are established by the Georgia Department of Community Affairs and differ for metropolitan counties (greater than 50,000 population) and non-metropolitan counties. DRI studies typically require regional cooperation agreements since growth management policies may differ.

Traffic impact studies typically are conducted in a systematic procedure with each step supporting the following step. They typically consist of the following steps:

1. Introduction / trip generation analysis,
2. Existing conditions traffic analysis and assessment,
3. No Build conditions traffic analysis and assessment,
4. Project traffic distribution and assignment,
5. Build conditions traffic analysis and assessment,
6. Mitigation measures and recommendations ,
7. Improved Build conditions traffic analysis and assessment, and,
8. Conclusion.

Estimates of trip generation are typically prepared using the Institute of *Transportation Engineers (ITE) Trip Generation Manual*. Most jurisdictions allow for trip discounting of trip generation estimates due to pass-by trips and internal trips in mixed-use developments. Software requirements for all traffic analyses are applications associated with the *Highway Capacity Manual* although other software applications are accepted in certain cases. LOS standards are established for the overall jurisdiction or according to the roadway classification (major arterial, minor arterial, collector) or maintaining agency (state road, county road). Study area size requirements can be based on number of daily trips generated or ratios of project traffic to overall capacity of the adjacent roadways.

Types of Traffic Impact Studies

In addition to measuring impacts of new developments, some jurisdictions require traffic impact studies for a number of other development or planning policy proposals. These include applications for comprehensive plan amendment, zoning district change, planned unit developments, subdivision plat proposals, and final planned development land use types and sizes that differ from approved plans. As with traffic impact studies for new development proposals, all these alternative types of traffic impact studies have their own minimum thresholds and procedures.

The purpose of a traffic impact study for zoning district change applications and comprehensive plan amendments are to analyze the capacity of the existing transportation system to accommodate build-out development potential with the proposed land use change in the absence of mitigation measures. This will be done by comparing the typical and maximum potential trip generation of representative uses permitted under the requested land use category to what is permitted under the existing land use category.

Traffic Impact Mitigation Procedures

The major objective of a traffic impact study is determine what, if any, mitigation measures are required due to development impacts. Most jurisdictions require improvement mitigation for all roadways that do not meet the minimum established level of service standards under Build traffic conditions. Mitigation alternatives can include a number of alternatives including the following:

- Roadway improvements – including signal additions or modifications, turn lanes, new roadways, or new interchanges;
- Access management improvements – increasing driveway spacing, relocating driveways, or establishing shared access agreements;
- Operational improvements – modifying signal timing or improving signal progression; and,
- Site plan / land use improvements – reducing project size, modifying project phasing, revising internal circulation and external connections.

Certain roadway improvements that are included on an area's Transportation Improvement Program (TIP) can be considered part of the future background roadway network and typically can be used to mitigate a development's impacts at no costs to the applicant. Beyond that, any improvements that are required can be required according to two procedures: project improvements or system improvements.

Project improvements are site improvements and facilities that are planned to provide service for a particular development project and that are necessary for the use and convenience of the occupants or users of the project and not system improvements. System improvements are privately-funded capital improvements that are public facilities and are designed to provide service for the community-at-large. Since these improvements can be used by all nearby developments, there needs to be a procedure to fund these improvements in some manner comparable to how other developments would impact the improved roadways. This procedure is typically referred to as a proportionate share agreement, and it allocates improvement cost responsibility based on the ratio of project trips to the roadway capacity increase that will result from the improvement.

Establishing a roadway service area order for a proportionate share system is necessary for a proportionate share agreement framework. A roadway service area is a geographic area in which a defined set of public facilities are provided to development within an area. An entire jurisdiction may be defined as a single service area for a category of capital improvement, or it may be sub-divided into several distinct service areas. The state of Georgia requires that any proportionate-funding share framework be within an established roadway service area.

Policy Recommendations

It is recommended that the City establish a Traffic Impact Methodology that analyzes the impacts of proposed new developments. Precedent has been established in other nearby cities to require these studies in cases where the peak trips equal or exceed 100 vehicle trip ends, or where the daily trip ends exceeds 750 trips. In residential terms, this equates approximately to 100 dwelling units. In retail terms, this equates

approximately to 5,000 square feet, and in office terms, it equates roughly to 50,000-60,000 square feet.

Policy Implications

Requiring traffic impact studies will have some policy impacts on the City, as follows:

- Minimum Acceptable Level of Service Criteria will need to be established;
- City staff and engineers will be required to review the studies;
- An ordinance will need to be passed specifying the exact requirements and analysis techniques to be used. Alternatively, an ordinance can reference the latest Traffic Study Guidelines and Procedures, and such a Procedure can be developed for the City;
- City staff will need to work more closely with the development community to monitor projects, impacts, and potential mitigation strategies; and,
- Adoption of a transportation impact fee ordinance may be required in order to compel improvements from proposed development projects.

6.7.3.2 Traffic Calming Procedures

The City of Madison has become concerned that increased traffic on its roadways is having a negative influence on the quality of life of its residents, business owners, and visitors. To alleviate these negative influences, city officials are considering the implementation of traffic calming measures that will either serve to slow or reduce traffic flow on the City's roadways through residential neighborhoods. This document provides a policy review of the traffic calming procedures other municipalities have enacted and provides factors that the City should consider in enacting its own procedures.

Traffic calming is an integrated approach to traffic planning that seeks to create a more livable urban environment by reducing the undesirable impacts that traffic can have on neighborhoods and other urban areas. Traffic calming devices are not the proper approach to alleviate all cases of cut-through, excessive speed, or excessive volume circumstances. Proper procedures must be in place to review their need, applicability, support in the community, and funding resources to ensure they will be effective. In addition, traffic calming procedures will differ from neighborhood roadways that serve mostly local traffic, to business districts and other areas that have roadways that serve a much larger population. Also, traffic calming procedures would differ between established neighborhoods and new neighborhoods, where community support is not as much of a requirement.

Traffic calming solutions may be warranted where there is a demonstrated need for traffic calming, and where solutions can be identified that will address the need. The needs to manage traffic through traffic calming devices might include the following:

- Reduce neighborhood cut through traffic,
- Reduce traffic speeds through neighborhoods,
- Accentuate pedestrian or bicycle use, and,
- Control intersection traffic flow.

Not only must the needs be perceived by the neighborhood, but they must also be documented to be substantive. In order for traffic calming strategies to be effective,

traffic data collection and analysis must validate that calming needs are legitimate. These traffic studies may include:

- Speed studies,
- Vehicle and pedestrian counts,
- Through-traffic surveys,
- Accident records, and,
- Intersection capacity analysis.

Effective solutions for valid needs also require that the selected traffic calming strategy be appropriate for the need, e.g., a strategy to reduce traffic speed and not to divert traffic should be used if the documented problem is excessive speed.

Once an effective strategy for traffic calming has been selected, it should be properly designed in accordance with the relevant design parameters. These should include consideration of:

- Traffic volume,
- Design speed,
- Americans with Disabilities Act (ADA) compliance, and,
- Design vehicle characteristics.

Although warranted and properly designed traffic calming strategies can have the desired benefits of managing traffic, they also can create disadvantages to adjacent streets and neighborhoods and to the traveling public-at-large. Traffic calming has the potential of shifting an existing traffic problem to another street or neighborhood. Traffic calming may also increase delay for emergency response vehicles and can increase long-term maintenance costs for the City. Because of the controversy and potential disadvantages, traffic calming should be implemented only by majority consent of those directly impacted.

Types of Traffic Calming Measures

The City of Roswell is one Metro-Atlanta municipality that has created a thru-traffic calming program and this program has been cited in this section since they were enacted under the laws and regulations of the State of Georgia and under the rules and policies of the Georgia Department of Transportation. The City of Roswell classifies traffic calming measures into two categories: Stage One and Stage Two.

In general, the Stage One measures are easier to implement, easier to reverse, cost less, and should have prior consideration to a Stage Two measure. Other jurisdictions use a similar approach called the Three “E”s - which are Education, Enforcement, and Engineering - approach prior to implementing traffic calming measures. This is a sequential procedure with Education measures including meetings and workshops, Enforcement including mobile radar displays and / or police monitoring, and the final step involving Engineering, the addition of signage, signals, marking, and/or landscaping to calm traffic. If the Three “E”s prove unsuccessful to calm traffic, then the next step is implementing traffic calming measures.

City of Roswell’s Stage One Measures

The City of Roswell uses this interim step of attempting Stage One measures prior to the implementation of the more impactful, permanent, and expensive Stage Two measures of physical changes to the roadway. These measures include designating an area a residential zone, initiating a neighborhood traffic safety program, installing traffic signing

and pavement markings, enforcement of traffic laws, use of mobile radar displays, and installing landscaping adjacent to the curb to give the appearance of a narrower corridor.

City of Roswell's Stage Two measures

Following attempts at using the above described Stage One measures, if problems with traffic still appear the City will consider "hard" physical modifications intended to control traffic speeds. Several physical control devices are available to reduce vehicular speeds, eliminate cut-thru traffic, improve walking / bicycling conditions, and reduce truck traffic. Each situation should be evaluated independently to determine which measure will work the best.

Devices to reduce excessive speeds include speed humps or tables; traffic circles; and chicanes, chokers, and curb extensions. A speed hump is a permanent section of pavement 12 feet wide, parabolic in shape, rising to a maximum height of 3 to 4 inches in the center. Speed humps should be placed between 200 feet and 750 feet apart depending on the roadway's speed limit, sight distance, and intersection or curb cut locations. It should be noted that the Georgia Department of Transportation has made a policy decision that it will not approve any federal or state money for resurfacing a street that has speed humps. Therefore, before any speed hump project is implemented, the street should be thoroughly examined for pavement deficiencies.

Traffic circles are raised circular islands in the middle of a residential neighborhood intersection. They obstruct direct straight-thru movements by causing traffic to move right around the circle. The intersection approaches are normally controlled by yield signs and landscaping is commonly used in the island to increase its presence to approaching drivers. Chicanes, chokers, and curb extensions are methods of narrowing the roadway by extending raised curbs into the street. These can be done at street entries and exits, and the narrower street provides pedestrians with shorter crossing distances.

Devices used to reduce cut-thru traffic and excessive truck traffic include half closures, semi-diverters, forced-turn channelization, and diagonal dividers. Half closures and semi-diverters are permanent barriers that obstruct traffic in one direction but allow it in the other. Semi-diverters have the advantage of providing minimal impediment to emergency vehicles and allowing two-way traffic once past the restriction. Forced-turn channelization barriers limit certain traffic movements at an intersection and are intended to make travel through a neighborhood difficult but not restrict it entirely.

Review of Practices in Other Jurisdictions

Although the use of traffic calming dates back decades in North America, Europe, and other international jurisdictions, the use and understanding of traffic calming has only become mainstream in the past 10 to 15 years. In many municipalities in North America, traffic calming is still a relatively new or unfamiliar concept. This section provides a summary glance at traffic calming guidelines in other jurisdictions in Georgia and Florida.

Traffic Calming Trends

There have been a number of trends that have been emerging over time in the realm of traffic calming. Each of these progressions is outlined below:

- From spot speed or volume improvements to area wide traffic management plans – In most cases, physical or operational changes made to one route or corridor will invariably impact those of neighboring routes. In assessing the need for traffic calming on one street or a group of other streets, it is prudent to determine how this will affect other areas of the community, possibly through spill-off traffic. Jurisdictions are moving towards the development of traffic management/traffic calming plans for entire neighborhoods to reduce the potential of “moving the problem” from one area or street to the next.
- From restrictive techniques to more passive devices to modify driver behavior – Past initiatives have demonstrated that severely restricting access to a community or placing all-way stop control and speed humps at unreasonable intervals, penalize the thru-traffic, as well as, the local residents that must use the roadways on a daily basis. The use of passive traffic calming methods to address concerns may provide a balance between remedying the traffic speed, volume or safety problem while meeting the mobility needs of the residential community.
- From engineering-based to community-based plans – In the past, there have been a number of cases where effective traffic calming plans have been produced and implemented only to be removed due to community opposition regarding the process followed, aesthetics, or lack of involvement. Experts in traffic calming agree that for a traffic calming plan to be successful, the community must be actively involved in all aspects of the study, from problem definition to design details, such as materials and plantings.
- From retrofit to new development implementation – To date, the greater part of the traffic calming implemented in North America has been to remedy existing speed, volume, or road-user safety concerns in established neighborhoods. Recognizing the cost and resource demands of retrofitting existing roadways with traffic calming features, a number of jurisdictions are beginning to review traffic calming applications and plans during the development of new community areas. Similarly, road design standards in many communities are being revisited to produce “naturally calm” street environments. These approaches may require alternative road standards, but can have significant cost savings and reduced environmental impacts.

Review of Traffic Calming Practices in Other Jurisdictions

Recent surveys by the University of California at Berkeley cited approximately 350 U.S. cities and counties that have engaged in some form of engineered or non-engineered traffic calming measures. The following is summary of traffic calming programs in Roswell; Atlanta; Hillsborough County, FL; Collier County, FL; and St. Petersburg, FL.

Roswell, Georgia – The City of Roswell’s Traffic Calming Program is a neighborhood-based program whose primary purpose is to reduce cut-thru traffic in neighborhoods. Therefore, it is applicable only to local / residential roadways with a posted speed limit of 25 mph. The established implementation process is that a request is made through a neighborhood group reporting a speeding or cut-through traffic problem to the Roswell Department of Transportation (DOT), which will make a field review and determine which studies will be conducted. If the DOT indicates a problem, solutions will be developed and reviewed first with the police and fire department for their approval. If approved, the DOT will require a petition signed by at least 65% of the affected residents. Once the

petition is received, the DOT will determine an implementation cost and present to the Mayor and City Council for approval. The neighborhood group and City must share in the cost of implementation. All standard traffic calming measures will be considered and can be applied.

Atlanta, Georgia – The City of Atlanta’s Speed Hump / Traffic Calming Program is a neighborhood-based program whose primary purpose is to slow excessive speeds on neighborhood streets. It is applicable only to local / residential roadways with a posted speed limit of 25 mph, street width of less than 40 feet, and having a street grade / slope of less than 8%. The established implementation process is through a neighborhood group reporting a speeding problem to the City of Atlanta Public Works Department, which will add it to their evaluation list. If the speed hump is found to be warranted, the City will require a petition signed by at least 75% of the roadway’s service area residents. If the petition is approved, the City will add to the project to its speed hump installation list and implement in the order in which it was added. Only speed humps are used in this program.

Hillsborough County (Tampa), Florida – Hillsborough County’s Neighborhood Traffic Calming Program applies to both local and collector streets. The established implementation process is that a request is made by residents (minimum 10 within a neighborhood), neighborhood association, or special tax district to the County Public Works Department, who will determine its eligibility and priority. If a problem is found, an initial public meeting will be conducted and a Hearing Master will conduct a traffic analysis and other studies to determine roadway conditions on it and other nearby roadways that could be affected by spill-off traffic. A follow-up meeting with the neighborhood association will be made where the Hearing Master will make recommendations for the roadway. If the neighborhood association accepts the recommendations, the Public Works Department requires approval by at least 60% of the affected residents and 50% of the Board of County Commissioners. If approved, the project is given a prioritization ranking based on a point gradient system that is determined from the roadway’s traffic conditions (speed, access rating, crash history, and volume), presence of pedestrian trip generators, absence of pedestrian facilities, and funding participation commitment of the neighborhood association. All standard traffic calming measures can be applied. The program is funded by an annual budget that is created exclusively for the program and projects are implemented based on its priority ranking until the budget is exhausted.

Collier County (Naples), Florida – Collier County’s Neighborhood Traffic Management Program applies to both local and collector streets. The established implementation process is that a request is made by residents or a neighborhood association, along with a petition signed by at least 10% of the households along the roadway, to the County Transportation Planning Department who will conduct a traffic study to determine its eligibility. In order to be eligible, the project must meet one of the following requirements: (1) there must be a minimum traffic volume of 4,000 vehicles per day (vpd) or 400 vehicles per hour (vph) for collector streets or 2,000 vpd or 200 vph for residential streets, (2) the 85th percentile speed of vehicles exceeds 10 mph for collector streets or 5 mph for local streets, or (3) a pedestrian / bicycle LOS of “C” or worse. If a proposal is found to be eligible, the County holds a meeting with the neighborhood association to report on the study results. If the neighborhood association accepts the recommendations, the County will conduct a mail-in survey of the neighborhood, which requires 51% response and approval to be accepted. If approved, the project is given a

prioritization ranking based on a point gradient system that is determined from the roadway's traffic conditions (including speed, bike/pedestrian LOS, crash history, and volume), neighborhood demographics (including number of children, number of houses facing the subject roadway, nearby schools and public facilities), and a funding participation commitment of the neighborhood association. All standard traffic calming measures can be applied. The program is funded by annual grants that are based on its priority ranking.

City of St. Petersburg, Florida – The City of St. Petersburg's Neighborhood Transportation Management Program applies to neighborhood streets only. The established implementation process is that a request is made by residents or a neighborhood association to the City's Department of Transportation and Parking. City staff will hold a preliminary meeting with the requestors to determine issues and conduct a field visit to observe the problem and collect data. The City will conduct a study to determine eligibility and report back to the neighborhood association where the project must be approved by 67% of attendees. If approved, the project is given a prioritization ranking based on the subject roadway's (1) volume, (2) 85th percentile speed, (3) number of crashes over a 3-year period, and (4) number of adjacent pedestrian-generating facilities (e.g. parks, schools, shopping centers). All standard traffic calming measures can be applied. The program is funded by the City's general budget and no special assessments are made on any properties to fund the program.

Policy Option Issues

Based on the review of existing traffic calming policies in other jurisdictions and comments from City of Madison officials and citizens, a discussion regarding the policy option issues have been developed for existing neighborhoods and new development areas.

City of Madison Officials' Comments

As part of the *Major Thoroughfares Plan*, a meeting was held with city leaders and local citizens in July, 2007 to discuss a number of transportation planning issues, including traffic calming. The comments received from these leaders regarding traffic calming policies and locations where measures are needed are as follows:

- Possible traffic circle locations include Hancock Street @ Washington Street and Hancock Street @ Jefferson Street. Note: no right-of-way is available for these circles and it would have to be a bolt-down installation rather than a more permanent installation.
 - Half closures should be considered on some non-state roadways, such as Old Post Road. The half closures would convert the roadways to one-way roadways with the restricted lane being used as a bike/pedestrian lane for use in tours of the City.
 - Neck downs or other street narrowing measures should be used in the area of the U.S. Post Office.
 - The city wants to foster a grid network of interconnecting streets within a one-mile radius of the Downtown.
 - A standard should be established that sets a certain threshold for the number of access points required for new developments.
-

- The City's *Subdivision Regulations* and *Construction and Design Standard Details Manual* should be tied together to establish streetscape requirements for new developments.
- Speed tables and speed humps are the only traffic calming measures that should be used in the historic areas of the City, avoiding distinctive pavement markings that draw driver's attention from the streetscape.

Citizen Comments

As part of the *Major Thoroughfares Plan*, a meeting was held with city leaders and local citizens in July 2007 to discuss a number of transportation planning issues, including traffic calming. The comments below were received from citizens regarding traffic calming policies and issues for existing neighborhoods are as follows:

- The City of Madison currently does not have a standardized traffic calming program.
- The primary complaints from citizens (and as a result the City's interest in considering a traffic calming program) are speeding, cut-thru traffic in neighborhoods, pedestrian safety in the downtown area due to excessive traffic volume and increased truck traffic, and the lack of safe routes for bicycling and walking.
- A current challenge for the City is establishing a traffic calming program that meets and satisfies the requests of proponents, while minimizing the number of opponents who will surely complain once the measures are implemented.

Steps Needed to Enact Traffic Calming for Existing Neighborhoods

The first step to developing a successful traffic calming program is identifying from whom these requests may originate from, which are:

- Formal request by the Mayor or City Council member
- Recommendation from City staff member,
- Petition or complaints from business owners, or,
- Petition or complaints from residents and/or other stakeholders.

The next step is identifying the key components to determining the need and justification for traffic calming in an existing neighborhood. The following is a list of general questions that should be addressed in determining the appropriate response:

- Is there a demonstrated problem?
- Are traffic calming devices one of the primary remedial measures for addressing the problem or do education, enforcement, engineering, or traffic control measures represent better options?
- Is this a corridor specific or neighborhood wide issue? Do potential changes have the potential to produce area-wide impacts?
- Is the location a priority concern when compared to other locations in the City?

Any traffic calming program that is enacted in the City of Madison must recognize two limiting realities. First, the City has limited staff resources to undertake traffic management plans or corridor studies. Second, the City has fiscal constraints to implement all traffic calming measures once it is deemed necessary. Ideally, the City would implement all traffic calming projects were there is a demonstrated need. When

this is not possible, the City may have to decide where and when it is most appropriate to “constrain” the process of traffic calming implementation, to a level that is attainable with the City’s resources. There are two approaches for achieving this:

1. Project Approval – In a priority sequence, complete corridor and area traffic management studies for only those that can be reasonably implemented within one fiscal year.
2. Funding Approval – Complete corridor and area traffic management studies as staff resources permit and prioritize funding of the completed plan.

The next decision point in the formal approval process is a Council decision to support physical and operations improvements from a corridor or area-wide traffic management plan. Traffic calming plans have the potential to improve the quality of life and road user safety; however, in doing so, they could possibly limit mobility and access of residents, visitors, and emergency services. Given these potential impacts, the recommendations will typically not be supported wholeheartedly by all stakeholders. Therefore, it is important that the City create a mechanism to judge community and/or stakeholder support prior to implementation. Possible mechanisms include:

- Petitions – Typically signatures are collected from the local homeowners, resident’s association or business entity at a formal meeting.
- Ballot process – Surveys of residents can be collected through ballots at meetings or better yet, a mail-in survey sent to each home within the project’s survey area.
- Private funding – With a combination of the above approval mechanisms, a private group would fund the improvements if the traffic concerns in the neighborhood do not place it at the top of the City’s priority ranking list.

The final decision in the approval process is how the project will be funded and implemented, which may take two forms:

- Queue Ranking – This process recognizes that all traffic calming projects are important and thus implements them in order of when they were added to the implementation list.
- Priority Ranking – This process permits the City an additional decision point to identify differences in priority between competing projects and allows the City to implement in order of this priority ranking.

Traffic Calming for New Developments

It is the responsibility of the City to review and approve all new development proposals. This approval process offers the City to plan for and implement traffic calming features in the design of the internal roadways, rather than retrofitting once built and serving traffic. The advantages of this “passive” means of implementing traffic calming measures is that it is proactive, less costly, requires no maintenance-of-traffic (MOT) considerations, and typically does not receive the same opposition from residents.

Based on comments from officials and citizens, the City is interested in establishing standardized procedures for determining the need for and type of traffic calming measures. Adjusting the City’s *Subdivision Regulations* and *Construction and Design Standard Details Manual* to require certain streetscape measures that allow for or promote traffic calming are an appropriate place to begin to avoid future problems in new

developments. The following discussion provides examples of procedures the City may want to consider in incorporating these types of standards in their development codes.

A number of jurisdictions have made it a stipulation in the development approval process for the applicant to prepare a traffic management plan for all proposed internal roads or road networks. The main advantages of this is that it reduces the burden on City staff to later incorporate traffic calming aspects in the design during their review and allows the developers to incorporate traffic calming aspects in a way that fits their needs and desires. This approach would have the City requesting a traffic management plan be prepared at the Secondary Plan stage and the required components would be carried through the subsequent approval stages, including the subdivision plan.

A number of jurisdictions are looking at “passive” forms of traffic calming devices and “slow points” in their road networks, recognizing that regardless of how well a transportation system is planned, there are locations where slower speeds and increased road user attention is important. These locations include intersections, school areas, pedestrian or bicycle facility interfaces with roadways, etc. Other examples of passive forms of traffic calming include:

- Reduced roadway width standards;
- Textured pavement or pressed concrete at key conflict areas;
- Curb extensions or median islands to reduce the crossing distances and exposure time at primary pedestrian routes;
- Traffic circles/roundabouts instead of all-way stops and traffic signals;
- Bicycle lanes; and/or,
- On-street parking during off-peak periods to slow traffic.

Recommended Policies

It is recommended that the City establish a Traffic Calming Evaluation Methodology that analyzes the need for traffic calming along various roadways. Precedent has been established in other cities and mentioned above regarding petition origination, measurement methods, implementation guidelines, and removal procedures. It is recommended that the city review these options and chose standards which are most applicable and expedient for the needs of their particular situation.

Impacts of Policy Options

Formalizing traffic calming procedures will have some policy impacts on the City, as follows:

- Maximum acceptable roadway volume and speed, and safety criteria will need to be established;
 - City staff will be required to review the applications;
 - An ordinance will need to be passed specifying the exact requirements and analysis techniques to be used. Alternatively, an ordinance can reference the latest Traffic Calming Guidelines and Procedures, and such a Procedure can be developed for the City;
 - City staff will need to work more closely with the neighborhoods to monitor road conditions and potential interim mitigation strategies.
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6.7.3.3 Parking Plan

Parking issues within Madison are limited primarily to the downtown area of the city. Parking in the downtown commercial area is a combination of on-street parking (angular, parallel, and perpendicular) and off-street parking (private and public lots) to the sides and rears of commercial and institutional land uses. On-street parking surrounds the Town Square and extends along Main Street and its two main intersecting roadways, W. Washington and W. Jefferson streets. Parking lots are located around the periphery of the historic downtown core, pocketed into the professional area where zero-lot line commercial development transitions to historic residential neighborhoods.

Outside of the downtown area, parking is plentiful. Commercial establishments along the Eatonton Road/US 441/129 corridor and areas of similar use are typically served by large parking lots for their developments, reflecting the development regulation limiting establishments to one row of parking in front yards and relegating all other parking needs to side and rear lots. Planned developments with big-box shopping centers are the exception, accommodating oversized lots with mitigating provisions including observing deeper setbacks, screening outparcels, and landscaping perimeter berms. In these areas, shared parking is permitted and encouraged, and parking reductions as a result of the design review process are the norm.

Industrial enterprises along the Monticello Road/SR 83 corridor and areas of similar use are generally served by modest parking lots in front of the development and expanses of pavement to the side or rear for parking/loading/unloading of heavy trucks. This division of parking for vehicular traffic by employees and visitors from service areas for heavy trucks is also reflected in the development patterns of truck stops located in the more commercial areas of the community. Two rows of parking screened by vegetated berms in front of an industry is the predominant development pattern as well as the current regulation.

Residential areas are almost all endowed with ample off-street parking. Single-family and dual-family residences are exempt from paving requirements, and in most instances, off-street parking is adequate. Traditional neighborhoods and modern subdivisions do experience occasional on-street parking. However, of note, on-street parking appears to be more prevalent in higher density development – multi-family, dual-family, and planned developments. City regulations no longer allow the development of on-street parking along dedicated municipal streets (which necessitates vehicles backing into public rights-of-way) but continue to allow it along private driveways for such developments. Currently, subdivisions and planned developments utilizing minimal residential acreage in combination with non-standard street designs are experiencing more than occasional on-street parking because of inadequate off-street parking areas, creating both residential complaints and emergency vehicle concerns. Institutional parking within residential areas is currently limited, pocketed, and partially screened.

Parking Considerations & Infrastructure Improvements

In 1999, Planning Department completed a preliminary survey of parking in vicinity of the Town Square as well as an informative review of nearby cities' parking management programs for publicly-owned parking facilities. The Downtown Development Authority of Madison (DDA) identified additional parking as a high priority downtown objective.

Thereafter, each development project considered by the DDA was evaluated for parking potential or a parking component, and staff began identifying future parking development opportunities, both surface parking lots and parking decks.

The DDA identified short-range, mid-range, and long-range parking opportunities for the downtown commercial area. Low-visibility small pocket lots and architecturally-sensitive parking decks were highlighted as the most desirable to insert new facilities while avoiding eroding and compromising the community's character and tourism generator – the Madison Historic District and its historic downtown core. Additionally, the DDA prioritized working with owners of currently private facilities to develop shared parking arrangements as the quickest and most economical opportunity.

During planning for substantial redevelopment along of E. Jefferson Street in 2003, the DDA planned for a new off-street parking lot. The DDA sold zero-lot lines parcels for development while reserving land for an adjacent, obscured parking lot. The land was deeded back to the City, who developed a surface lot in accordance with the plan. Eleven of the nearly 50 spaces were set aside to encourage residential loft occupancies; however, the remainder of the lot became open to the public post-construction.

In 2004, the City leased a rear yard from for the construction of another off-street parking lot on Hancock Street. These 21 spaces were opened to the public for long-term employee parking in proximity to many local government facilities. The DDA also opened negotiations with two large property owners to share existing or new parking facilities. The DDA proposed to Avado Brands, Inc. - owner of the only downtown deck – that the City of Madison lease a portion of their underutilized facility. Madison opened the 147 spaces of the Upper Deck to the public in August of 2007 and plans to convert the 34 on-street parking spaces in the immediate vicinity to additional timed parking.

Concurrent with the acquisition and development of Town Park (scheduled to commence in Fall 2007), the DDA also planned to wrap the conjoined two-block acreage with on-street parking, reflecting the historic development pattern of Town Square. Along Jefferson and Washington streets, the park grounds were specifically constrained to allow for on-street parking. Final plans as well as an ISTE A grant application are under review by the Georgia Department of Transportation. If approved, the Town Park perimeter will host another 56 on-street parking spaces for the downtown community.

Additionally, the city has made short-range improvements to on-street parking during the completion of streetscape enhancement projects (i.e., Hancock Street, W. Washington Street, Burnett Street) gaining an additional 10 spaces. The city continues to implement small changes that enhance downtown parking at little or no cost during improvements.

Downtown Parking Study

With the assistance of the Main Street Advisory Board (MSAB), the Planning Department initiated a formal Downtown Parking Study in 2006. The study area was defined as the historic downtown core (essentially Hancock Street to the CSX/NS Railroad tracks bounded by Burnett and High streets), as less than a dozen publicly-owned on-street spaces are extant outside of this boundary. Typically, this area is visually characterized by expanded brick sidewalks and significantly higher levels of

pedestrian traffic. Historically a 12-block area, the study area did specifically encompass the redeveloping 9-block Town Park area.

The Phase I - Parking Inventory documented 863 spaces in the immediate downtown: 36% provided by private enterprise and 64% subsidized by government. In addition to a base count, the inventory further itemized parking in terms of providers; location (on-street, off-street); duration (15 minutes, 1 hour, 2 hour, untimed); design (angular, parallel, and perpendicular); and, limitations (compact, reserved, handicap).

Evaluating the parking in terms of ownership and maintenance, overwhelming the City of Madison is the largest service provider with nearly 400 spaces (46% of the downtown parking) of which all are currently open to the public. Morgan County, Madison Markets, and Bank of Madison are the next largest providers, and combined with two private pay-lots, nearly equal the city's commitment.

A breakdown of public parking reveals the provision of spaces for customers/clients (short-term parking users) and the provision of spaces for employers/employees (long-term parking users) to be essentially equal – 251 on-street and 247 off-street spaces respectively. Part of the genesis of the study was to quantify and evaluate a perceived shortage in on-street parking; however, comparatively on-street parking in Downtown Madison does not appear to be inordinately low (e.g. Downtown Valdosta has 342 on-street spaces.)

To encourage turnover and allow for all businesses' customers/clients to obtain parking more readily, almost all on-street parking is timed. The last bulk of untimed on-street parking along Hancock Street is being converted now to treat all on-street parking consistently and to better serve the increased public traffic, garnered by the new County headquarters in the Creamery Building and new uses pending in the immediate vicinity. Of the timed spaces, the great majority (84%) are 2-hr spaces with a dozen 15-min spaces designated either in front of the U.S. Post Office or beside City Hall and about two dozen 1-hr spaces sprinkled along Main Street.

Angular spaces, giving the great ease of access and egress, are the predominant design for on-street parking. Main Street is the exception and features the bulk of parallel options. Less than 25 on-street spaces have special limitations – compact cars only, reserved parking, and designated handicap. Only two city-owned on-street spaces are marked reserved (located in front of the Morgan County Courthouse). Although best suited to parking lots, handicap spaces are still too few in downtown with only nine on-street spaces for the 21-block area.

The inventory of off-street parking revealed that Morgan County has the largest parking lot, while the City provides an equal number of spaces in lots distributed throughout the downtown area. Roughly 300 spaces are provided in private parking lots with one-third of those located in pay-lots (approximately \$20 a month/\$200 per annum). Another 50 odd spaces are city-designated or private-used spaces in alleys. All off-street spaces offer long-term use and the public lots are free to the public at this time.

The Phase II - Parking Occupancy purpose is to measure availability of on-street parking spaces by determining peak hours, turnover, and areas prone to persistent violations. The study area will be counted periodically – Thursday, Friday, and Saturday; 8:00 a.m. – 7:00 p.m.; on the hour every hour; city block by city block. Each block will be further

divided into four sides or block faces. Off-street parking lots will be classified each hour as follows: full, half-full, or few.

To date, Main Street volunteers have conducted two of the three counts intended (once during school intersession, once during summer, and a final count planned for late fall). Data quickly revealed that no block or space is experiencing 100% occupancy. At any given hour, there is a space available within a 2-block radius (approximately 500 ft.) of the Main Street block between Washington and Jefferson streets (Amici's block face).

The data was further studied to examine high occupancy conditions. In terms of location, moderate parking was recorded in seven areas (block faces of Post Office front, Post Office left, Simmons, Gussie's, Sally's, Scoops, and Jefferson Square) and heavy parking was documented in only one area (Amelia's block face). All other areas experienced light parking. [Moderate parking means that the parking row in front of the business was on average half-full, whereas heavy parking means that, on average, the parking row was at least two-thirds full.]

The busiest hours are 10:00 a.m. to 4:00 p.m. Of particular note, long-term parking lots did demonstrate consistent use; pay-lots were rarely if ever half-full. This early data provides a snapshot of parking in Downtown Madison and creates a baseline for further study. As noted previously, additional counts are planned. Use of the newly acquired public parking in the Avado Upper Deck will also be tracked in future counts as an addendum, as the parking deck lies outside of the study area.

Policy Recommendations

To alleviate congestion while respecting the historic downtown core - as identified in the Downtown Parking Study and currently zoned C-1 (Downtown Commercial District) - it is recommended that the City work with property owners to provide private, public, and/or shared off-street parking lots just outside of the core area (i.e. in the area currently zoned P-2 (Professional / Limited Commercial District). These parking areas should be connected to the sidewalk network to facilitate non-motorized transportation to and within the downtown core. For major public events, distance lots (such as the park-and-ride lot near Interstate 20) could be used in tandem with transit connections to alleviate pressures on the downtown area for special event parking.

Furthermore, long-term solutions include the selection of potential sites for a future decks as well as design criteria for these decks to make them "read" architecturally as buildings similar to the historic ones surrounding them. Methods for this may include:

- Requiring ground level retail shops;
- Requiring exterior fenestration patterns;
- Requiring painting and landscaping to conceal concrete walls;
- Requiring better and more compatible exterior materials (i.e. brick);
- Requiring rooftop treatments, such as parapets, cornices, public belvederes; and,
- Locating decks in topographically lower areas to reduce silhouette dimensions and visual impact.

Another avenue to explore is shared parking with respect to new development. The concept of shared parking recognizes that different land use types require different parking needs at different times of the day. The major benefit of shared parking is maximum of parking spaces provided in terms of hours and days, which lessens the total

amount of land area required to be dedicated to parking. Less parking area can then result in more open space available to help contribute to the City's aesthetic character, additional buildings contributing to the tax base, and reduced environmental impacts of additional pavement. The Urban Land Institute and the Institute of Transportation Engineers have published manuals detailing the hour-by-hour usage of parking by land use type, which are instructive in determining the appropriateness of shared parking, and the reduction in overall parking spaces to be provided, given the mix of adjacent land uses. This shared parking analysis can become an element of the Traffic Impact Analysis.

Design review criteria for commercial and industrial areas should continue to limit large lots, shift heavy parking to side and rear yards, and break up large lots by introduction of vegetative cover. In these areas, shared parking and parking reductions should be the norm. Berms should be utilized to further mitigate larger lots and obscure pavement serving service areas. Parking regulations need to be updated for modern uses and modern parking demands for traditional uses. Institutional uses should be encouraged to use parking decks and shared use lots where such can be camouflaged.

Regulations for higher density development – multi-family, dual-family, and planned developments need to be updated. Rezoning actions for higher density should address parking in order to prevent additional residential complaints and emergency vehicle concerns. Non-standard street designs should be avoided until such time as parking regulations have been addressed.

7.0 Implementation Plan

The recommended implementation plan is also outlined in **Table 6-1**. The table summarizes plan costs by responsible agency and time period. In general, it is assumed that project costs that are not purely local in nature will be funded according to an 80/20 split with state and federal monies, requiring 20% match from the local governments. This arrangement is subject to change, however, as project costs are rising and federal funds are becoming more limited. Near-term, Mid-term, and Long-term are defined respectively as 1-5 years, 6-19 years, and 20 plus years. It should be noted that these planning level cost estimates are appropriate for system-wide planning, but should not be used on a specific project-by-project basis. Additionally, there are five steps that will be required to implement these projects as described below:

1. Refine the concepts for the projects, including project limits, typical section and cost;
2. Coordinate with state and regional agencies as necessary to ensure funding and compliance with regulations;
3. Conduct required environmental impact analyses;
4. Design the project, including right-of-way plans, drainage, and roadway; and,
5. Construct the facility.

The development of local funding for these projects will be an important step in project development and in implementation of the plan. Methods used in other communities in Georgia for raising transportation funds to finance projects include impact fees and Special Purpose Local Option Sales Taxes (SPLOST). An *Impact Fee Program Study* is underway at this time. To implement a SPLOST, voter approval would be required. The most promising potential new funding source is the proposal introduced in the Georgia Legislature in 2007, HB 434, which would allow counties to levy a regional 1% sales tax to implement key transportation projects. The participants of the recent *GDOT East Georgia Multi-County Study* would be prime candidates for exploring this option should it pass in next year's legislative session.

7.1 Financial Assessment

The identification of funding needs, together with the identification of potential funding sources, is critical to the success of the *Major Thoroughfare Plan*. Increased competition for local, state, private, and federal funds has made early strategic planning a critical component of any major U.S. transportation project. In the greater Atlanta metro area, competition is particularly stiff due to the increased need caused by a growing population and employment base, coupled with the continuing need to maintain and update existing transportation infrastructure.

All potential new funding sources, including federal, state, local, private, and regional opportunities were explored, to assess various funding mechanisms that may be beneficial to the City of Madison. A survey of alternative, non-traditional funding mechanisms throughout the country, as well as abroad, was conducted. The principal options are:

Local Funding: According to the *East Georgia Multi-County Transportation Study* Morgan County has own source amounts (property, sales, excise, special use taxes and service charges/fees) of \$736 per capita. For the City of Madison this translates to \$2.7 million which could be leveraged as a local match for many of the higher ticket items on the list. Although it would not cover the whole expense, it could be used to expedite the earlier, less costly phases such as preliminary engineering and environmental screening.

State Funding: A major component of Georgia's *Statewide Transportation Plan* is the Governor's Road Improvement Program (GRIP) which offers accelerated road upgrade schedules for the purpose of spurring economic development by constructing highway infrastructure throughout the state. US 441 is currently on the GRIP list and an expansion to its bypass may also be eligible for consideration under this program.

Federal Funding: The *Safe and Efficient Transportation Equity Act – a Legacy for Users* (SAFETEA-LU), the current federal transportation funding bill, will expire in 2009. A new federal program will need to be created and authorized at that time. Most of the high cost mid and long-range projects will depend on these types of funds

Real Estate Tax: An increase in real estate taxes could generate substantial new revenue for the City of Madison. Tax rates are set annually by county commissioners and the school board. The average county and municipal millage rate in 2007 was 30 mils; and state millage rate in each county was 0.25 mils (Georgia Department of Revenue, 2007). Municipalities also assess property taxes. Property in Georgia is generally assessed at 40% of the fair market value.

Motor Vehicle Registration Fees: Georgia vehicle registration fees average \$20 per car and \$25 per truck, lower than many peer states. Title registrations average \$18.

Motor Vehicle Ad Valorem Tax: Georgia's vehicle tax rates are the same rates set by local governments applied to real estate and personal property. One mil produces \$1.00 tax for every \$1,000 worth of property value.

Income Tax: A local income tax could potentially generate new substantial new revenue for the City of Madison. Enabling legislation would be needed however.

Sales and Use Tax: Sales and use tax rates vary among counties. Some Georgia examples are: Local Option Tax, Educational Local Option Tax, Special Purpose Local Option Tax, Homestead Local Option Tax, or MARTA tax. The maximum allowable sales and use tax in Georgia is 8%. A similar regional sales tax concept for two or more counties has been proposed in the State legislature. Three State bills were introduced in the 2007 Georgia Legislative Session, but have not been enacted:

- HB 434 allowing counties to form regions for list of transportation projects and a 1-cent sales tax to fund them;
- HB 4442: proposing a 1-cent statewide sales tax to fund transportation; and
- HB 4442: proposing a 1-cent state transportation sales tax.

Impact Fee Program: A relatively new funding source in Georgia is the concept of impact fees. Impact fees are usually assessed on new construction based on the types of demands they place on existing infrastructure and the upgrades to capacity they will require. The most well known are water, sewer, and school impact fees but

transportation impact fees are also underway in the state. Cherokee County has been the demonstration site for testing this concept and the City of Madison should consider using the data in this study to develop a rational basis for the development of a transportation impact fee. An impact fee study is underway at this time and it is a recommendation of this report that transportation impact fees be utilized wherever possible to supply the required local match to leverage other state and federal funds.

Gas Tax: An increased state motor fuel tax, or local fuel tax, could generate significant revenue for the transportation projects. Fuel tax is a user tax, with an obvious direct linkage to the new transportation projects envisioned in the plan. Legislative action would be required by Georgia to enable a local option. Georgia’s gas taxes are low compared to other U.S. states. The most recent data in Georgia suggest that on average 25% of gas tax revenues are from out-of-jurisdiction purchasers. This may be higher in Madison due to its position as the major fueling station on the eastern edge of the Atlanta metro region.

Some other innovative strategies are available to build future revenue streams but their applicability to the City of Madison is questionable due to the small size of the population and relatively low traffic numbers when compared to metropolitan areas in Georgia where these proposals originated. These include:

- Toll Revenue/Public-Private Initiatives
- Community Improvement Districts
- Tax Allocation Districts
- Cordon Tax

Potential Project Phases

Due to the small number of projects proposed, there was no formal need to prioritize projects other than using cost and safety as the two main factors. Smaller cost projects are assumed to be mostly locally funded, and therefore, more likely to be implemented in the short term. All high-cost projects will require federal monies and county cooperation and are assumed to be either mid- to long-range. The most significant safety projects are the reconstruction of the triangle intersection of US 278/US 441/and SR 24 Spur and the reconstruction of the intersection of US 278 and SR 83 S (Monticello Road). The reconstruction of Industrial Boulevard is complicated only by the right-of-way acquisitions necessary but will probably be mid-term. The 83 Bypass and the 83/441 Connector projects are definitely priorities for congestion relief, freight rerouting, and pedestrian safety but due to their high cost they will have to remain long-term. The general financing phases are given in Table 6-2 below.

Table 7-1. Funding Needs by Phase

Near Term 2008-2015	Midterm 2016-2025	Long Term 2026-2035
Funds	Funds	Funds
\$938,000	\$14.5M	\$77M

8.0 Conclusion

Intense growth in the I-20 east corridor will continue to increase travel demand throughout the region and will particularly affect the City of Madison, which is the central transportation hub of all the state routes in Morgan County. The effectiveness of the transportation network in the entire county depends on maintaining and expanding Madison's traffic capacity while the economic vitality of the county depends on preserving the physical character of the city, which supports a vibrant tourism based economy. This plan seeks to accommodate both of these goals.

Ultimately, the success of the *Madison Major Thoroughfares Plan* depends on the management of land development to follow the future land use plan. The recommendations of this study are based on the assumption that the future land use plan will be used as a guide to manage future development activities. Currently, the plan envisions Madison becoming a more walkable community with development focused in key areas. This strategy creates smaller demands on the transportation system from automobile users than the sprawling development pattern found in many growing areas of Georgia.

In future updates to the land use plan it is critical that the county consider the recommendations in the *Major Thoroughfares Plan* as input to the land use planning process. Additionally, if the land use plan changes significantly some of the recommendations in this plan may need to be updated to reflect new travel patterns.

Appendix A

SUMMARY OF COMMENT CARD INFORMATION OBTAINED AT PUBLIC HEARING JULY 12, 2007

8/6/2007

Note: 12 comment cards were returned. Not everyone answered every question while some folks mentioned more than three intersections that concerned them.

What 3 Intersections do you think need the most work in Madison?

78 / 83 / 441 / S. Main Street merge	10
Main Street @ Washington	8
Main Street @ Jefferson	1
Main Street @ College	1
Bypass @ 441/Eatonton Rd	1
Eatonton Rd / 441 @ Bypass	3
Bypass @ E. Washington	2
Hancock @ Washington Street	2
Eatonton Rd @ Ward Rd	1
Ward Rd @ S. Main	1
Jefferson @ Hancock	3
Washington @ Hancock	3

YES / NO QUESTIONS	YES	NO	Sometimes	No Answer
Would like to see designated bicycle lanes on our roads	8	2	---	2
Would like access to trails for bikes,,walkers & runners	11	1	---	---
Use crosswalks in downtown	11	1	---	---
Feel safe when using existing crosswalks	3	5	3	1
Perceives a speeding problem in their neighborhood?	7	5	---	---

OTHER THOUGHTS:

- enforce speed limits
- enforce crosswalks
- Understand growth potential of trees when planting i.e. Thomas @ Hwy 83 a magnolia & Hunger Circle 2 bush dogwoods
- encourage more bicycle downtown to ease traffic and parking
- Main Street is too fast
- keep 18 wheelers off E. Washington
- reduce & enforce speed limits on E. Washington Street
- speed bump would solve both problems
- E. Washington is a residential street that needs help
- speed reduction devices on E. Washington & Pine Street
- keep all trucks other than those making local deliveries off Main Street
- too many people moving to Madison too quick and Madison is getting too high class. What happened to #1 small town?
- enforce speed limit E. Washington
- restrict 18 wheelers for residential streets or install speed bumps to deter them.
- require 18 wheelers to use Bypass unless making in-town deliveries
- Main Street crosswalks are scary!
- secondary access to cemetery needs to be built north of RR to Hwy 83 to allow people to exit the cemetery when trains park

RESOLUTION
Joint Comprehensive Plan
Partial Plan Update

Whereas, the 1989 Georgia General Assembly enacted House Bill 215, the Georgia Planning Act, requiring all local Governments to prepare a Comprehensive Plan in accordance with the Minimum Planning Standards and Procedures promulgated by the Georgia Department of Community Affairs; and

Whereas, the Comprehensive Plan for Morgan County, Bostwick, Buckhead, Madison, and Rutledge Georgia, effective October 11, 2004, was prepared in accordance with the Minimum Planning Standards and Procedures; and

Whereas, the Partial Plan Update for the Comprehensive Plan is due to be submitted and approved by the Northeast Georgia Regional Development Center and the Georgia Department of Community Affairs no later than June 2009; and

Now, therefore be it resolved by the Mayor and City Council of Madison, Georgia, that the 2009 Partial Plan Update to the Comprehensive Plan: City of Madison, dated February 2009, shall be transmitted to the Northeast Georgia Regional Development Center to facilitate the process of Completeness Check, Notification of Interested Parties, Regional Hearing, Review by the Regional Development Center and Review by the Department of Community Affairs in accordance with the standards adopted by the Department of Community Affairs in their Requirements for a Partial Update to the Local Government Comprehensive Plan (March 2007).

Approved by the City of Madison, this 23rd day of February, 2009 to be forwarded to the NEGA RDC effective February 27, 2009.



CITY OF MADISON MAYOR AND CITY COUNCIL	
By:	<u>Tom E. DuPree, Jr.</u> Tom E. DuPree, Jr., Mayor
	<u>Fred Perriman</u> Fred Perriman, Councilmember
	<u>Rick Blanton</u> Rick Blanton, Councilmember
	<u>Michael J. Naples</u> Michael J. Naples, Councilmember
	<u>Lowry W. Hunt, Jr.</u> Lowry W. Hunt, Jr., Councilmember
	<u>Constance A. Booth</u> Constance A. Booth, Councilmember
Attest:	<u>Mellie A. Thomas</u> Mellie A. Thomas, City Clerk

RESOLUTION
Comprehensive Plan: Partial Plan Update

Whereas, the 1989 Georgia General Assembly enacted House Bill 215, the Georgia Planning Act, requiring all local Governments to prepare a Comprehensive Plan in accordance with the Minimum Planning Standards and Procedures promulgated by the Georgia Department of Community Affairs; and

Whereas, the City of Madison's Partial Plan Update for the Comprehensive Plan for Morgan County, Bostwick, Buckhead, Madison, and Rutledge, Georgia, was prepared in accordance with the Minimum Planning Standards and Procedures; and

Now, therefore be it resolved by the Mayor and City Council of Madison, Georgia, that the City of Madison's Partial Plan Update to the Comprehensive Plan for Morgan County, Bostwick, Buckhead, Madison, and Rutledge, Georgia, dated February 2009, as approved by the Georgia Department of Community Affairs is hereby adopted, and furthermore, that the Northeast Georgia Regional Development Center shall be notified of said adoption within seven (7) days of the adoption of this resolution.

Adopted this 27th day of April, 2009.



CITY OF MADISON MAYOR AND CITY COUNCIL	
By: _____	Tom E. DuPree, Jr., Mayor
_____	Fred Perriman, Councilmember
_____	Rick Blanton, Councilmember
_____	Michael J. Naples, Councilmember
_____	Lowry W. Hunt, Jr., Councilmember
_____	Constance A. Booth, Councilmember
Attest: _____	Mellie A. Thomas, City Clerk

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