

Comprehensive Plan

CITY OF MADISON, INDIANA
ADOPTED SEPTEMBER 20, 2016



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Vision Statement

Over the following pages, you will read a number of ideas and actions that will help Madison achieve many of the things our community has tried to do for decades, with varying levels of success. This plan built on the strong community input given in the ENVISION Jefferson County process and was augmented with meetings among hundreds of residents in focused stakeholder meetings.

The plan that follows is not another plan to sit on a shelf. It is not to be read once and then discarded. It is not to be used only as a catalyst for grants and private investment (although it undoubtedly will be). This plan was created to chart a course for the future of our community over the next five, ten, and fifteen years.

It is my hope that this plan will be read, consulted, used, and updated as necessary over the coming months and years. I want this to be the beginning of a new era of Madison. There are a number of suggestions contained within; some will be easy, some will be hard. But in the end, I believe that if we implement this plan, our community will be more prosperous and successful than ever before.

Many traditional economic development opportunities are shifting, and quality of life is more important now than ever. Much has changed in our world and in our community since our last plan in 1999, and I believe that Madison is poised to take advantage of those shifts. The One Madison Comprehensive Plan will help us reach new heights as a community and I'm excited to be a small part of it.

The committee and team of RATIO, GS&P, and FPBH, Inc. are to be commended for their hard work on this plan. I also want to thank the members of the public who participated in the ENVISION meetings, the stakeholder meetings, and the public input sessions following the introduction of the draft. I believe that the community's desires are well represented in this document, and I look forward to seeing the ideas in this plan implemented for the benefit of residents for years to come.

Sincerely,

Mayor Damon Welch

Acknowledgements

Mayor Damon Welch

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NOTE:

The graphics in One Madison Comprehensive Plan, including illustrative plans, cross-sections, sketches, & photographs, are intended to portray design intent and not final architecture or site design.

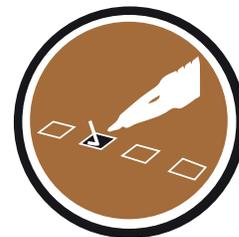
Introduction

1



Quick Win

Regularly convene ENVISION Subcommittee implementation teams. Ensure each team has a City Council or Redevelopment Commission liaison so decision makers and champions are in the room.



Why “ONE MADISON”

The citizenry of Madison desire an actionable plan designed to enhance quality of place and community cohesiveness through connectivity that is physical, social, and economic. The primary goal is to extend the standard of excellence in design found in the original downtown and extend it throughout the city. The plan encourages applying the standard of quality reflecting a “sense of place” in all aspects of development from streets, municipal buildings, parks, businesses, schools, and signs to unify the “hilltop” and “downtown” and put an outward face on the “**ONE MADISON**” lifestyle that residents and visitors enjoy.

Role of the Comprehensive Plan

Typically a comprehensive plan is an opportunity for citizens to tell their story, but the ONE MADISON Comprehensive Plan is a call to action.

The call to action evolved from the city and county’s year-long visioning effort and resulted in six overarching themes, described later, to effect change and bring Madison into a modern era of community planning. The comprehensive plan compiles the ENVISION Plan and several previous community planning efforts into one implementation-oriented document. The community has envisioned the future and decided now is the time to get to work!

The comprehensive plan educates and provides a framework that allows community leaders to make informed decisions about land, growth, development and the efficient use of financial resources for future success. The comprehensive plan is not a law or a zoning ordinance; instead it is a policy document that contains the vision and goals for the community and serves as the foundation for other land use regulations including zoning, subdivision control, stormwater, and historic preservation ordinances, as well as the 5-Year Capital Improvements Plan and Design Standards and Specifications. It is intended to be used by the Plan Commission, City Council, Redevelopment Commission, citizens, developers, and other community investors as they attempt to understand the vision of the community.

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers cities, towns and counties to adopt plans. Any plan adopted in Indiana must contain the following elements:

- A statement of objectives for the future development of the jurisdiction
- A statement of policy for the land use development of the jurisdiction
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities

In addition, the law provides for a number of optional elements, including parks and recreation, flood control, transit, natural resource protection, conservation, farmland protection, education and redevelopment of blighted areas.

Implementation of the goals, strategies, and specific projects included in this plan extends over a 10-year period but is dependent on budgetary considerations, staff availability, citizen involvement, and other conditions that may change. The decision to undertake any project at a particular time is a discretionary policy decision of City staff and leadership.

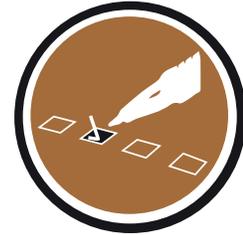
ONE MADISON will be the City’s first adopted comprehensive plan since 1999. An adopted plan is critical for state and federal grants and assistance and gives private investors confidence in the community.

How to Use This Plan

The City of Madison and semi-public organizations have produced several plans that include visions, goals and recommendations, but follow-through, measurement of performance, and identification of entities with primary responsibilities for implementation have been lacking or nonexistent. This plan has a similar structure but contains many fewer goals, distilled to the essence of what is needed for implementation. City leadership is committed to implementation and requested the plan identify “Quick Wins,” projects with readily available resources that are visible and can be accomplished in 6-12 months. Other initiatives are intended to be implemented in short, medium and long-range timeframes of 1-3, 3-5, and 5-10 years.

Goals and recommendations are topical and appear in each chapter (the format is illustrated below). In addition, the plan contains “Profiles” (topical features) throughout to educate and explain certain concepts, ideas, and best practices.

The Plan Commission and City Council should review the comprehensive plan annually, and consider an update every five to ten years in response to land use trends, changes in population, or major events that affect Madison’s future growth and development. This will ensure the plan and its individual elements remain relevant. Chapter 2: Governmental Excellence outlines optimal interrelationships among city staff to leverage and maximize city resources and investment in the community.



Quick Win

Goal:

A goal directly supports the collective efforts and ideals of the community reflected in the Vision Statement.

RECOMMENDATION

A recommendation contains tangible steps that can be taken by City officials, business leaders, community organizations, and residents to implement the goal.

Often a recommendation is supported by additional descriptive text.

1 | Introduction

RELEVANT PLANS AND DOCUMENTS

There are several plans prepared in the last 15 years that reference Madison and include recommendations for development and other enhancements. The ONE MADISON Comprehensive Plan, supercedes the 1999 Comprehensive Plan, but works in tandem with the other plans, studies, and documents below.

- ENVISION Jefferson County, Vision and Action Plan (2015)
- Hanover, Madison, and Jefferson County Indiana Comprehensive Plan (1999)
- Comprehensive Plan prepared by BSU (2012) not adopted
- Branding and Product Development Action Plan (2009)
- Downtown Destinations, Inc. Assessment Findings and Suggestions (2008)
- Madison Commercial Design Review Guidelines (2009)

Community Engagement Overview

The community engagement strategy developed for ONE MADISON was diverse and multi-faceted, relying on both traditional and web-based methods to actively engage as much of the public as possible.

Ongoing community engagement produced feedback that focused the planning process on those issues and projects that would be catalytic and create momentum that the city previously had trouble maintaining. Concurrent with the planning process was the formation of ENVISION Action Teams, which evolved from the process described below, and Madison's participation in rounds two and three of the America's Best Communities (ABC) program (Madison was eventually named one of eight finalists). The City worked to combine the efforts of the ABC, ENVISION, and consultant teams and create synergies around the public engagement. This information has been integrated into the goals and recommendations contained within this plan.

CITY-LED PRELIMINARY OUTREACH

Prior to the involvement of the consultant team, the City considered a Downtown Revitalization Plan and a Corridors Plan focusing on Main Street and Clifty Drive. The project eventually expanded into what was really needed, a new comprehensive plan, to be called ONE MADISON. The decision to prepare a comprehensive plan would serve to unite the other desired efforts.

STAFF / NON-PROFIT - CONSULTANT PARTNERSHIP

In the absence of a planning department and planning staff, a coalition of non-profit organizations and business and community leaders joined the Mayor's Office staff and the City in leading and funding the plan. Representatives from these organizations became the executive committee, were most familiar with the planning issues, helped establish the public input process and selected a steering committee. The partnership of the executive committee and the RATIO team continued throughout the process.



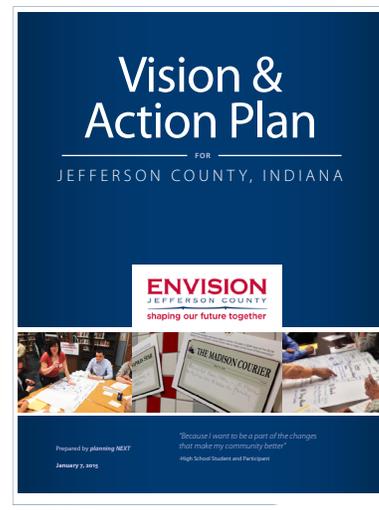


ENVISION COMMITTEE

Commencing in 2013 and completed 18 months later, ENVISION Jefferson County desired to create an effective and lasting agenda for the future for Jefferson County. ENVISION includes 30 actions organized into six initiative areas. Many of the actions, especially those directly related to Madison, are incorporated into ONE MADISON.

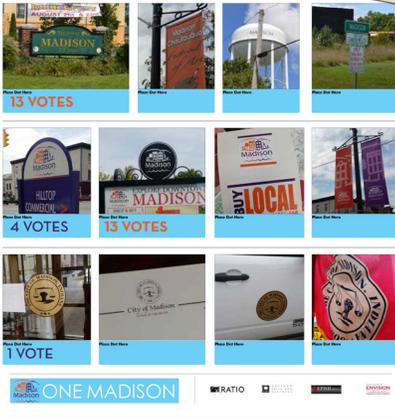
STEERING COMMITTEE

Early in the planning, the executive committee assembled a steering committee process composed of City residents, leaders of community organizations, representatives of Madison commissions, and members of the business community. Committee members were selected to represent a diversity of interests and backgrounds, and to bring energy to the behind-the-scenes work of crafting the plan. The charge of the steering committee was to assemble on a periodic basis to inform the RATIO team and City staff of significant issues,



BRANDING WHICH DO YOU LIKE

Branding Types



Results from a brand identity exercise at workshop.

concerns, and priorities of the community; to provide feedback on the products of the planning process; and to guide and refocus the efforts of the consultant team. The steering committee met six times over the course of the comprehensive planning process.

STAKEHOLDER INTERVIEWS

In the first few months, the consultant team met with more than a dozen stakeholder groups representing the following interests:

- City staff
- Clifty Falls State Parks, Heritage Trail Conservancy, Riverfront Development Committee
- Port Authority (railroad) and Airport board members
- Historic District Board of Review
- Elected and Appointed Officials
- ENVISION Implementation Teams
- Merchants (downtown and Hilltop)
- Madison Area Arts Alliance
- Hanover College
- Main Street, VisitMadison and Festival Representatives

Stakeholders had like interests and were encouraged to speak freely during the hour-long interviews. Summaries of these meetings were shared with the steering committee, but not with the general public.

COMMUNITY VISIONING WORKSHOP

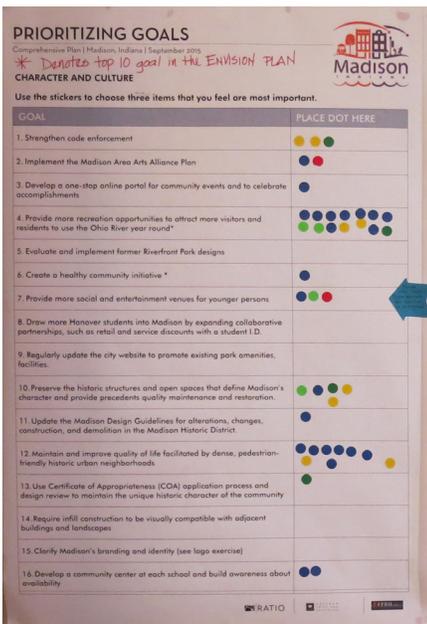
On September 24, 2015, the City of Madison hosted a community workshop to prioritize previous visioning efforts, identify additional issues, and help narrow down the nearly 200 goals and recommendations from past plans into actionable items. The informal, open house format allowed participants to move at their own pace and express their feelings to consultant or City staff.

The bulk of the workshop was reserved for the four “Planning Activities” described below. Goals of the workshop:

- Prioritize goals into a manageable number
- Settle on a community brand and commit to reinforcing it
- Select preference for architectural and corridor placemaking character, components, design and quality
- Receive feedback on potential for mixed-use development in suburban areas

PROMOTIONAL MATERIALS & BRANDING

Promotion and branding of the comprehensive plan effort, ONE MADISON, increases awareness and encourages citizen participation. Continually informing the community of the plan’s progress and significant milestones leads to support and buy-in. Promotional materials advertising workshops were prepared and distributed both physically and via social media.



Prioritizing goals exercise at workshop.

ONLINE PRESENCE

The City provided a link to the comprehensive plan on the City's website home page and Facebook page. Workshop and meeting notices, summaries, surveys, drafts and final documents were posted there. While not interactive, it provided an opportunity for convenient, 24/7 participation.

COMMUNITY SURVEYS

Besides surveys offered at meetings or workshops, a bicycle and pedestrian survey was accessible both online and in a traditional paper format for more than two weeks in March 2016. The survey was designed to establish community priorities regarding a number of significant non-motorized transportation issues. The paper survey responses were consolidated with the online responses, and the resulting data is summarized in Appendix F and incorporated into the recommendations in Chapter 5: Transportation and Mobility.

DRAFT REVIEW OPEN HOUSE

There was a public open house in June 2016, to review and provide comment on both the comprehensive and bicycle and pedestrian plans, and to speak with members of the consultant team and steering committee.

AMERICA'S BEST COMMUNITIES PROCESS

Running concurrent with the preparation of the comprehensive plan were Rounds 2 and 3 of America's Best Communities program. Madison entered the contest as one of 500 cities and towns, and during a competitive process to identify how the community could further enhance its charms, distinguished itself and became one of eight finalists. The City is hoping to leverage its \$100,000 Round 2 award into one of the top 3 million dollar prizes.

PLAN COMMISSION PUBLIC HEARING

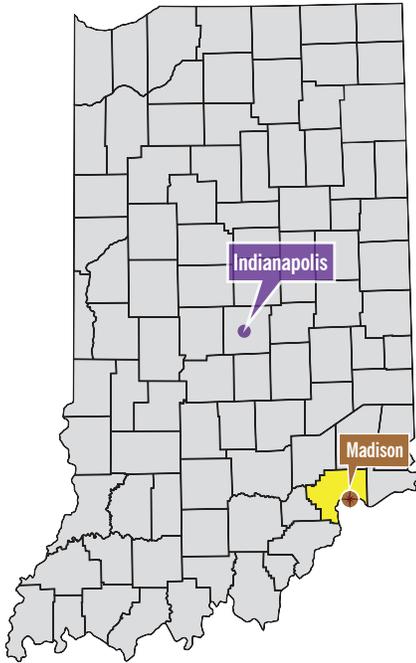
After a brief presentation and public hearing on September 8th, 2016, the Plan Commission referred the Comprehensive Plan to the City Council for adoption.

COUNCIL ADOPTION HEARING

After a 13 month process, the City Council adopted the Comprehensive Plan at the September 20th 2016 meeting.



Promotional materials encourage community engagement.



Community Profile & Demographics Overview

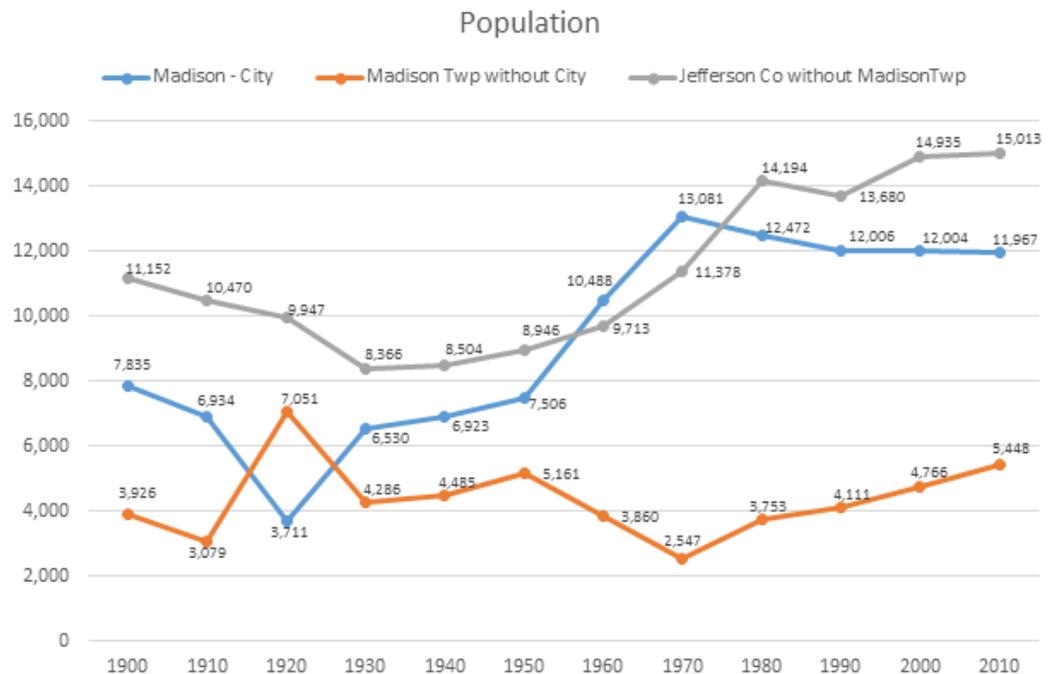
LOCATION

Madison is located in southern Indiana on the banks of the Ohio River. Four US and State highways link Madison to three major metropolitan areas: Louisville, Cincinnati, and Indianapolis. The Milton-Madison bridge provides a connection to Kentucky across the river - the only one for 25 miles. The City is in Jefferson County, which is also the home to Hanover College and Clifty Falls State Park.

DEMOGRAPHICS

Madison’s population quickly rose after its founding as a riverside port city but declined after the completion of the first transcontinental railroad in 1869. After a height of 10,709 residents in 1870, the city experienced an overall decline to approximately 3,700 residents until the 1950s, when highway travel surpassed rail use.

Since then, Madison has grown to surpass its 1870 population, with approximately 12,000 residents in 2010. The 2014 American Community Survey puts the population at 12,033. The largest growth spurt was not due to immigration but to the annexation of North Madison in the 1950s, which was reflected in the 1960 census. The graph below illustrates that the City’s population growth stagnated over the past 30-40 years. The most growth occurred in Madison Township.



A Century of Population Changes

Source: US Census Bureau

Racially, the City remains relatively homogeneous (93.5% white), not impacted by the rapid rise in the Hispanic population experienced by much of Indiana.

One notable statistic is that the median age has steadily risen to 44, several years above the state average of 37. This is not due solely to the loss of younger people, but partially to an older cohort of young retirees and Baby Boomers choosing to move and settle in Madison in first and second homes.

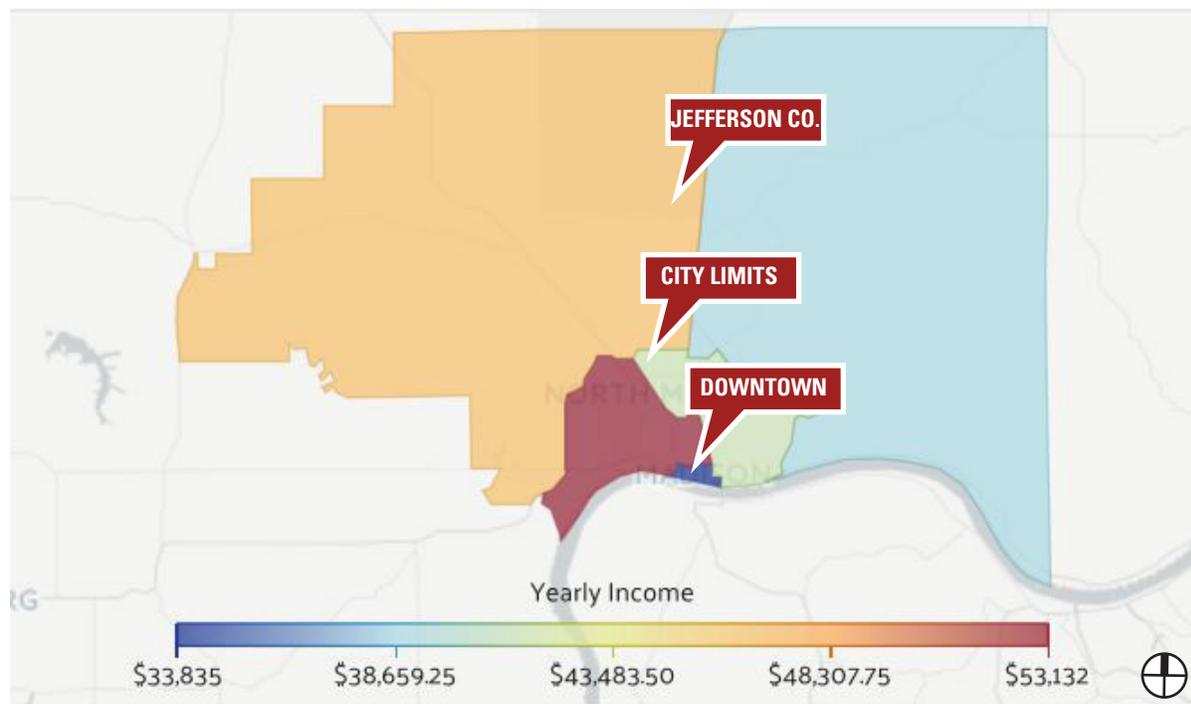
It is well known that Madison’s future success depends on highlighting its natural and historic amenities to attract and retain young skilled Millennials who are driving today’s knowledge economy and who will invest in the community, expanding job creation and economic growth. Today’s communities are competing for workers, not companies. Specifics on employment sectors and recommendations for economic development are detailed in Chapter 7: Economic Development.

Educational Attainment, 2013 - Adults over 25 years old

In Madison, approximately 23% of adults over 25 years of age have college degrees. This is slightly below the state of Indiana’s rate of 26%, and significantly below the national rate of 36%.

The Baby Boomer and Millennial Generations

Most successful and vibrant places are multigenerational. Two demographic cohorts possess many similarities and happen to be the two largest in the US: Baby Boomers, also known as young retirees, born 1945-1964, and Millennials, born 1978-2004. The Millennial generation is 21% larger than the Baby Boomers, which is why they have such a profound effect on the economy and have the ability to set trends. More than 60% have attended college, 74% use social networking sites for their source of news and communication, and they are less likely to buy a home. Like the Baby Boomers, they have a strong connection to family and community, are passionate, volunteer, and desire authenticity and transparency. They find work where they choose to live, much like the Boomers who have downsized and chosen Madison.



Income by Location
Source: US Census Bureau

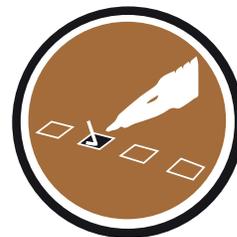
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Governmental Excellence 2



Quick Wins

Engage the services of a full-time professional urban planner with a specialty in one or more of the following: historic preservation, urban design, or economic development. This position could serve as staff to the Plan Commission, Redevelopment Commission, and Historic District Board of Review.



With the demands of today, cities have to reimagine themselves, acknowledge the issues, and grow and change.

See also pages 18 and 19 for a listing of the City of Madison's appointed Boards and Commissions.

Governmental Excellence

It is the responsibility of Madison's elected and appointed officials to be good stewards of the City's resources. Though the comprehensive plan is a primary tool of the Plan Commission, it also guides decisions of the City Council, Redevelopment Commission, Board of Public Works, and several City departments. The plan's success will be measured in part by the consistent application and practice of the goals and recommendations contained within. Implementation of the recommended actions and projects in the plan is a joint effort between the City and any number of partners including the ENVISION teams, the County, Chamber of Commerce, Madison Main Street, VisitMadison, local employers, institutions and members of the development community, but leadership remains the City's responsibility.

Upon comparison to municipal governments of similar size, certain deficiencies are noted that may hamper the forward progress of the visions and ideas of Madison's passionate citizenry. This chapter will lay out steps the City should take as soon as can be planned and funded, knowing that it may take several months to years to implement all. **Success depends on it!**

CAPACITY BUILDING

Capacity building is a concept that focuses on understanding the obstacles that inhibit organizations from realizing their development goals while enhancing the abilities that will allow them to achieve measurable and sustainable results. It refers to strengthening the skills, competencies and abilities of people and communities and infusing the ability to reassess, reexamine and change according to what is most needed and what will be the most effective.

Basically, to be successful the community must have the right tools for the job. In some instances those tools are human capital and in other cases, they are funding or documents that set forth requirements that must be followed. Education and ongoing training for all staff, elected and appointed officials is one of many suggestions that follow. Funds should be apportioned to allow professional staff to rotate and participate in more regional and national conferences within their fields.

HUMAN CAPITAL

Madison's mayor is the executive and the Common (City) Council is the City's legislative body. Per state statute, the Council establishes City departments such as public works, parks and recreation, planning and community development and human resources. Not all cities have the same structure but there are some commonalities. The organizational chart in the next section illustrates the City's current structure and recommends changes to increase effectiveness. The City Council also appoints members to boards and commissions that are integral to the successful function of a community. In seeking recruits ask each member why they want to serve, if they have expertise related to the position and where they live (representation of the whole city is important). Diversity in age, gender, ethnicity, income, and profession can only make Madison better.

CITY MANAGEMENT

Madison is a sophisticated small City that continues to attract informed citizens looking for a high quality of life. It is also a city more than 200 years old within 90 minutes of three major metropolitan areas and numerous small cities that are competing for the same populations, employers and lifestyle. Implementation of projects identified as targeted catalysts at the end of this plan require a level of expertise at many levels of City government.

As Madison looks to its future, it may be wise to consider an optional form of government for third-tier cities that includes a mayor who is elected from the council and a professional City manager who is responsible for day-to-day operations of all departments. Any new hire in management should have experience in City management, possess a degree in public administration, or have plans to obtain similar credential. Organizations such as the Indiana Association of Cities and Towns (IACT) and Indiana Municipal Management Association (IMMA) offer training.

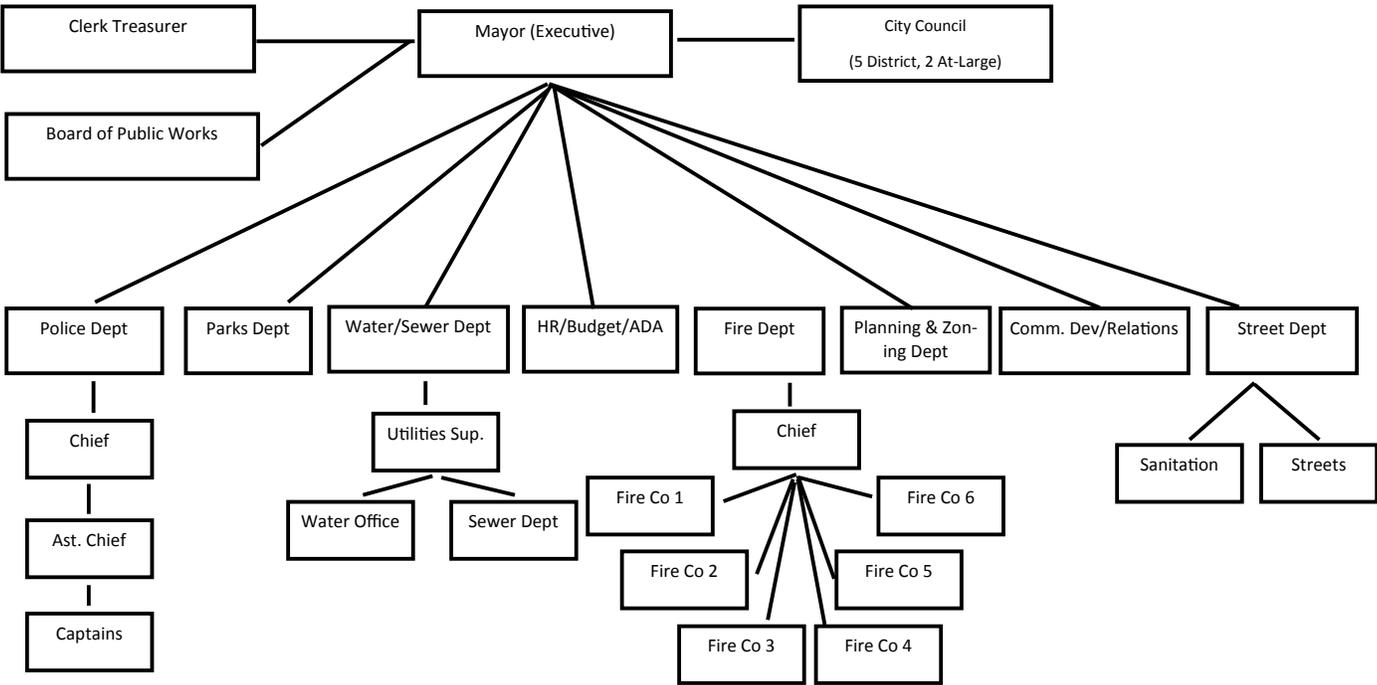
Leadership Options

IC 36-4-12-5 states that a third-tier city may hire a city manager giving special deference to actual experience in or knowledge of accepted practices in the field of municipal management.

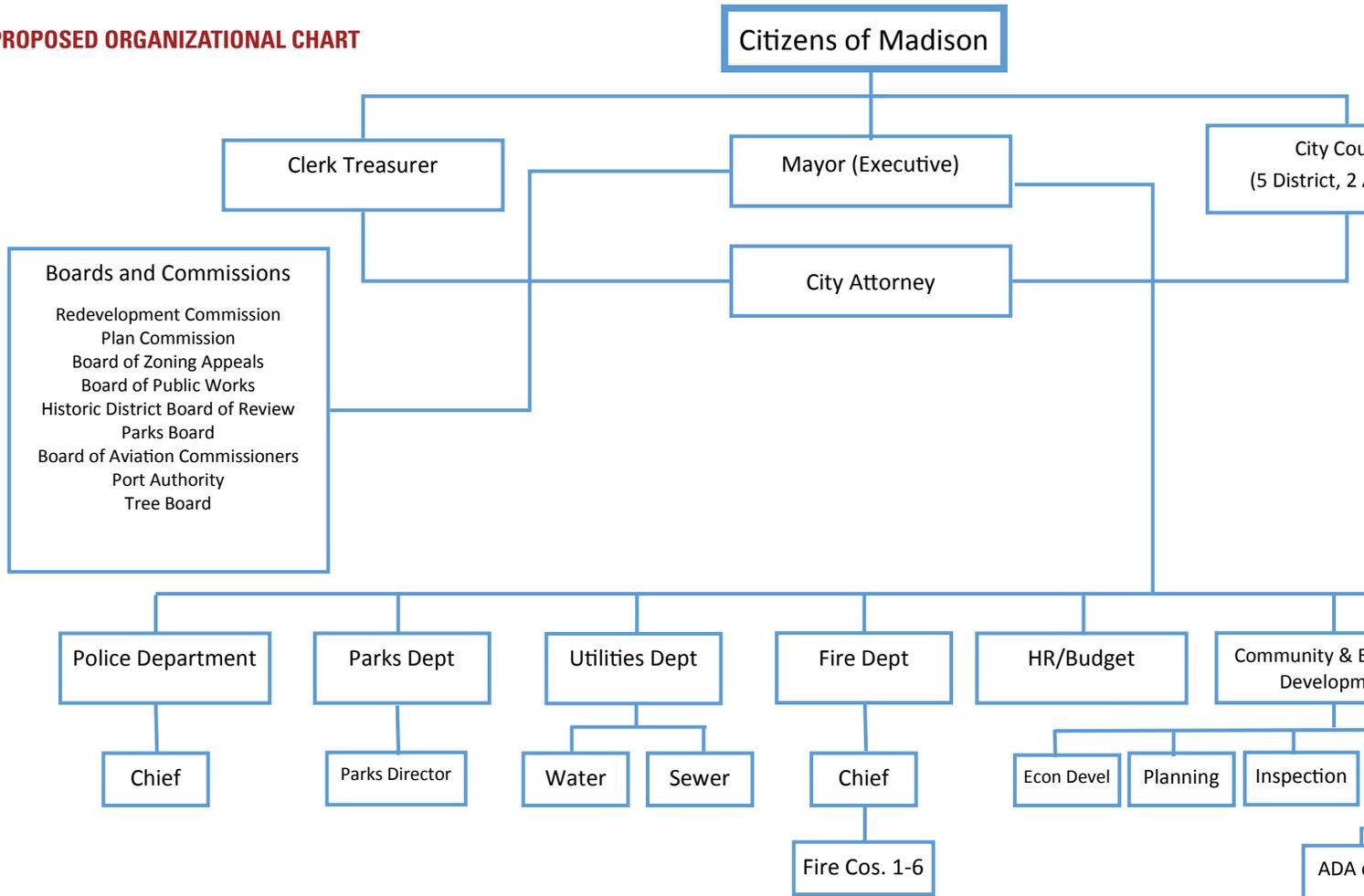
EXISTING & PROPOSED ORGANIZATIONAL CHARTS

The chart below describes Madison’s current staff organization. The chart on the next page recommends changes in structure that will optimize resources and increase effectiveness. Public Works, Community Development, and Utilities are proposed umbrella departments to organize existing divisions. Proposed positions do not necessarily need to be full-time City employees, but may be part-time or filled by a consultant on a retainer contract in a consistent, staff-like role.

EXISTING CITY ORGANIZATIONAL STRUCTURE



PROPOSED ORGANIZATIONAL CHART



BOARDS AND COMMISSIONS

The Mayor, Council and select boards and commissions (see organization chart above) must resist operating in silos and work as an integral unit in order to set the course for redevelopment, engage developers in conversation, and guide investment.

Plan Commission

The Council appoints members to the Plan Commission, the body responsible for making land use recommendations and decisions. Because Madison exercises extraterritorial jurisdiction for planning in Jefferson County, the County Commissioners also appoint members to represent those constituents. The Commission should have representation from the City Council, County Commissioners, County Surveyor, City Engineer, Parks Board and citizen members with knowledge and experience in community affairs and awareness of the social and economic issues and goals for the community. Duties of Plan Commission members include visiting sites involved in cases before meetings, and weighing in on annexations, economic revitalization, utility and roadway extensions and connections, locations for new public facilities, and environmental protection. The Plan Commission may appoint committees such as a Technical Advisory Committee to review and provide advice on development proposals and subdivision plans.

ouncil
At-Large)

Redevelopment Commission

The Redevelopment Commission (IC 36-7-14-3) has the ability to address conditions associated with the deterioration and under-utilization of land and/or barriers to development that are not likely to be improved through the ordinary operations of private enterprise. The Commission has the authority to buy, hold and transfer land, and induce development with tax incentives and other finance tools like TIF. Chapter 8: Targeted Redevelopment addresses many projects that could be supported by action by the Redevelopment Commission. The comprehensive plan should be used by the Redevelopment Commission in identifying projects, working with developers and allocating resources.

Historic District Board of Review

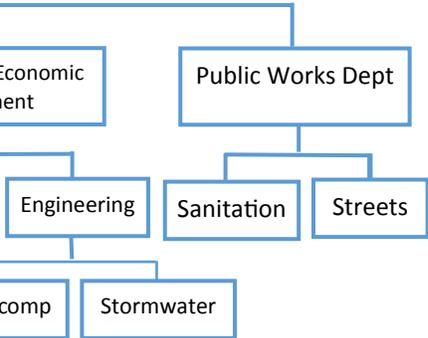
The Historic District Board of Review, established by the city’s municipal Historic Preservation Ordinance of 1982, serves as Madison’s historic preservation commission. The Board reviews applications for a Certificate of Appropriateness (COA) and should be advised by a planner with experience in preservation. The preservation planner works with the property owner to ensure that all applications are complete, advises the Board on a proposed project’s compliance with Historic

District Guidelines, and provides a recommendation for the Board’s review. The Board’s review process helps to protect private investment in the National Historic Landmark District, maintaining Madison’s heritage of design excellence. As a result, Madison’s property values are more stable than comparable communities that lack design review protections.

Parks Board

The five-member Parks Board is tasked with overseeing the operations of the Parks Department. The Board uses a 5-Year Parks Master Plan as they work closely with the Parks Director to provide essential services, facilities and programs. The current plan is valid through 2016. Currently, there are at least three grass-roots park improvement/development efforts in the City. The Parks Board should take leadership in partnering with these organizations to ensure their goals meet the community’s needs and are prioritized in the soon-to-be-prepared Parks Master Plan.

Other boards and commissions appointed by the Mayor and City council are listed in the chart above.



Peer cities in Indiana with a full-time Community Development Department or Planning staff:

- City of Crawfordsville
- City of Frankfort
- City of Shelbyville
- City of Lebanon
- City of Greenfield
- City of Hobart

What is an AICP Urban Planner and why is it important?

Certification from the American Institute of Certified Planners is the only nationwide, independent verification of planners' qualifications.

AICP-certified planners have verified their academic and professional achievements and passed a rigorous, comprehensive examination of their abilities. They pledge to uphold high standards of practice, ethics, and professional conduct, and to keep their skills sharp and up-to-date by continuously pursuing advanced professional education.

PLANNING AND COMMUNITY DEVELOPMENT

A Department of Planning and Community Development would include Urban Planning, Code Enforcement, Engineering, and Building Inspection. The Director of Development (which could be the planner) becomes a point person to ensure continuity of quality development. Currently, many share this role, including the Director of Community Relations and the Building Inspector.

Urban Planner

This comprehensive plan focuses primarily on redevelopment within City boundaries, as opposed to greenfield development. An urban planner is a key position to facilitate implementation. Most cities the size of Madison have at least one professional planner on staff with substantial knowledge of planning theory and methods, trends and best practices. For a city with its complexities and amount work to be done, a mid-level professional planner should have a minimum of five years experience and an AICP certification from the American Institute of Certified Planners, or be in the process of obtaining it. While the existing planning staff would continue with current work (answering zoning questions, processing permits), the planner could focus on long-range planning, overseeing updates of the zoning and subdivision control ordinances, project implementation and both inter- and intra-governmental coordination. Other tasks would include code enforcement, floodplain management, design guidelines and grant writing.

Also, an urban planner serves as staff planner to the Plan Commission and Board of Zoning Appeals, prepares staff reports for all petitions to determine consistency with the City's comprehensive plan, ordinances, and guidelines, and makes recommendations to the boards and commissions. In addition, an urban planner often acts as the conduit to ensure consistency between decisions made by elected officials, as projects touch multiple boards and commissions. An urban planner is also trained to deal with developers and the public on various projects. Another aspect of the job is to be a liaison and maintain communication between Jefferson County and regional planning agencies like the Southeast Indiana Regional Planning Commission (SIRPC).

Despite the goals and standards contained in the comprehensive plan and zoning ordinances, the vision will not be realized if regulations are not enforced. Limited staff and resources can result in responding only to complaint-driven violations. However, with a goal to enhance Madison's quality of life and maintain design excellence, an urban planner should proactively pursue infractions.

Historic Preservation Planner

Because Madison's historic architecture and sense of place are the community's most important economic drivers, a professional planner with experience in historic preservation is an essential part of the City's staff. In 2015, the City created a half-time preservation planner position dedicated to historic preservation project review. An alternative is that a full-time urban planner with preservation, urban design and architecture experience (or the willingness to achieve certification and training in preservation) could assume these duties. A preservation planner serves a crucial role in the design review process, providing

expertise and advice to property owners and recommendations to the Historic District Board of Review.

A preservation planner guides property owners through the design review process, offering expertise on appropriate treatments and understanding of various incentives that may be available, such as rehabilitation tax credits or Madison's Preservation & Community Enhancement (P.A.C.E.) program. The preservation planner reviews applications against the Historic Preservation Ordinance and Design Review Guidelines, ensures that the applications are complete and provides a recommendation to the Historic District Board of Review.

Staff recommendations are essential for an efficient and effective process, ensuring that the Board has a recommendation from a trained professional who understands the local requirements, the owner's circumstances, the building's condition, and best practices. This helps to streamline the process, avoiding excessive time and debate at the Board meeting and delays resulting from incomplete applications. Failure to provide qualified staff and formal staff recommendations can result in property owner confusion, incomplete applications, inappropriate proposals, and delayed reviews in a frustrating, inconsistent, and ineffective process that fails to meet the City's obligations to its citizens.

Madison's Design Review Guidelines, should be updated with illustrations and provide flexibility similar to the guidelines in Appendix B.

Building Inspector

Building inspectors are trained to see that certain standards of safety and structural quality are met in structures, including standards such as site engineering, structure (foundations, roofs), fire safety, electrical and plumbing. Prior to obtaining a building permit, the city planner will review the site and project for compliance with development and design standards. Final coordination should occur before an occupancy permit is released. Decades ago in many small Indiana towns, a building inspector took on some planning duties, but the professions are distinct with very little overlap of skills. Today, it is important for building inspectors to be trained in electrical code, plumbing, HVAC and general building construction techniques. Online certificate courses or consulting with an engineering firm that provides building inspection services is the best way for a building inspector to serve the community.

Code Enforcement

The role of a code enforcer is to interpret, enforce, and issue administrative legal processes of relevant City ordinances. Enforcers review complaints regarding minimum housing, zoning, public nuisances and environmental code violations and verify compliance with orders. Other duties include overseeing abatement, researching property demographics and ownership, communicating with businesses and community groups, providing information to citizens regarding city codes and ordinances, and issuing civil penalties. Often times in a small community, the planner will perform these services. For Madison, the most important need is having good ordinances that reflect the City's visions to enforce.

INTERGOVERNMENTAL COORDINATION

No matter the relationship, intergovernmental coordination is critical. Lack of communication can hurt the forward progress of development. The comprehensive plan informs the County of planned projects and builds a partnership to help support a more prosperous future for both Madison and Jefferson County. Madison is the most populous and prosperous municipality in Jefferson County and exercises control over a significantly sized extraterritorial jurisdiction. The agreement between the County and the City over matters including planning, zoning, code enforcement and economic development needs to be abundantly clear and resourced appropriately. This can be facilitated by a regularly scheduled, publicly noticed monthly or bi-monthly meeting of the Mayor and County Commissioners to discuss large-scale projects relevant to each entity.

INDOT is responsible for state and federal highways that traverse Madison, so it is important to maintain contact with and make the City's vision known to INDOT's Seymour District. It has never been more important to be a part of the mix than now, with Project 421, the 1/2 mile bridge approach and the 2018 transfer of SR 56 (Main Street) from INDOT to the City.

Similarly, creeks and streams that run through Madison are under the direction of the City's MS4 Stormwater program, though any activities performed in the streams or creeks are regulated by state agencies. Outside city limits, the creeks and streams are overseen by the Jefferson County Soil & Water Conservation District (SWCD).

Ongoing communication with the SIRPC can assist with housing programs and needs for different demographic groups.

TOOLS FOR THE JOB

After skilled staff and leadership are on board, they must be provided with the right tools. Those tools can include ongoing training and continuing education on the best practices in each profession (IACT for mayors, managers and clerks; the Purdue Road School for streets and utility staff) or up-to-date regulatory documents (ordinances) that more directly affect the built environment.

Comprehensive Plan

The Jefferson County ENVISION Action Plan advises that other community planning efforts be updated to align with its goals and be used to make decisions regarding development, redevelopment, capital improvements, economic incentives, and other matters affecting the community. The ONE MADISON Comprehensive Plan will satisfy that mandate and will include guidelines and policies for land use, mobility and redevelopment.

Zoning & Subdivision Control Ordinances

While this comprehensive plan contains great ideas, there is no regulatory component. It does not provide standards at a parcel level, nor does it contain standards for site layout or design. The regulation and use of land has changed dramatically in the 30 years since Madison prepared its current zoning and subdivision control ordinances, including the advent of Unified Development Ordinances (UDO). A UDO combines the two ordinances into one document, which makes for a more user-friendly experience and reduces redundancy. Some jurisdictions may also include their historic

Zoning Ordinance

The single most important document needed for Madison is an updated Zoning and Subdivision Control Ordinance. A modern ordinance would address not only zoning districts and permitted or prohibited land uses, but also form, character and design of place. An example of this graphic format is pictured on page 27.

preservation ordinance and stormwater ordinances. Ordinances are living documents and require amendments from time to time, but as with many plans, a full overhaul should be considered only every 10-15 years.

Historic Preservation Ordinance & Design Guidelines

In order to protect the community’s valuable economic and cultural assets, the City of Madison enacted its first municipal Historic District Ordinance in 1965. The current ordinance, adopted in 1982, updated the first and established a Historic District Board of Review to implement the historic preservation program, review applications for Certificates of Appropriateness (COA) against the ordinance, and guide future policies, planning, and programs.

Design Review Guidelines for residential and commercial properties within the district were adopted in 2009 to provide a user-friendly tool for property owners and the Historic District Board of Review. These Guidelines are responsible for safeguarding Madison’s heritage, stabilizing and improving property values, strengthening the local economy, fostering civic beauty and improvements, promoting responsible stewardship of taxpayers’ investment in infrastructure, and improving quality of life for Madison’s citizens. Still, some deficiencies exist in Madison’s Design Review Guidelines, including lack of clarity on the treatment of non-contributing structures in the district and confusion regarding when materials are “recommended” but not “required.” In addition, there are no provisions for enforcement. A thorough review of the guidelines to clarify the language is recommended.

Also, the current Guidelines could more effectively communicate design standards, simplifying the process for property owners and design reviewers. More illustrations could assist with interpretation for quantifiable items like setbacks and eliminate confusion, misunderstandings, and uneven enforcement.

Updates to the existing guidelines should include graphics that create a user-friendly document for the benefit of all parties. A planner with preservation experience should provide an addendum to the Design Review Guidelines every three to five years, incorporating best practices adopted by historic preservation commissions in other cities like Bloomington, Indianapolis, Louisville, Covington, and Newport. This can provide clarification on particular items and should inform future review, ensuring that the Guidelines remain consistent with current best practices in historic preservation.

Stormwater Ordinance

The City’s stormwater ordinance should be updated to go beyond the minimum requirements, and encourage Best Management Practices (BMPs) and alternative or innovative treatments to reducing stormwater runoff.

Capital Improvement Plan

A Five-Year Capital Improvement Plan (CIP) identifies capital projects and equipment purchases, provides a planning schedule, and identifies options for financing the



Left: Windows should fill the entire opening. Right: Inappropriate infill with siding and down-sized window units.



Windows help define the character of a building. Historic windows should be repaired and retained wherever possible. The addition of storm windows will dramatically increase the efficiency of single-glazed windows.

Downsizing windows—ininstalling a smaller window and filling in part of the opening around it—dramatically decreases the energy efficiency of the window opening by providing many opportunities for air infiltration and mars the exterior appearance of the building. Replacement windows should always fill the entire opening and should match the style of the original windows. For additional information refer to Preservation Brief 9: The Repair of Historic Wooden Windows from the National Park Service

www.nps.gov/history/tps/briefs/presb9.htm

Masonry

The majority of the buildings in Downtown Lawrenceville are of brick masonry construction. Some buildings feature stone accents, and several feature a historic stucco finish in imitation of stone. Historic masonry can be very durable if properly maintained. Improper maintenance can permanently damage the masonry and may lead to deterioration.

Brick should never be sandblasted. When brick is

Historic District Guidelines with additional quality graphics facilitate decision making. See Appendix B.

projects. The CIP is the link between a department's needs, the comprehensive plan, and the City's annual budget. It should be updated annually as part of the City's budget review process, which prioritizes projects over the next fiscal year and attaches dollar figures to each. Hopefully, the City can leverage the resources to catalyze revitalization.

Applications and Procedures

New plans, ordinances, requirements for submission, and review procedures require that planning and zoning-related applications be updated and published online in addition to being available at City Hall.

DECISION MAKING

With each development proposal, the Plan Commission and City Council should reference all the relevant plans and ordinances listed above and also ask:

- Does the proposal further the community's goals and vision?
- Is the area serviced by municipal water and sanitary sewer?
- Is the area contiguous to existing or approved development? Water and sewer service extensions will be contingent upon voluntary annexation.
- Has a fiscal or traffic impact plan been prepared to identify impacts to the City?
- If within or adjacent to an area designated as trail or open space, has land been set aside for public access?

Goals and Recommendations

Goal 1: Get the Job Done

Education, experience, and expertise are the keys to implementation.

RECOMMENDATION 1

Engage the right people on staff, boards and committees.

Include funds for key new positions to facilitate implementation of goals and actions in the City's plans. Align position descriptions of experience and education with industry standards for each job category.

RECOMMENDATION 2

Consider a specialist in public administration.

As retirement and attrition occur, consider creating a City manager position with experience in small City public administration. For now, City leadership should regularly attend training sessions offered by organizations such as the Indiana

Association of Cities and Towns (IACT) and Indiana Municipal Management Association (IMMA).

RECOMMENDATION 3

Create a staff position for an urban planner.

Hire a full-time, mid-level urban planner with a skill set, education and experience that includes historic preservation, urban design and code enforcement. The planner will possess essential qualifications to participate in review of development applications and proposals for consistency with adopted plans and ordinances, draft staff reports with recommendations to the boards and commissions, and act as a liaison or maintain communication between Jefferson County and regional planning agencies such as SIRPC.

RECOMMENDATION 4

Meet regularly with the Jefferson County Economic Development Specialist.

Continue to work with the JCEDC economic development specialist to keep the City's priorities out front in site selection circles. Work with staff to enhance the internet presence and marketing materials to aggressively pursue redevelopment of underutilized properties in strategic areas. Identify potential incentives to recruit and attract potential developers.

RECOMMENDATION 4

Strengthen code enforcement.

The workload in Madison likely does not support full time code enforcement but the tasks could be added to the job description of an urban planner or building inspector with proper training provided. This action will improve blighted areas as well as address vacant and dilapidated structures. Enforcement should go hand in hand with education and communication efforts.

RECOMMENDATION 5

Increase expertise on boards and commissions.

First create excitement by advertising on the website and with the many organizations for citizen board and commission members. Annually provide funds for training for at least one member of each board and commission; there are many affordable training opportunities for citizen leaders. This will enhance the board's effectiveness and understanding of the issues.

When appointing members, ensure that at least one member possesses knowledge related to the mission through training or education. For example, select an architect or developer for the HDRB or Plan Commission, a landscape architect or designer for the Parks or Tree Board, a banker or developer for the Redevelopment Commission.

“As a newcomer I have found it difficult to become involved in civic activities. I don’t see much recruitment for new people. Madison has a highly qualified, diverse early retiree newcomer population. I do not see too many on boards, committees, why not?”

— Comment from open house attendee

Goal 2: Governmental Coordination

Establish regular inter- and intra-governmental communication.

RECOMMENDATION 1

Consolidate redundant services offered by both City and County to increase efficiencies.

Review the delivery of public services, including road improvements, trash and recycling, public safety, code enforcement and business recruiting, to potentially eliminate duplication or overlap of services.

RECOMMENDATION 2

Increase intergovernmental cooperation and coordination.

Conduct a regularly scheduled, publicly noticed monthly or bi-monthly meeting of the Mayor and County Commissioners to discuss large-scale projects relevant to all Jefferson County citizens. To maintain open channels of communication, the Mayor should update the Council as to the status of plan recommendations and projects in a State of the City address. Many jurisdictions hold an annual retreat that includes department heads to discuss priorities and progress.

RECOMMENDATION 3

Reorganize departments.

Create a community planning and development department that includes urban planning, code enforcement, engineering, and building inspection. Reorganize utilities (water and sewer) and streets under a newly created public works department led by a director. Engineering services are sometimes housed within this department or under planning and community development.

RECOMMENDATION 4

Consult all plans when making decisions.

City decision makers should consider the recommendations of all long and short range plans prepared on the City's behalf; not just by the City but for partner non-profit agencies such as the Main Street Program, VisitMadison, the Heritage Trail Conservancy, the Riverfront Development Commission, and others. The comprehensive plan reflects the goals and recommendations of many of these plans. All plans should be posted on the City's website.

Goal 3: The Right Tools for the Job

Tools needed for change do not stop with the comprehensive plan

RECOMMENDATION 1

Prepare a new Zoning and Subdivision Control Ordinance concurrently.

Update the existing zoning, subdivision control, and preservation ordinances to ensure that the goals and recommendations of this plan are realized in the built environment. Much like the comprehensive plan, this should be done as part of a public process where community input through stakeholder meetings, a steering committee, and public open houses to ensure transparency and community buy-in.



Zoning Ordinance with graphics increases user-friendliness.

RECOMMENDATION 2

Develop a Capital Improvement Plan.

Prepare a five-year Capital Improvement Plan and update it annually. Use it to guide the preparation of the City budget, prioritize projects and allocate resources. This is the only way long-term, large budget, multi-phase projects can proceed successfully.

RECOMMENDATION 3

Establish a technical review committee.

Create a technical review committee (state statute permits a plan commission to do this) composed of members (city engineer, public works, planning, preservation, building, fire, county representative and other agencies) that can meet monthly or as needed to perform a comprehensive review of development projects and impacts to the community. The group will then provide comments to applicants prior to recommendations being made to the plan commission.

RECOMMENDATION 4

Assist with ongoing education and training.

Provide education and ongoing training for all staff and elected and appointed officials. Apportion City funds to support staff and citizen board members to participate in training in their area of interest.

AN EXAMPLE OF A COMMUNITY USING A COMPREHENSIVE PLAN TO INFORM DECISIONS



By [Anna Johnson](#)

Print Page

February 11, 2016 5:26PM

Not collecting dust: Destination Burlington plan front and center at council retreat

All too often communities complete a comprehensive plan to just let it sit on the shelf. Burlington is determined not to be one of those municipalities.

Along with city staff, the City Council met for a four-hour retreat Thursday to review its Destination Burlington Plan — a comprehensive land-use plan approved last fall — and determine the key steps for implementation in the coming fiscal year.

“It’s certainly an incredible amount of work, but it’s exciting, I think, because there seems to be some renewed energy and some new eyes looking at what we need in Burlington,” council member Kathy Hykes said. “... It makes for some really good things to happen.”

The sentiment was echoed by many of the council members and staff who were excited that the 260-plus-page plan was being reviewed for implementation so soon after it was adopted.

“It’s wonderful that we are paying attention to our comprehensive plan while it is hot off the press,” council member Jim Butler said. “I think that’s important. And I think it’s important that we tied in the other plans to it like the Recreation and Parks Plan and some of the other things we are doing. So I am real excited that the framework of that has motion this quick.”

The four-hour session at the Kernodle Senior Center focused on four broad areas: economic development, community development, housing and facility needs, with a total of 15 topics under those four areas. Toward the end of the meeting, the council reviewed so-called “quick wins” from the comprehensive plan.

“The council should be applauded for not letting it collect dust on the shelf,” City Manager Hardin Watkins said. “There are a lot of studies sitting on people’s shelves that they never really dug into and made them real. To come out of the gates so fast with a September adoption, and to say we want to get some of those low-hanging fruit, to find those things and identify them, it’s really impressive.”



WHILE BOUNCING from topic to topic, a few trends emerged, including economic development, affordable housing and quality of life for residents.

For Butler, economic development is the pre-eminent topic and seeps into many of the other topics discussed during the meeting. Economic development was a key issue in the morning, when the council asked for an update on where the city stood with hiring someone focused entirely on economic development, and on the possibility of creating an economic development steering committee, among other items.

Retreat participants also reviewed a target industry report, completed by UNC-Greensboro students, and reviewed how the comprehensive plan encouraged further economic development.

“I think the retreat was very beneficial,” council member Bob Ward said. “I am excited about moving forward. ... I am very interested in that and seeing the city move forward with those particular (economic development) recommendations.”

WITH REGARD TO affordable housing, the council asked for the planning and legal departments to review what the city could do to help blighted areas, and to research what other municipalities are doing.

“We can’t really solve the whole problem of people not making a high-enough wage to be able to afford an available apartment,” Hykes said. “Or at least not in a year. And all of the parts work together. What I want is a good quality of life for all of the people in Burlington, and each portion of what we talked about today fits into that economic development, particularly.”

Reviewing pedestrian plans and creating greenway and bicycle plans were discussed along with creating a master plan for North Park and possibly adding an indoor recreation facility on the western part of town.

All these items tie into the quality of life for residents.

“We covered a lot of material in four hours,” Mayor Ian Baltutis said. “I think we drew some very good connections between the many items on our agenda. One of our concerns going in was really prioritizing. As (Watkins) mentioned, there are 130 points within the plan that we need to approach. We picked out 15 of them for this, but a lot of them seemed to align with one another.

“So I think we have developed a very good road map for the coming year.”

<http://www.thetimesnews.com/article/20160211/NEWS/160219774>

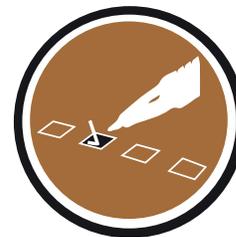
Print Page

Quality of Life | 3



Quick Wins

Work with Jefferson County officials and the Heritage Trail Conservancy to reopen Hatcher Hill as the first part of the Madison Connector, a trail with the potential to link the Riverfront and the Heritage Trail with north Madison and Clifty Falls State Park. Continue community trail events to increase awareness.





Street life on Main Street



Broadway fountain

What is Quality of Life?

Quality of life promotes a cohesive, connected society where people know their neighbors, support local businesses, and take pride in their community. A livable community promotes civic engagement and opportunities for all to achieve success and to make safe, sustainable choices for housing, transportation, education, cultural enrichment, economic prosperity, and recreation. These are the factors that contribute to make Madison a choice community for existing residents and the Millennials, retiring Boomers, youth, and skilled workforce the city needs to attract.

Character and Identity

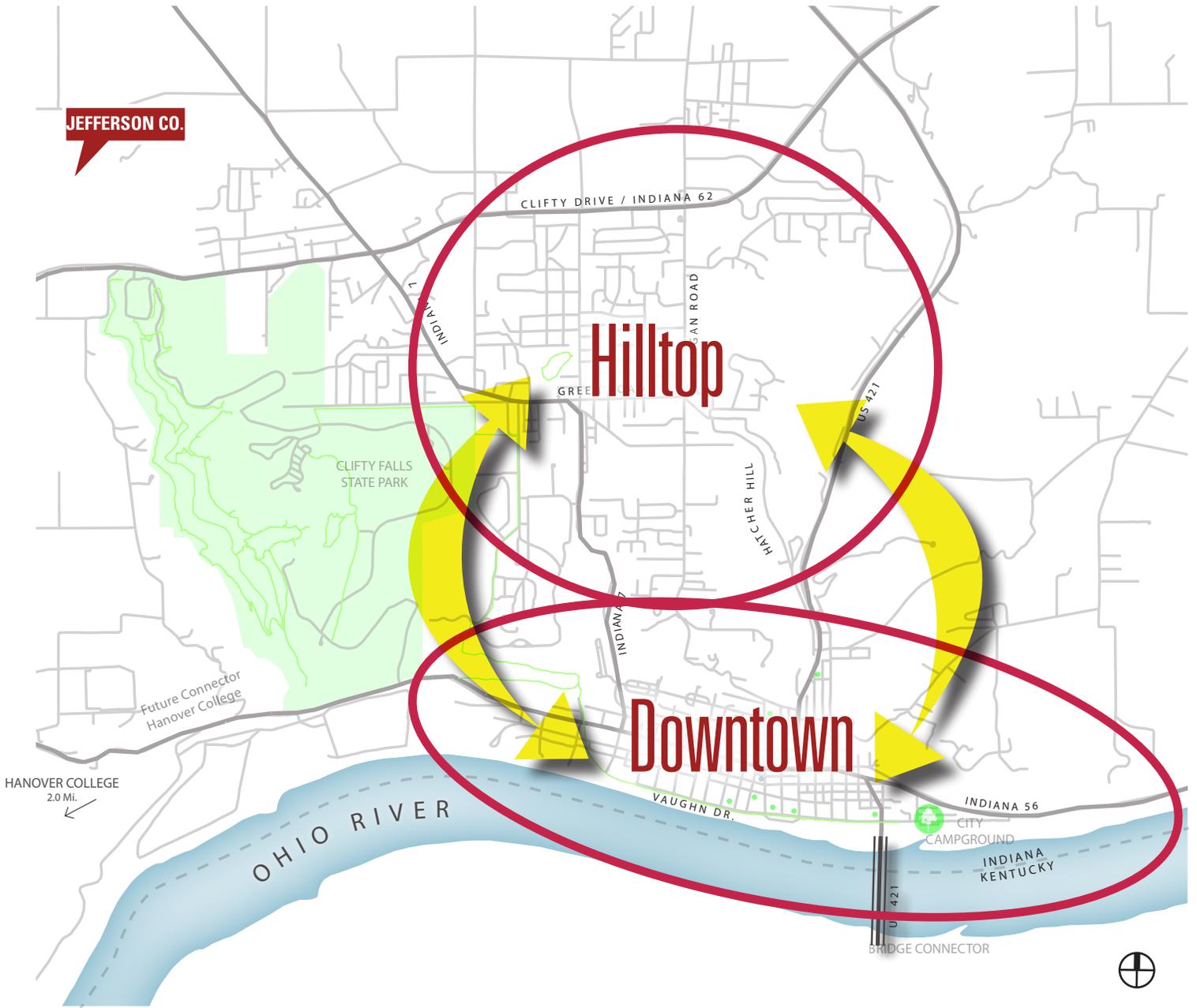
The first settlers established a grid of streets along the banks of the Ohio River in 1809, which allowed goods to be transported in and out of the City by riverboat. Madison's prosperity as a river port led to the completion of Indiana's first railroad, which connected Madison to Indianapolis despite many geographic challenges.

The railroad also connected North Madison (Hilltop) and Madison (downtown, adjacent to the river). In the 1970s, a super cell tornado outbreak destroyed much of North Madison's historic core. The city atop the hill rebuilt according to development patterns prevalent at that time: a typical suburban pattern, characterized by lower density residential, automobile dependence, and separated uses. The portion of the city near the river maintained an urban grid with residences and local businesses in a pedestrian-friendly environment.

Madison also has the good fortune to have both the physical urban beauty of its downtown and the natural wonders of the Ohio River, Clifty Falls State Park, and the river bluff. Residents and visitors from around the world flock to the riverfront, Main Street, and Cultural Arts District for the 100+ festivals and events that occur annually. The five largest festivals Ribberfest, Chautauqua, River Roots, Soup Stew Chili & Brew, and the Regatta, and draw visitors from around the world.

Design Excellence

Madison's National Historic Landmark District, comprising the entire area below the hill, is nationally recognized for its design excellence. The historic buildings in this area reflect the skilled design and craftsmanship of buildings built between the 1810s and the 1930s and form a dense, walkable, human-scaled urban environment. These historic buildings form the community's most significant economic asset. The update of Madison's 1982 Historic Preservation Ordinance, supplemented by Design Review Guidelines in 2009, has helped to preserve these vital resources, fostering economic growth and improved quality of life for Madison's citizens. The unique sense of place of the Madison National Historic Landmark District serves as the community's key economic driver and sets Madison apart from all other communities in the region. Careful stewardship of this legacy of design excellence is critical for maintaining and growing Madison's economy.



MADISON'S TWO PARTS

3 | Quality of Life



Limestone is an indigenous material used throughout Madison and suggested for incorporation into city design elements.

North Madison was a separate town along the railroad, dating from the 19th Century. Nearly destroyed by a tornado in 1974, it was rebuilt reflecting a Post-War suburban pattern. Few development or design standards were present during this period, and the legacy of design quality and excellence found in the historic district did not carry through into the new community that became part of the city of Madison.

Current development ordinances have not been updated for more than 30 years, and the city has not had adequate staff for enforcement or application of modern planning trends and practices. In many prior plans, Madison's citizens expressed the desire to enhance the design standards for structures, streets, signage, and landscapes throughout the community to match the level of excellence found in the Historic District. Madison can enhance quality of life and desirability to future residents by following through with the implementation steps pertaining to strengthening the quality of the built environment in Madison. This investment now will position Madison to grow and thrive in the future.

Gateways & Wayfinding

Few physical features have as great an impact on the perception of a city's identity as its gateways. Gateway features can take the form of a signature building, welcome signage, unique street lighting, public art, landscaping and more. Gateways set the tone for expectations of what is to come and may also contain imagery that reinforces a City's "brand." Gateways can be categorized as primary and secondary. Primary gateways are those on relatively heavily traveled highways or thoroughfares and welcome or denote a major change in location. Secondary gateways may be located on lesser traveled roads and denote a change in district.

Gateways work in tandem with wayfinding elements. Madison has a powerful brand and a successful wayfinding program in the downtown Main Street corridor, which should be repeated and scaled appropriately throughout the City.

Madison has three monument-style welcome signs, two as you enter the City from the north - on US 421 and SR 7, and another on SR 56 on the approach from the west. There are additional smaller scale signs approaching the city from Kentucky on US 421, and VisitMadison has a well-defined branding program in the downtown, which includes wayfinding signage. The issue is communicating and reinforcing a consistent Madison brand. At a public workshop, attendees were asked to select from the many signs, brands and logos that are found across the city, primarily downtown. The favored version was derived from the VisitMadison logo, but in the City's traditional colors of black and gold, similar to existing streetside history signs.



A workshop favorite: wayfinding sign design and branding incorporating the VisitMadison logo and a black and white or gold color palette.

Profile: Gateways & Wayfinding

The design and location of gateway and wayfinding elements should reflect the unique aspects of Madison and concisely inform and guide motorists and pedestrians to the numerous attractions throughout the community.

Gateways

Gateway features can delineate and announce one's arrival to a region, city, neighborhood, or unique public place. Community gateways not only shape one's first impression, but also reflect and strengthen the unique features and values of the community.

The use of welcome signs is one of the most common ways to identify a community gateway. There are many innovative ways to create signs so they serve as public art reflective of the area. Landscape treatments along a roadway, at intersections, or within medians or roundabouts can be used to designate special areas of arrival. Landscaping may also be used to enhance and frame views, as well as screen unsightly or unwanted elements.



Gateway Signage

Wayfinding Considerations

Wayfinding includes all of the ways in which people orient themselves and navigate through space. One effective method to support this is by implementing a wayfinding system.

Wayfinding Signage Best Practices

- Provide a minimum amount of information on each sign.
- Any mapping included on the sign should be a simplified version of the actual city map.
- Present information logically.
- Use fonts and graphic elements that are easy to read. Bold colors and simple text are encouraged.
- Place so that the view of the sign is not obstructed.
- Choose font sizes that are appropriate to the mounting height and placement.
- Signage should be located ahead of where turns need to be made.
- The overall system must be cohesive.

Maintenance

When any signage is installed maintenance is a factor. Design of the sign and the surrounding landscape should take into account the fiscal and staffing ability to maintain the signage. Maintenance should be included as a line item within the yearly public works budget, and the task should be assigned as mowing is done.

3 | Quality of Life

Gateway Improvements

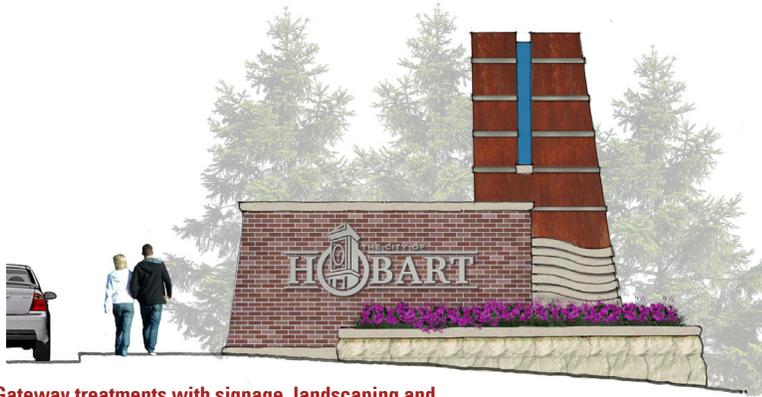
The adjacent map identifies recommended primary and secondary gateways.

PRIMARY GATEWAYS

- Primary gateways are located at major intersections as one approaches the City on US or state highways. Their placement signifies a welcome to a new place. The design (materials, message, colors) of the gateways should be consistent.

SECONDARY GATEWAYS

- Secondary gateways signal entry into a cultural, historic, or commercial district or neighborhood. These gateways may include signage using similar materials and colors as that of primary gateways but on a smaller scale, wayfinding signage to specific sites, landscaping, art, and seating as there is room.



Gateway treatments with signage, landscaping and materials of the place reinforce the community's brand and character.

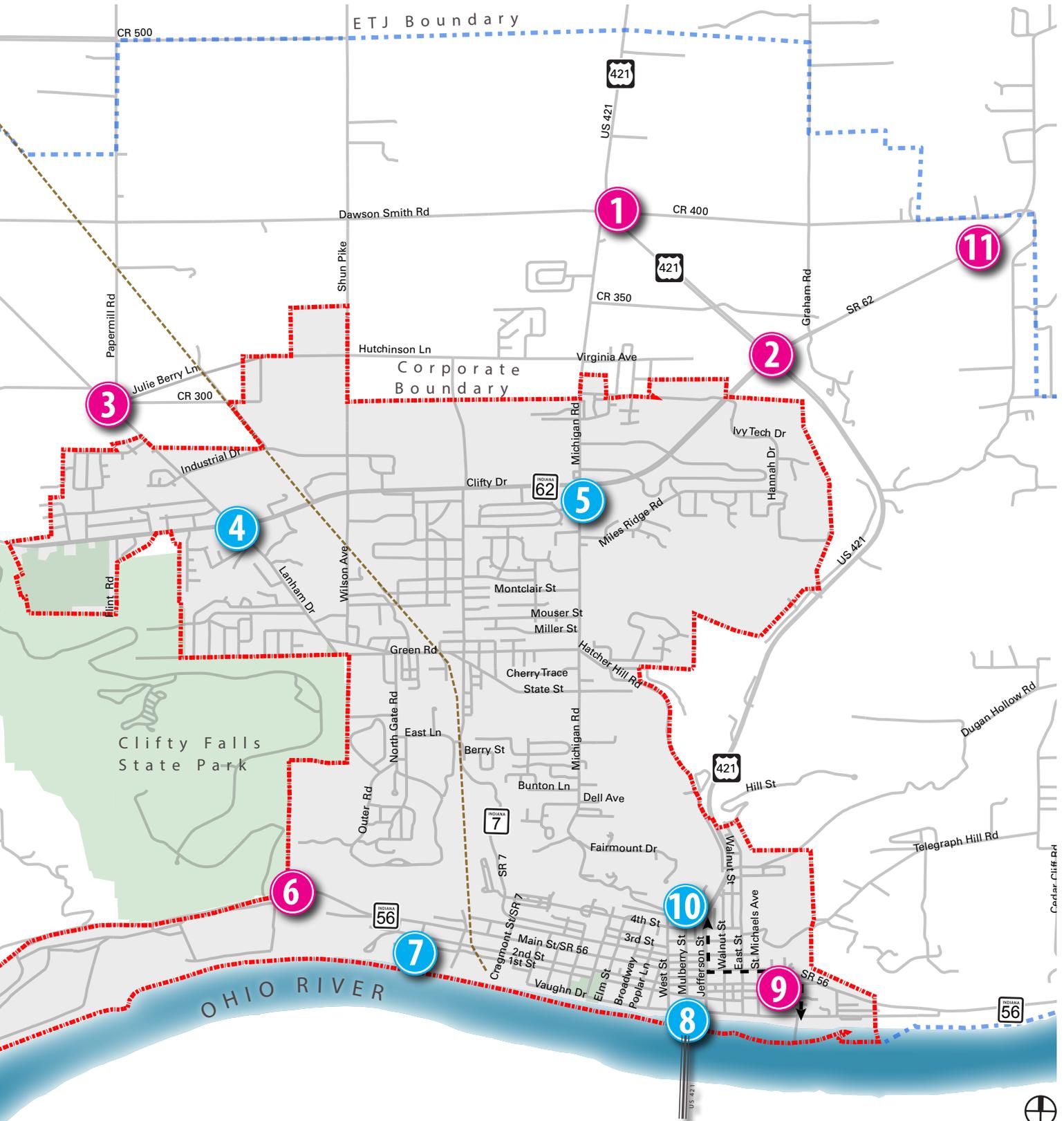
Primary Gateways

Secondary Gateways

Gateway Priority Matrix	US 421 and CR 400	SR 62 and US 421	SR 7 and CR 300	SR 7 and Clifty Drive	Clifty Drive & Michigan	SR 56 Entry	Marina District	Proposed Mulberry St. District	SR 56 and US 421 Bridge District	National Historic District - multiple locations	East Side/Hospit
Number	1	2	3	4	5	6	7	8	9	10	11
Gateway Type	Primary	Primary	Primary	Primary/District	District	Primary	District	District	Primary	District	Primary

Proposed Gateways





3 | Quality of Life



The historic neighborhoods provide a wide range of housing options in a walkable urban area.



Madison's historic sites and museums draw visitors from all over the United States and abroad.



Madison's historic neighborhoods were developed with housing at a wide range of income levels, promoting a diverse and resilient community.

Historic and Cultural Resources

Incorporated in 1809, Madison quickly grew to become one of Indiana's major port cities and an important commercial center along the Ohio River. The City experienced great prosperity during the 19th Century and retains numerous Federal, Greek Revival, and Italianate-style buildings built during the city's formative years. Madison experienced a period of population decline and economic stagnation in the early 20th Century, but the opening of Clifty Falls State Park in 1920 and the Lanier Mansion State Historic Site in 1925 began the promotion of the community as a recreation and heritage tourism destination. Madison's 19th Century architecture was rediscovered as Americans began seeking sites with an authentic connection to the past and a unique sense of place. Boat racing on the Ohio River began in the early 20th Century, evolving into the present annual Madison Regatta in 1951. The Madison Chautauqua Festival of Art was established in the early 1970s. These attractions, combined with a high concentration of museums, historic sites and regular festivals, drew renewed attention to Madison during the late 20th Century. The city remains one of the foremost heritage tourism destinations in the Midwest.

The Madison Historic District, containing 133 city blocks and 1600 buildings, was listed in the National Register of Historic Places in 1973 and was designated a National Historic Landmark District in 2006. National Historic Landmarks are significant historic places possessing exceptional value and quality in illustrating or interpreting the heritage of the United States. The Madison National Historic Landmark District is part of an elite group of approximately 2500 National Historic Landmarks in the United States. Madison's historic architecture creates a unique sense of place and is the community's most important economic asset. This asset has served as an economic driver for generations.

The Madison National Historic Landmark District contains a wide range of historic properties, from impressive civic buildings and high-style mansions built by some of the state's wealthiest citizens to mixed-use downtown commercial buildings, modest shotgun cottages, and industrial buildings. The District contains two



Madison's historic greenspaces include parks, the riverfront, and tree-shaded streets with unique features like the Broadway Fountain.

individual National Historic Landmarks, the Lanier Mansion and the Shrewsbury-Windle House, and a wide range of architecturally and historically significant properties. The work of celebrated mid-19th Century architect Francis Costigan gives Madison one of the finest collections of Greek Revival architecture anywhere in the United States. Aside from the individual landmarks, the continuity of Madison’s urban fabric gives the city a unique identity and character distinct from all other communities in the region.

A large part of that continuity is due to John T. Windle (1901–1987) and Ann Steinbrecher Windle (1911 – 2009), who came to Madison from Chicago in 1948 and purchased the endangered Shrewsbury House. The Windles became significant figures in the historic preservation movement, involved in efforts and organizations at the local, state, and national levels. They helped to facilitate the dramatic preservation-based revitalization of Madison through the creation of Historic Madison, Inc., and the local designation of the Madison Historic District, encouraging reinvestment that made the community the destination it is.

Since the 1970s, the district has seen substantial investment fueled by the rehabilitation of historic buildings. For the last four decades, Madison has been a national leader in Main Street downtown revitalization. This has provided an ideal environment for small business growth while boosting the local economy, creating jobs, and recapturing Madison’s once-faded glory. Madison’s downtown is among the most vibrant and active in Indiana. Comparable downtowns in Lafayette, Bloomington, Columbus, and New Albany, along with certain neighborhood commercial districts in Indianapolis, Louisville, and Cincinnati, are supported by populations three to twelve times the size of Madison. Madison provides a marked contrast to communities of similar size in the region, where declines in population and small businesses have left downtowns characterized by disinvestment and vacant buildings. The current condition of Madison’s downtown is a testament to the powerful economic benefits of historic preservation.

Madison’s historic architecture and sense of place give it a significance and appeal in league with major heritage tourism destinations like Charleston, South Carolina, Natchez, Mississippi, Galena, Illinois, Galveston, Texas, and Nantucket, Massachusetts. These communities use local design review to



Rehabilitation of historic buildings has drawn significant investment to downtown Madison, creating dramatic changes between the 1970s (below) and today.



Historic American Buildings Survey (HABS), 1971



Madison’s Main Street has been a national model for successful downtown revitalization since the 1970s.

3 | Quality of Life



Madison's historic neighborhoods provide housing types and connections that match contemporary tastes, particularly among Millennials.



Madison's historic architecture draws heritage tourists, who stay longer and spend more money at local businesses than any other category of tourists.

maintain their historic architectural character, encouraging economic growth and job creation through stewardship of the built and natural environment. Local design review under Madison's Historic Preservation Ordinance is essential for maintaining the community's unique architectural character and safeguarding its most significant economic driver.

Madison's existing Design Review Guidelines lack illustrations that could more effectively communicate design standards, simplifying the process for property owners and design reviewers. The lack of these illustrations—particularly those regarding quantifiable items like setbacks—has led to confusion, misunderstandings, and uneven enforcement of the existing guidelines. Updates to the existing guidelines should include relevant graphics to create a user-friendly document for the benefit of all parties. Appendix B provides an example of a highly illustrated guide from a community in Illinois, some of which could be adopted for Madison.

Another issue is the need for experienced, professional staff to conduct design review, determine consistency with policies and provide recommendations to the HDBR and Plan Commission prior to Council decision.



Madison's downtown is among the most vibrant and active in Indiana, comparable in size, quality, and activity to the downtowns of much larger cities. The current condition of Madison's downtown is a testament to the powerful economic benefits of historic preservation.

An efficient process, facilitated by professional staff with consistent application of design standards and periodic adoption of best practices from other local historic districts, is critical for maintaining Madison’s character and quality of life while maximizing the community’s economic potential. The Madison National Historic Landmark District provides a dense, walkable, mixed-use urban environment within a scenic natural setting. Americans, particularly Millennials, continue to gravitate toward dense, walkable communities with good quality of life, local businesses, arts and cultural organizations, an authentic sense of place, and access to nature and recreation. Madison’s historic core already features these qualities that so many larger cities are struggling to create. These qualities are increasingly important in today’s economy. Madison’s unique character and quality of life continue to draw both new residents and natives who have moved away but choose to come back. It is not uncommon to hear of visitors to Madison falling in love with the City, selling their home, and moving to Madison’s historic core. These anecdotes reflect Madison’s advantageous situation in marked contrast to communities of comparable size throughout the region. Enhanced and careful stewardship of the built legacy of Madison’s past will provide continued economic rewards for future generations.

MADISON MAIN STREET AND VISITMADISON, INC.

The National Trust selected Madison as a pilot community when it developed the Main Street concept in 1977 and 1978; however, the Madison Main Street Program was not organized until 1989. Members include residents, merchants, property owners and other interested citizens who believe that Madison is a special place to visit, live, work, shop and stay. The Program is an arm of Indiana Main Street and a member of the National Trust for Historic Preservation’s Main Street Center, with a goal of preserving Madison’s historic downtown and making it economically vibrant.

VisitMadison, Inc., founded in 1991, has a mission to “improve the quality of life and the economy of Jefferson County by increasing visitation and providing an outstanding visitor experience.” VisitMadison promotes and markets the City throughout the Midwest and tracks the impact of tourism on Jefferson County on a biannual basis.

HAPPENING NOW IN MADISON

BITS AND PIECES QUILT SHOW
APRIL 15 - APRIL 16

SPRING INTO THE VALLEY
APRIL 16 - APRIL 17

KITE BUILDING & FLYING
APRIL 16 @ 10:00 AM - 4:00 PM

Spring 2016 events promoted by VisitMadison

The Arts

In 2015, the Indiana Arts Commission designated Madison an Indiana Cultural District for having a high concentration of arts and cultural assets. The boundaries for the Madison Arts and Cultural District align with Madison’s National Historic Landmark and National Register Districts. As such, it further aligns with local revitalization, arts and historic preservation programs. Spanning 133+ blocks, this area has national importance and reflects the past and future success of Madison and the people who live, work and create here.

You will find many opportunities to see, taste, smell, and experience the arts in Madison with just a simple stroll down Main Street and at arts-oriented festivals. The success and recognition of the arts in Madison should be expanded outside of



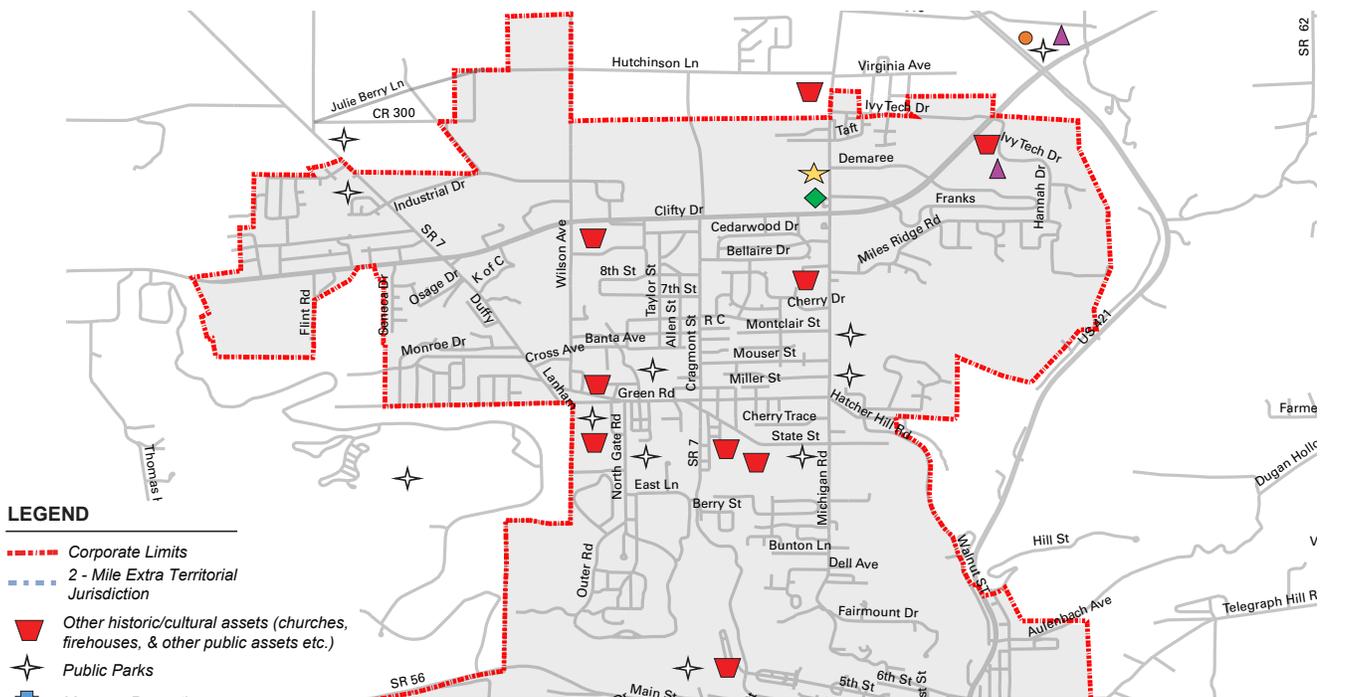
Arts and Cultural District Designation sign graphic

3 | Quality of Life

the historic district to cover the entire city, especially in the north where schools, retail and a significant portion of the population lives.

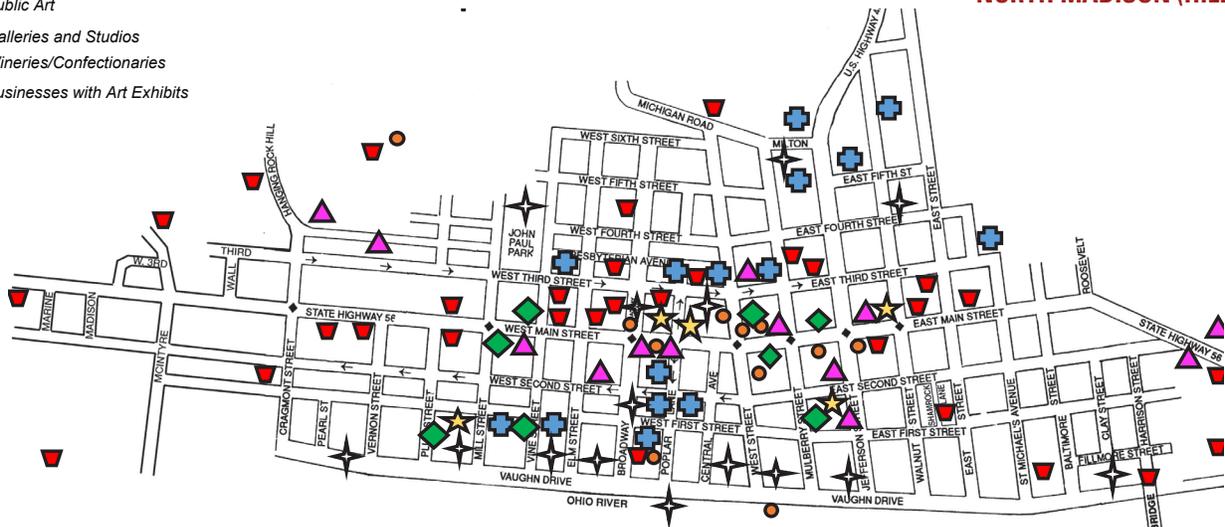
The ENVISION Action Plan identified the arts and existing cultural assets as keys to leverage new amenities sought to improve the county's reputation as a destination for tourists and as a dynamic environment for artists and residents. The plan also highlighted the importance of the arts as a "key component of the comprehensive strategy as it relates to economic development, tourism, and quality of life initiatives."

MADISON ARTS AND CULTURAL ASSETS



- LEGEND**
- - - Corporate Limits
 - - - 2 - Mile Extra Territorial Jurisdiction
 - ▴ Other historic/cultural assets (churches, firehouses, & other public assets etc.)
 - ★ Public Parks
 - Museum Properties
 - Public Art
 - ▴ Galleries and Studios
 - ★ Wineries/Confectionaries
 - ◆ Businesses with Art Exhibits

NORTH MADISON (HILLTOP)



INDIANA ARTS AND CULTURAL DISTRICT (DOWNTOWN)



Profile: Madison's Art

The Madison Cultural District emerged from a conversation that began two years ago, led by the Community Foundation and artists - Feed the Arts. It grew into community-wide effort by 2013, becoming the Madison Area Arts Alliance in 2014 and leading to successful designation as one of six Cultural Districts in the state.

History: Madison's history is deeply rooted in arts, crafts, and architecture. On every corner lies a history designed by traditional craftsmen, architects and master builders from the East Coast and the South. The Madison Area Arts Alliance has been researching early records and has found a long list of painters, builders, cabinetmakers, stonemasons, bakers, confectioners, millers, and tailors.

Public Art: The community's appreciation for beauty and arts in public places is easy to see. The Broadway Fountain, bought by the local Independent Order of Odd Fellows as a souvenir from the Philadelphia Centennial Exposition of 1876, is a community landmark. The elegantly designed Crystal Beach pool documents the 1930s Works Progress Administration. Impressive murals, mosaics, and sculpture continue to be added to the urban landscape by local artists.

Hollywood Backdrop: The river valley has long been appreciated by Hollywood. In 1943, Madison attracted famed director Josef von Sternberg when he chose Madison for his World War II propaganda film, "The Town." In 1958, award-winning director Vincent Minnelli chose Madison as the quintessential small town for James Jones' "Some Came Running," starring Hollywood royalty Frank Sinatra, Dean Martin, and upcoming star Shirley MacLaine. In 1999, the movie "Madison," celebrating the triumphant win for the underdog hydroplane Miss Madison, was filmed on location and starred Jim Caviezel, Bruce Dern and Paul Dooley.

Celebrity Magnet: While we take great pride that Woody Harrelson graduated from nearby Hanover College, we secretly protect internationally known artists drawn to the area. Over time Madison has been home to sculptor George Grey Bernard, Hollywood film star Irene Dunne, and contemporary potter/artist Victoria Mackenzie Childs. Regionally known artists such as Harland Hubbard, J.T. Taylor, and William McKendree Snyder also call Madison home.

Lively Scene: It is not unusual to find options for live music, artist receptions, figure drawing events, drum circles, painting classes, plays, yoga, culinary events, poetry readings, farmer's markets, and book reviews all in one day! In 2014 there were over 35 gallery talks and art receptions; 225+ live performances; 45 culinary events; 12 outdoor musical events; and countless lectures and tours. Supporting this environment are a wide range of organizations and clubs dedicated to the arts and culture (see the assets inventory for details).

Education & The Arts: The arts surround every part of Madison. In 2011 Madison Consolidated Schools founded the Madison Fine Arts Academy, offering fine art classes as part of its core curriculum. 75 students are currently enrolled, with a goal of 10% of the student-age population to be enrolled in the future. As a result, students have become more involved in local arts and culture (even re-theming the Christmas parade). Madison's Ivy Tech Campus offers music in the rotunda, and Hanover College hosts a Community Artist Series attracting international performances to the area each year.

Art as Economic Development: The City of Madison continues to be supportive in art-centric development through public works, festival support, street beautification, parks, green space and riverfront development, public art, murals, mosaics, and sculpture. The new Alley Activation Project develops alleys for public art display. Bicentennial Park is an outdoor performance venue overlooking the river. The City also supports a tree board, an historic preservation officer, and a gardener that maintains perennial gardens along Madison's Main Street and Riverfront.

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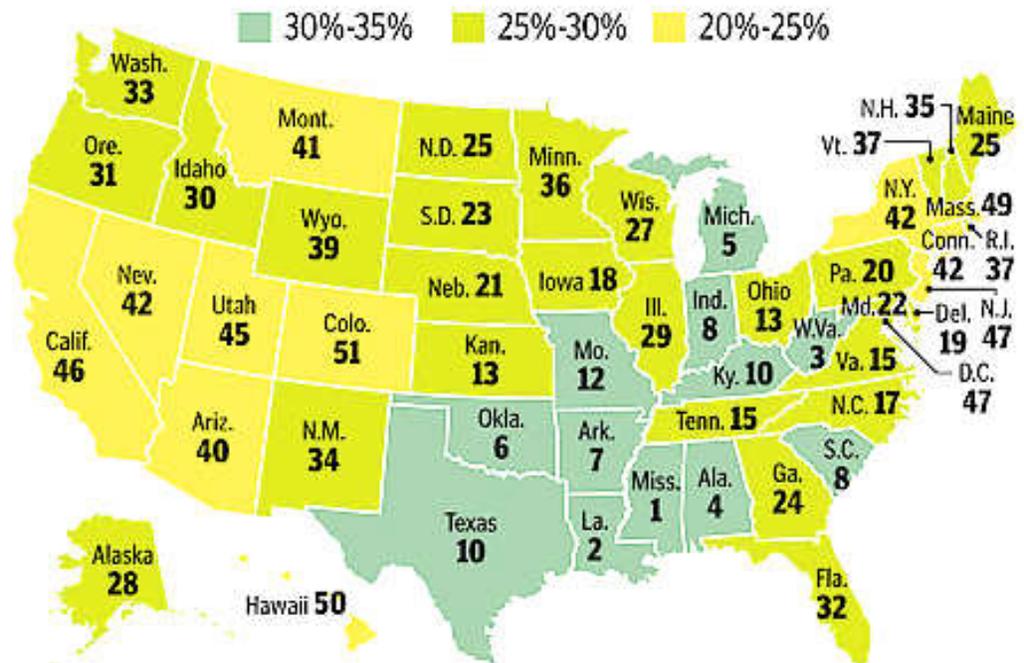
Adopting a Public Art Policy and ensuring continued financial support from the City will elevate the recognition of the arts as an economic driver and enhance quality of life.

Health & Wellness

OVERVIEW

The ENVISION Plan states that “the physical health of a community can be measured in a number of ways.” Drugs, obesity, and tobacco use are three of the more common indicators. Jefferson County ranks 53rd out of 92 counties in Indiana in general health indicators of heart disease, stroke, and cancer combined with greater frequencies of smoking. Jefferson County, like many in the state, is suffering from the plague of drugs, particularly heroin and methamphetamine abuse. Organizations have brought attention to the matter in a very public way with yard signs and billboards posted with messages as you enter and travel through the community. This is in stark contrast to the welcoming gateway messages proposed earlier in this chapter. Currently, there is no inpatient facility for patients with substance abuse issues but there are “halfway house” facilities including Jefferson House and Ruth Haven. KDH, the City and the County should combine efforts to seek inpatient care for those seeking recovery from substance abuse.

Mental health can also be improved by policies that encourage convenient access to walkable nature areas. A study by Stanford University revealed that “people who



American Obesity Rates 2012. Source: Trust for Americas Health and the Robert Wood Johnson Foundation

walked for 90 minutes in a natural area showed decreased activity in a region of the brain associated with a key factor in depression” and that it “demonstrates the impact of nature experience on an aspect of emotion regulation – something that may help explain how nature makes us feel better.”

FACTS

- Ranked 15th for childhood obesity
- Ranked 7th for adult obesity
- 31% reporting BMI \geq 30
- 31% reporting NO leisure time physical activity
- Cardiovascular disease (249.8 – 372.1 / 100,000)
- 24.3% not nutritionally adequate

HEALTHCARE ACCESS

Madison has two primary healthcare facilities, the new King’s Daughters’ Hospital, which relocated from downtown to northeast of the Madison city limits in 2013, and the Madison State Hospital, a mental health institution owned by the State. The hospital provides education to the community, smoking cessation assistance, and weight loss classes among other offerings. In addition, KDH hosts 5K runs, is constructing a walking trail on the campus for visitors and employees, hosts the Girls on the Run program, and assists with Speaking of Women’s Health. In May 2016, KDH hosted a Man Up program for men.

There are several assisted living or skilled nursing facilities in Madison, including the new River Terrace Health Campus in downtown.

ACTIVE LIVING

Jefferson County underperforms the State in terms of adult physical activity. The issue is not simply about formal recreational opportunities like running tracks, sports fields, and recreation centers; instead strong community input also indicates the need for trails, sidewalk and bicycle path networks, which are not sufficiently connected to encourage use for recreational and exercise. Madison’s challenging topography contributes to the situation.

AGING

Between 2000 and 2010 Jefferson County’s median age increased from 36.6 to 39.7 years, an increase of 8.5%. This is higher than the state’s median age, which rose to 37 over this same period. The median age in Jefferson County is also increasing at a faster rate compared to the state’s 5% increase. Much of that increase is due to retirees seeking the relatively mild Midwest weather, riverside location, active arts scene, walkable neighborhoods and attractive historic architecture.

As the Baby Boomer demographic continues to age over the next 10-15 years, services, housing, and access will be rising concerns for seniors in the community. By 2025, many residents will be 65 or older, and fewer people will be able to move about as they are accustomed (though these active seniors tend to be more engaged, philanthropic and have more disposable income).

3 | Quality of Life

Madison Housing Inventory



Attached rowhouse/townhome single-family residences in the downtown area



A mix of attached and detached single-family residences in the downtown area



Detached single-family residences in the hilltop area



Detached single-family residences in the hilltop area

Madison should strive to provide resources that will enable seniors to be active and remain in their homes and community as long as possible. A diversity of offerings for seniors should include independent living communities, assisted living facilities, nursing homes, and memory care facilities. Some seniors may prefer age-restricted communities of active living for those over 55.

Housing and Neighborhoods

OVERVIEW

A foundational measure of quality of life is where and how we live. The quality and diversity of housing and neighborhoods is perhaps only rivaled by school quality in attracting new residents and retaining existing residents.

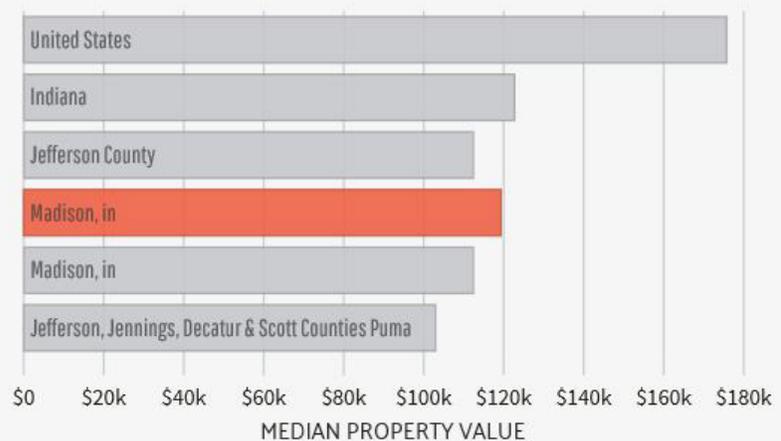
Madison has a high percentage of single family homes that are primarily owner occupied. There is a small amount of multifamily housing, which tends to cater to lower income residents. The city lacks high quality, multifamily, apartment, condominium, townhome or loft-style housing.

MEDIAN PROPERTY VALUE

\$117,800

± \$7,906

The largest share of property values for owner-occupied housing units in Madison, IN fall within the \$100k-\$125k range. This chart displays the distribution versus the national values.



Dataset: 2014 ACS 5-year Estimate
Source: Census Bureau

Profile: Infill Development

Madison has many gaps in its existing urban fabric that could be effectively filled. This is known as “redevelopment” or “infill development.” This is an effective tool as it utilizes existing infrastructure (utilities and roads) and revitalizes vacant or underutilized lots and structures. In Madison, this strategy would best be applied to the existing commercial areas in the vicinity of Clifty Drive to create vibrant districts with a mix of commercial, institutional and residential uses. Mixing uses and potentially increasing densities can lead to a more compact, connected area. Infill development is also the answer for underutilized spaces in the historic district. Proposed development should be subject to development and design standards and review to ensure compatibility with existing residential and commercial properties.

Infill



Compatible infill is a flexible way of capitalizing on sporadic vacant or undeveloped lots in urban neighborhoods.

Existing



Vacant lots in the city's core are optimal infill opportunities if they are well designed and complement existing buildings and the historic development pattern.

3 | Quality of Life

Madison's median owner-occupied home value is \$117,800, higher than the County average of \$111,500 but lower than the national average of \$176,700.

HOUSING PREFERENCES & DIVERSITY

Some Baby Boomers and many Millennials are seeking similar housing options. Frequently, they both are looking for walkable neighborhoods (such as downtown and adjacent neighborhoods) with compact housing options, small yards or shared open space, and a sense of community. The burden and expense of maintaining a large suburban home with a lawn seems increasingly undesirable and impractical for Baby Boomers who feel simply like they have "been there and done that" and Millennials who are choosing to spend their time differently. A small house or apartment with comfortable space to live, work, and play that is connected and part of a greater community is trending amongst these two groups (the two largest growth groups in the community).

In community planning terms, housing is generally divided into single-family (referring to a detached residence), two-family (duplex), and multifamily (three or more attached units). Multifamily housing may be part of a stand-alone complex or incorporated into mixed-use development above commercial businesses. Each of these housing types can be owner-occupied or rented. Rental housing may be market-rate or subsidized.

RENTAL HOUSING

Within Madison there is a growing shortage of quality market-rate rentals such as apartments, townhouses, and duplexes, and what is available is not well advertised.

Multifamily housing examples for new development or infill in redevelopment areas.



The Chamber, Board of Realtors, or similar organizations could develop an online clearinghouse of available rentals for those seeking to relocate to the city. Developers across the country are building high-quality, innovative rental housing with amenities that are visually appealing and contextual. The use of durable building materials, well-landscaped grounds, pools, clubhouses, tennis courts, garages or screened parking, courtyards, and walking trails are just a few of the ways to create community-compatible developments, whether located in suburban neighborhoods or downtown.

MADISON'S HOUSING NEEDS

It is well known that many of Madison's citizens are proud of the quality of life provided in the community. Citizen input and general observation suggest that the same care and investment have not occurred with respect to housing for all income levels within the city. Public input identified "pockets of need," indicating that there were not large areas of blight or distress but instead individual properties or blocks in need of rehabilitation. Many of these conditions can be resolved with assistance from community service groups, matching grants, or neighborhood clean-up days. While some structures require stabilization or enhancement, others may be vacant lots that could be targeted for infill development.

AFFORDABLE HOUSING

It is important for the long-term vitality of the community to provide housing alternatives that are affordable to lower income households. Some of these housing types are often referred to as "affordable." A common misconception is that "affordable" means "subsidized." Subsidized housing is utilized by low- or very low-income households who cannot afford to occupy market rate housing due to disability, age, or other factors. Affordable housing is defined as housing that costs the occupant no more than 30% of a household's income, including taxes and utilities. This can apply to all income levels.

Location is a significant factor when considering affordability of housing. Concentrating affordable housing in specific areas has proven to be a community development mistake; the most successful developments have a mix of affordable and market rate housing of all types. Regardless of affordability, the housing should be durable and sustainable, with high-quality building materials, landscaping, garages, open space and sidewalks.

The Madison Redevelopment Commission may guide developers wishing to provide affordable housing to targeted redevelopment areas, assisting with land assembly, providing incentives and having zoning in place that encourages horizontal and vertical mixed-use development or higher densities.

One funding mechanism to assist potential home buyers is a Community Housing Development Organization (CHDO) that develops, owns, and manages properties.

Recreation and Parks

Open space used as trails or greenways, open space used for parks and recreation facilities, and open space used for the protection or conservation of natural resources all contribute to Madison's character and quality of life.

3 | Quality of Life



Kiwanis Park



Crystal Beach



Clifty Falls State Park



Riverfront Walk

This chapter addresses all the above, but trails and greenways are also addressed in the transportation chapter as part of non-motorized transportation, and in the City's 2016 Bicycle and Pedestrian Plan.

The 2011 Ball State University project on comprehensive planning analyzed existing assets and conditions and described them as follows:

Madison offers numerous public/private parks and recreational opportunities that range from small neighborhood and dog parks to large community or sports-oriented facilities to school campuses. Seventeen percent of the City's land area is considered open space, but only seven percent is connected or usable. Approximately 57% of residents in Madison live within a half mile and 90% live within a mile of a single park or recreation center. These numbers could be improved; Madison is experiencing expansion on its north side and very few facilities exist in that half of the City.

Madison's primary natural assets include the Ohio River, the wetlands along the river's edge, Clifty Falls State Park, and the dramatic bluff and make up ten percent of Madison's land. The Heritage Trail and Heritage Park (developed and managed by the The Heritage Trail Conservancy), the Riverwalk, Bicentennial Park, and Clifty Falls State Park are recreational assets used by visitors and residents alike. The Heritage Trail parallels the Madison Railroad, famous for its steep grade, through Heritage Park, connecting a part of the Hilltop to downtown. There are plans for expansion to create connections to the proposed Madison Connector and other multiuse paths to further unite the community.

The Heritage Trail Conservancy is a volunteer-based organization dedicated to the preservation and management of the natural, scenic, historic and cultural resources associated with the Heritage Trail Greenway in order to provide primitive outdoor recreation and educational opportunities for visitors. To pursue grant funding and achieve the community's vision for a broad, interconnected bicycle/pedestrian system, organizations like the HTC must work with the Madison Parks Department, Parks Advisory Board, and the County to establish cohesive design standards, ensure ADA compliance, and develop an annual maintenance plan.

Riverfront Park is a heavily used multiuse path, paralleling the river on the south side of Vaughn Drive with amenities that include brick walkways, decorative lights, and seating from which to enjoy views of the Ohio River. The waterfront is also the site of several festivals, including the Regatta.

Clifty Falls State Park, located outside Madison city limits to the west, is an important asset and a regional destination. The 1,416-acre park, with convenient north (off SR 62) and south (off SR 56) entrances, contains hiking trails, campgrounds, a nature center, an inn, and more. Efforts should be made to improve the connection between the city and Clifty Falls State Park.

MADISON PARKS AND RECREATION MASTER PLAN 2012-2016

In December of 2012, the City of Madison approved a 5-Year Parks and Recreation Master Plan (PRMP) for the future of the department and its facilities. The Plan provides a road map for investment in existing facilities and sets priorities for funding items such as resurfaced tennis and basketball courts, upgraded play

equipment, landscaping, replacement shelter houses, and new windows in community buildings, as well as meeting the anticipated demand for parks and recreation during the plan’s horizon. It is once again time to update this plan. Updates are important to respond to demographic shifts, reflect new visions, and assist in seeking funding. Madison should strive to incorporate and implement some big ideas in addition to the maintenance needs reflected in the current plan. Acquiring new parkland should be a well-supported decision, especially if previously recommended upgrades like new play equipment or enhanced ADA accessibility have not yet been accomplished.

Incorporate big and bold ideas into the next park plan update, in addition to the maintenance needs included in the current plan.

PARKS & RECREATION SYSTEM IMPROVEMENTS

Recreation typically needs to grow with population. Though Madison has not experienced a growth in population, development has shifted from areas close to existing recreational facilities to the amenity-poor north side of the City. Since the Madison Parks and Recreation Master Plan is due for an update, it is a good time to identify all the needs and “would like to haves” for the next several years.

A plan update will assess needs by analyzing existing service areas and population distribution. The extension of utilities by the City and the construction of new state roadways sets the table for growth northeast of the City. These areas may be considered under-served, and lack the small-scale neighborhood parks prevalent in the central and south side of the City.

The provision of open space and trails can be shared by new commercial or residential development. POPS, or Privately Owned Public Space, is helping many municipalities respond to recreational needs.

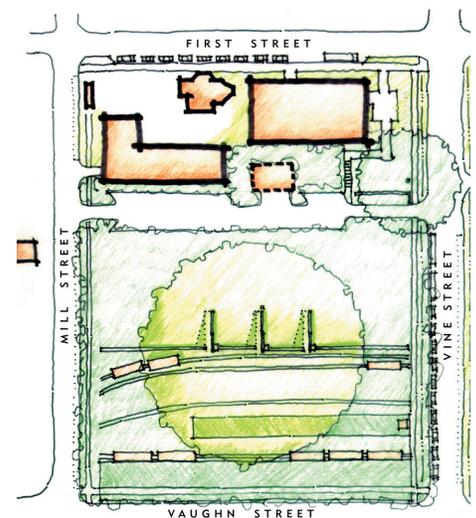
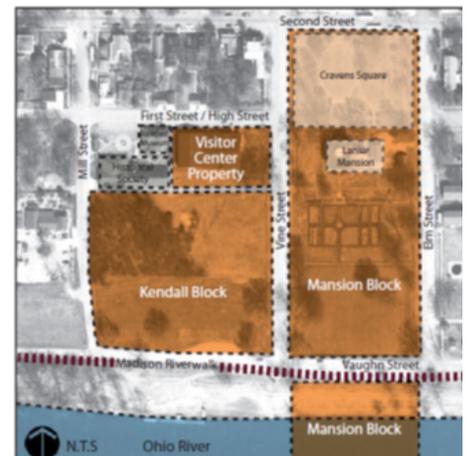
New Parks

Madison’s newest park is a less than one acre site on Walnut Street, a former parking lot (#24 on the map on page 51). The park will interpret Underground Railroad history in Madison.

The “Kendall Block,” situated next to the Lanier Mansion State Historic Site at First and Vine Streets, was conceived as a cultural history interpretive park. The design, shown at right, interprets the site’s former rail function and the industrial presence in the vicinity of JFD Lanier’s home. Ghosted foundations, rail lines and a bell tower are elements of the design, which is included in the master plan for the Lanier Mansion SHS.

Trails and Greenways

The Heritage Trail Conservancy led the way in providing the first segments for a bike and pedestrian system in Madison. The focus now is to continue connecting to the waterfront, the east side of the city, the hilltop and perhaps Clifty Falls State Park and Hanover College. Such a circulation system would link parks, neighborhoods, commercial areas and other community destinations. The Madison Connector is a proposed multi-use trail designed to connect the waterfront and hilltop of Madison economically, socially and physically.



PROPOSED DESIGN FOR THE KENDALL BLOCK

PARKS AND RECREATION FACILITY INVENTORY

Madison Parks and Recreation Facilities:

- 1 Bicentennial Park
4 to 5 acres (in progress)
- 2 Broadway Fountain
1.5 acres
- 3 Brown Gym
1.5 acres
- 4 Renard R. Keal Memorial
B3 Skate Park
0.3 acres
- 5 Crystal Beach
3 acres
- 6 Fireman's Park
1 acre
- 7 Gaines Park
1.5 acres
- 8 Hargan-Mathews Park
1.5 acres
- 9 Jaycee Park
2 acres
- 10 John Paul Park
1.5 acres
- 11 Johnson Lake
13 acres
- 12 Kiwanis
2 acres
- 13 Lamplighter/Riverfront Park
2 acres
- 14 Lorenz Park
2 acres
- 15 Lytle Park
1.5 acres
- 16 Madison Campground
2 acres
- 17 Michigan Road Tennis Courts
1.5 acres
- 18 Oak Hill Park
1 acre
- 19 Pearl Park
1 acre
- 20 Playground for All Children
1 acre

- 21 Sunrise Golf Course
160 acres
- 22 Warren R. Rucker Sports Complex
20 acres
- 23 West End Park
1 acre
- 24 Walnut Street Park
(proposed)

Madison Trails:

- Heritage Trail of Madison
- Varying stages of completion

Madison School Facilities:

CITY/PUBLIC

- 25 M. W. Anderson Elementary
- 26 E.O. Muncie Elementary
- 27 Eggleston Elementary
- 28 Lydia Middleton Elementary
- 29 Madison Jr. High School
- 30 Madison Sr. High School

COUNTY/PUBLIC

- 31 Canaan Elementary (not on map)
- 32 Deputy Elementary (not on map)
- 33 Dupont Elementary (not on map)
- 34 Ryker's Ridge (not on map)

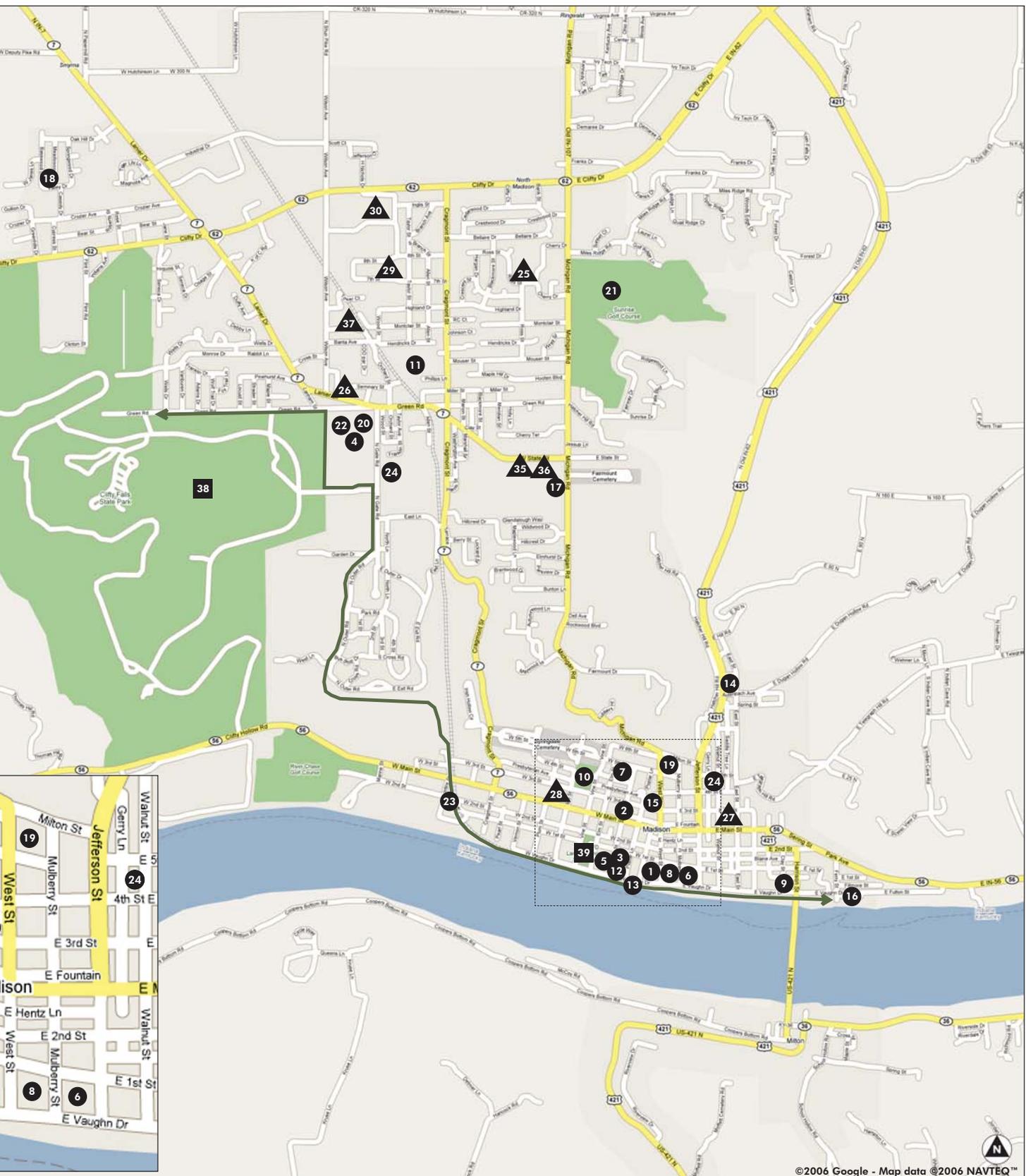
PRIVATE

- 35 Pope John XXIII Catholic Elementary
- 36 Shawe Memorial Catholic Jr./Sr. High
- 37 Grace Baptist

State Facilities:

- 38 Clifty Falls State Park
- 39 James FD Lanier Memorial State Park





©2006 Google - Map data ©2006 NAVTEQ™

3 | Quality of Life

Read more about the Madison Connector in Chapter 5: Transportation and Mobility

John Paul Park was originally the “City Cemetery” given by John Paul to the city in 1818. The last burial was in 1890 and in 1902, the City turned the property over to the John Paul Chapter of the Daughters of the American Revolution, who intended to make it a park. Headstones and remains were removed to other cemeteries and work started on the park.

The trees in the park were gifts from the original 13 colonies, and the King of England sent an Elm tree. There was a five-point star fountain and on each point was a vase of flowers. There also were 13 upright jets of water.

Over time, the fountain and walking paths were abandoned. Today the park is a grassy area with a gazebo and baseball fields. The City values the historic nature of the property and will consult with organizations who have cared for the park, review proposed plans for improvements, and develop a maintenance plan.



Waterplay experience in a city park in central Indiana

New Experiences

The 2012 to 2016 PRMP identifies several action items that have not yet been completed. Those items include refurbishing the fountain and constructing an amphitheater in John Paul Park, updating playground equipment in numerous parks, and expanding the riverside campground on the east side of town. Priority goals based on public input from the ENVISION Plan and this comprehensive plan include a zipline, sprayground, natural playscapes, and community gardens.

PAYING FOR PARKS AND IMPROVEMENTS

Parks are key to improving the quality of life in Madison and attracting both Millennials and active retirees. The city can leverage existing recreational facilities, including the Heritage Trail and Park, to support both active and passive recreational needs.



Profile: Greenway Opportunities

Our traditional idea of a greenway is a pedestrian or bicycle trail meandering alongside a creek in a floodplain—often the best use of land that is otherwise constrained in its development. In order to realize a sufficiently connected greenway network, however, other pathways often must be explored. “Rails-to-trails” is a popular movement for converting unused rail corridors into trails. The Heritage Trail is the result of the rehabilitation of the Madison Railroad from downtown to the hilltop. There are also “rails with trails.” Greenways can also be integrated into the redesign of roadway corridors if the right-of-way is gracious enough. Utility corridors—transmission lines, pipelines, sewer corridors, and underground aqueduct routes—can likewise be utilized for trails, with proper coordination with utility companies.

A greenway can serve many functions: a recreation and health amenity, transportation mode, infrastructure system, environmental protector, and economic driver. In “Economic benefits of trails” in the Summer 2011 issue of American Trails Magazine, Stuart Macdonald outlines the many economic benefits of trails through increased tourism, attracted redevelopment, higher property values, reduced health care costs, job growth, and increased consumer spending. In each case, millions of dollars of value are either created or saved, as evidenced in case studies from New York, Miami, Wyoming, Arizona, and several other locations throughout the country. Another article in the same issue, “Trail Towns benefit from visitor spending,” outlines the case for trail tourism through a case study of the Great Allegheny Passage in Maryland and Pennsylvania. In 2008, this trail generated over \$40 million in direct annual spending and \$7.5 million in attributed wages.



Abandoned road right-of-way - Hatcher Hill



Active rail lines can still host a trail alongside. (image source: baycolonyrailtrail.org)



Greenways can be incorporated into the redesign of major roadway corridors (image source: www.thirdwavecycling.com)

3 | Quality of Life

The HTC can continue its efforts and the city can continue its small projects, but it takes **bold** moves and **collaboration** to create great places.

The 2012-2016 PRMP discusses the idea of municipalities and parks boards issuing bonds to pay for public projects. Since the parks board is not a taxing entity, a **Quality of Life Bond** would be an effective tool to not only provide upgrades to play equipment and ADA-compliant accessibility, but to also fund other projects, such as extending the Heritage Trail into a citywide bicycle and pedestrian system (“The Madison Connector”), as captured in the 2015 America’s Best Communities Plan, marina dredging and repair, a zipline, expanded campground operations and amenities, a sprayground, the Mulberry Street trail, a bike and visitor station, and more. Some of these facilities could be operated by a concessionaire; if operated efficiently and successfully, they would generate revenue for the city. A Quality of Life Bond could be administered by the Community Foundation or a newly formed Friends of Madison Parks group. The City must retain oversight and coordinate maintenance.

There are private entities getting involved with park improvements and maintenance. A group of Jefferson County residents have taken it upon themselves to make Hargan-Matthew Park what they need it to be by installing modern play equipment. The Walnut Street Initiative is planning the Underground Railroad park. While these grassroots efforts are appreciated and should be welcomed, the City and the Parks Advisory Board must be leaders in park planning, development, and investment of resources.

Not included on any improvement lists by the City or a local organization is a beautification project for the “Colored” part of Springdale Cemetery located at the far western end. A service project could include a low decorative fence, interpretive signage and some landscaping. The improvements would increase awareness.

MAINTENANCE

If buying new is unaffordable, then maintenance becomes even more important. Inattentive or delayed maintenance can result in tall grass, cracked court surfaces, broken backboards, rusty faucets, poor safety surfaces and more, which can create a negative image implying a lack of prosperity in a community. Enough staff and monetary resources must be appropriated on an annual basis to do the job.



The “Colored” section at Springdale Cemetery

Profile: Natural Features

Nestled along the banks of the mighty Ohio River under a bluff with breathtaking views is the City of Madison, Indiana. This historic river city features a rich diversity of natural features that contribute to its character and quality of place.

The Ohio Riverfront

Madison's historic downtown developed primarily in response to the Ohio River Valley as a working riverfront. From the 1820s until a flood in the 1930s, the riverfront was highly industrialized. The riverfront now is characterized by a scenic overlook, marina, and numerous historical attractions, such as the J.F.D. Lanier State Historical Site. Aside from the nationally renowned Madison Regatta, the riverfront now hosts mostly pleasure craft and an occasional riverboat. The City-constructed riverwalk is popular with residents and visitors, and the community desires more recreational activities that use the river and promote more activity and investment in the downtown.

There is a small area of wetlands along the banks both east and west of downtown that helps mitigate the effects of flood surge to some extent, but the city's floodplain impacts a sizable portion of downtown near the river. The floodplain designation restricts development and has caused the former industrialized waterfront to remain largely vacant. There is also a significant floodplain along Clifty Creek, which contributes to localized flooding concerns on the north side of downtown.

Future development and selected uses will need to be compatible with the restrictions posed by the possibility of future floods.

Ohio River Facts (Madison):

- River width: 1/2 mile
- Major Flood Stage: 470' (elevation in feet)
- Moderate Flood Stage: 457'

- Flood Stage: 451'
- Action Stage: 449'
- Low Stage: 420'

Topography

The 300+ foot Cedar Cliff is one of the city's most dramatic features, with vistas overlooking the Ohio River Valley and the hills beyond. This cliff, which represents 10% of the city's land area, separates historic downtown Madison from the rest of the city. The topography results in the steepest grade rail cut in the United States, renowned amongst rail enthusiasts as an engineering marvel.

Clifty Falls State Park and Hanging Rock Hill

The abrupt change in topography along the river is the reason for the notable waterfalls in Clifty Falls State Park, adjacent to the northwest city boundary. In fact, there are 21 waterfalls in or near the area, including Little Clifty Falls, Hoffman Falls, Tunnel Falls and Hanging Rock Hill. Hanging Rock is easily accessible from SR 7 north of downtown.



3 | Quality of Life

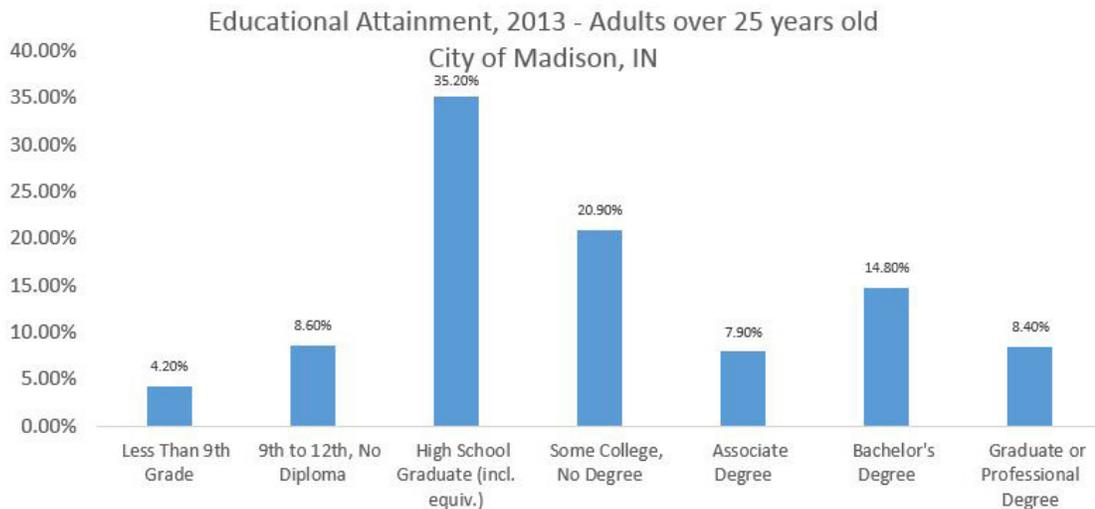
The county residents who have formed a nonprofit to design, construct, and maintain Hargan-Matthews is perhaps a model that the City might not want to continue, as it is possible that they may run into the same issues as communities have with the long-term maintenance and repair of private streets.

Education

According to the ENVISION Plan, educational attainment for young people is increasing in Madison. This is good news, as the quality and reputation of the schools is one of the primary factors as to why young people and families select communities and specific neighborhoods. Since 2000, the percentage of 18-24 year olds without a high school degree decreased from 26% to 14%. During the same period and among this same group, the percentage of individuals with some college or an associates degree increased by 14%, to 51% in 2010. Investing in education leads to greater earning power and investment in property. With a more educated populace, Madison will enjoy a higher quality of place and increased property tax revenues. Schools in Madison include:

Elementary Schools:

- Deputy Elementary School, Emery O Muncie Elementary School, Lydia Middleton Elementary School, Rykers' Ridge Elementary School, Pope John XXIII Elementary School



Source: 2015 American Communities Survey

Middle School:

- Madison Consolidated Middle School, Shawe Memorial Junior-Senior High School, Christian Academy of Madison

High School:

- Madison Consolidated High School, Shawe Memorial Junior-Senior High School, Christian Academy of Madison

* Private schools are not included in analysis due to lack of data.

Investing in education not only refers to the teachers, staff and students, but also the physical facilities. A 2014 referendum for the schools failed to pass, leaving the Madison Consolidated School District figuring out how to pay for much-needed maintenance, repairs, and upgrades in its aging schools. Realtors state that schools are the number one item that people research about a community when considering relocation. Schools can be considered an economic driver by attracting people to a community to start businesses and to support existing businesses.



3 | Quality of Life

Heritage Trail History

Source: <http://www.heritagetrailconservancy.org/#!/about/c20r9>

- 1995: Idea for trail conceived as a result of the Total Quality of Life Initiative
- 1996: Plans announced for a pedestrian and bicycling trail connecting Madison's hilltop and downtown. The name "Heritage Trail" is selected in a name the trail contest. Madison Trail Committee gets \$1,000 from Historic Madison and \$5,000 from the Community Foundation.
- 1998: Heritage Trail is one of 42 projects nationwide to get a \$1,000 grant from the Conservation Fund. Community Foundation gives \$3,500 in unrestricted funding and \$500 from the Jones endowment.
- 1999: At urging of State Rep. Mark Lytle, Indiana General Assembly allocates \$435,000 for the trail. The state's Build Indiana fund contributes another \$45,000. Engineering for 12- to 14-foot wide trail begins.
- 2000: Indiana Department of Natural Resources grants \$88,000.
- 2001: Wingham Construction is awarded contract to grade first section of trail, from Crooked Creek to the quarry.
- 2002: First section of trail is paved. Grand opening of first section is held on Sept. 21. Heritage Trail Inc. is incorporated. State awards a \$1 million federal Transportation Enhancement grant.
- 2007: Cleanup begins along the abandoned railroad tracks west of Vernon Street. Design firm completes and environmental and design study, which is submitted to the Indiana Department of Transportation.
- 2008: With the state applying pressure to use the \$1 million grant from 2002, the city of Madison agrees to a plan diverting \$500,000 of the Transportation Enhancement funds from the Heritage Trail to the riverfront development project.
- 2010: State signs off on environmental study. Civil engineers and landscape architects are selected for trail design work.
- 2011: Heritage Trail Inc. purchases 10 acres of riverfront property from Fred Kohler for development as Heritage Park. City of Madison receives \$382,776 Transportation Enhancement grant to complete the next phase of the trail, from Crooked Creek to Vaughn Drive.
- 2013: Acquired buildings at the corner of West First and Cragmont Streets for a maintenance facility and future Welcome Center.
- 2014: Envisioned master plan to upgrade and expand the trail and to develop the park lands.
- 2015: Concept for the Purple Martin Project is developed, with planning and infrastructure acquired.
- 2016: Purple Martin colony is established in Heritage Park along riverfront at west of Vaughn Drive.

HOW DIFFERENT ENTITIES WITH SIMILAR GOALS MOVE FORWARD

There is a long history of those interested in alternative modes of transportation and committed to providing access to the stunning natural areas and riverfront that Madison has to offer. With a few stumbles with grant compliance and multiple engineering and design consultants engaged to implement the vision, there still are biking and pedestrian improvements that link the lowlands and highlands of Madison. This is partly due to the fact that the HTC stepped in after a few years, to fill a void, but the goal still is to establish a dynamic city/non-profit partnership to carry out the vision.

In the future, all public trails in Madison should follow the standards for trails, bike ways, multi-use paths and compliance with the Americans with Disabilities Act of 1990. Though the understood preference of the Madison Port Authority that operates the railroad, the unpaved connector adjacent to the Madison Railroad and right-of-way, would not be considered in compliance.

Nonprofits and private developers (like the HTC and Riverfront Development) provide a valuable service to the City in developing public areas and they should be applauded and encouraged. However, it is important that the City- through the Mayor's Office, Parks Board, Port Authority, and other official entities- maintains the leadership role in these projects and develop consistent policies and design standards for public facilities within the city in order to provide direction to any organizations such as the HTC, the Riverfront Development Committee or private developers such as the marina owners in terms of how they should continue their valuable efforts in providing amenities used by the public.

Goals & Recommendations

Goal 1: Preservation

Maintain and improve quality of life facilitated by dense, pedestrian-friendly historic urban neighborhoods.

RECOMMENDATION 1

Preserve the historic structures and open spaces that define Madison's character.

Maintain consistent design review and enforcement within the National Historic Landmark District, following best practices for local-review historic districts; ensure continued stewardship of Madison's historic architecture - the city's primary economic driver - to promote continued economic growth and improved quality of life.

RECOMMENDATION 2

Support the historic rehabilitation efforts of private property owners.

Provide incentives such as the existing P.A.C.E. program, reduced permit fees, a façade grant program, coordinating infrastructure improvements with planned rehabilitations, and coordinating with local agencies and organization's to maximize the positive effect of rehabilitation and reinvestment.

RECOMMENDATION 3

Work to establish a positive relationship between the Historic District Board of Review (HDBR) and community.

The HDBR should extend their outreach to the historic district community to educate, share information, discuss alternatives and affordable solutions to stabilize and enhance properties. Updating the guidelines to include illustrations and alternatives that discuss flexibility for improvements would be helpful. A planner with preservation experience can perform these tasks and make supported recommendations to the Board. Informing or coordinating with other boards and commissions involved in land use issues such as the Plan Commission and Redevelopment Commission prior to Council decisions would be beneficial.

RECOMMENDATION 4

Place signs to denote the Historic District edges.

Work with Historic Madison, Inc., the Cornerstone society, Inc, and other local organizations to create a plan to place signs at strategic locations to demarcate the National Historic Landmark District boundary.



Madison's historic architecture defines the community's sense of place and is the area's most significant economic resource.



Incentives can encourage small business development that boosts the local economy while improving quality of life. Sidewalk dining is an important component in quality of life.

Goal 2: Character

Expand and reinforce the symbolism of One Madison.

RECOMMENDATION 1

Bring the Downtown and Hilltop areas together symbolically and physically.

Address physical and symbolic barriers between Downtown and the hilltop through coordination of wayfinding, streetscape design, pedestrian safety enhancements, programming, and redevelopment. Use the Madison Connector project and Priority Redevelopment Areas to knit all the community together.

RECOMMENDATION 2

Continue to expand and support local arts. Celebrate the City's designation as an Indiana Cultural Arts District.

Support the Madison Arts and Cultural District pARTner organizations throughout the Madison Arts and Cultural District which include: Madison Area Arts Alliance (MAAA), Madison Chamber of Commerce, Madison Main Street Program, City of Madison, Community Foundation of Madison & Jefferson County, Historic Madison, Inc., Jefferson County Historical Society, JCIDC, and VisitMadison, Inc. to expand the successes and benefits of the district to our neighborhoods and commercial districts throughout the City. Take every opportunity to integrate arts and cultural communities into business and existing events.

RECOMMENDATION 3

Recognize and elevate the influence of the Arts.

Support the MAAA in fulfilling the goals of their strategic plan by adopting a public arts policy that commits funds or requires future development to contribute to a public art fund. Adopting a Public Art Policy and ensuring continued financial support from the city will elevate the recognition of the arts as an economic driver with the bonus of enhancing the quality of life experience. In addition, the arts community should have a seat at the table in discussions about community and economic development. An update to the Madison Zoning Ordinance could require new development to provide for or incorporate art that is publicly accessible and visible in new projects.

Investigate national models for Arts District development of public arts policy and economic development strategies which nurture and address the creative community as an economic asset (Art of the Rural, ARTSpace, National Endowment for the Arts). Look to outstanding examples of artists residency programs, art centers, public arts projects, live/work space, district development along with Main Street Programs (Bristol VA/TN; Jonesboro, TN; and Paducah KY).

Utilize the Madison Area Arts Alliance which mission is to bridge artists' and arts' organizations with civic and business sector of the community, as evidenced in



The new Madison Arts & Cultural District sign.

recent projects like the River Terrace Health Campus, King's Daughters' Hospital, and that planned for Ivy Tech. Ivy Tech offers music in the rotunda and Hanover College hosts a Community Artist Series attracting international performances to the area annually.

RECOMMENDATION 4

Extend the reach of recreational, cultural, and entertainment offerings to the north side of Madison.

Most festivals and events and the majority of recreational opportunities are in the vicinity of the riverfront, downtown or Main Street. Consider occasionally programming spaces in the vicinity of Clifty Drive with events, different than those downtown, that too will attract residents. Encourage residents on the north side of town to identify and develop recreational, cultural, and entertainment offerings appropriate to the area. Commercial parking lots and school campuses can be sites for a market, music event or temporary outdoor gallery space.

Chapter 8: Targeted Redevelopment, identifies sites that have great potential to be catalysts for change, such as the 22 acres at the southeast intersection of Clifty Drive and Michigan Road, which is literally and figuratively, a blank slate. The proposed Madison Connector proposes a spur up Michigan Road to the redevelopment site that could be a trailhead with bike and vehicle parking. There is also opportunity for public/private (new development) partnerships to provide community amenity areas. This is an example of the POPS model of Privately-Owned Public Space.

RECOMMENDATION 5

Provide more recreation opportunities to attract more visitors and residents to use the Ohio River year round.

Madison must take better advantage of highlighting its best asset, the waterfront, by providing more active and passive recreational programming, incentivizing redevelopment, and establishing the highest standards of design quality. This is not just a city effort or private developer effort. To effectively change anything in this special but challenging environment, a public private partnership (PPP) is required. Heritage Park on the riverfront and Heritage Hill, one small part in a proposed citywide network, are continually enhanced by the Conservancy in collaboration with the city's Parks Department.

The City, Riverfront Development Commission, City Redevelopment Commission, City Council, new owners of the Marina, the HTC, owners of the Cotton Mill, Tower Factory and other significant structures have to come together to coordinate redevelopment. The derelict condition of the structures listed above diminish other positive strides occurring in the historic district. A successful implementation of the proposed Madison Connector and its important Mulberry Street connection, would be a real coup and catalyze others development. Consider redeveloping other corridors to the riverfront including Jefferson Street, West Street, and Broadway.

Shop and eat outside of your neighborhood - get extra passport stamps if you do.

Read Chapter 8: Targeted Redevelopment Areas for more information on proposed development, design precedents and specific tools and action steps to implement priority projects in Madison and enhance the experience for residents and visitors.



The current state of the marina.

Goal 3: Gateways

Enhance the physical definition of the City.

RECOMMENDATION 1

Devise gateway treatments which communicate the City's brand and identity.

A gateway is more than just a sign. Create a gateway design template for both a primary and secondary gateway. Design elements may include landscaping, landmark signage, public art, lighting but also be suitable and complementary to the site and adjacent development. Refer to the map on page 34 for recommended gateway locations. Wayfinding and directional signage will create a user-friendly and welcoming environment for visitors, resulting in longer stays and more dollars spent in the community. Expand the downtown wayfinding signage city-wide to guide residents and visitors to healthcare facilities, schools, parks and other districts on the north side of the City. Consider all signage within view prior to placing a new sign to reduce sign clutter.

Goal 4: Housing and Neighborhoods

Revitalize and improve struggling neighborhoods.

RECOMMENDATION 1

Identify catalyst sites or blocks for cleanup.

The City should work in concert with neighbors and local community groups to identify priority areas, coordinate the work, and celebrate the improvements. Sponsor routine neighborhood cleanup projects in tandem with large trash pickup days. Reach out to organizations with young adults needing service hours -- schools, churches, scouts for assistance.

RECOMMENDATION 2

Encourage a mix of housing options that support affordability, accessibility, and diversity.

A variety of housing options allows for a vibrant mix of residents and creates a critical mass of people to support local commercial activities. Diverse housing types of different price points include apartments, single family homes, townhouses, second-story spaces above first floor commercial, and duplexes. Multi-generational housing options (post-school, family, senior, retirement) are part of the equation for success.



Neighborhood-based cleanup and beautification projects can bring the community together and instill pride in place.

RECOMMENDATION 3

Increase the frequency of inspections and code enforcement to ensure the quality and safety of new and existing housing.

Conduct rigorous and proactive code inspections on new construction and periodic post-occupancy enforcement inspections to ensure equal ordinance compliance across all neighborhoods of the City. Hold developers, contractors, and property owners accountable for deficient housing quality, safety and maintenance.

RECOMMENDATION 4

Investigate and create residential infill development guidelines for urban properties.

Update the Development Ordinances to provide graphic guidelines or standards for infill development. As structures are rehabilitated and gaps in neighborhoods filled, new development should be compatible with historic or existing development patterns to create a seamless transition and ensure the long-term viability of neighborhoods. Having quality standards protects the investment for existing residents.



Rigorous inspections and code enforcement are necessary to ensure that all new and existing buildings are safe and code-compliant.

Goal 5: Affordable Housing

To create and maintain affordable housing within the Region.

RECOMMENDATION 1

Utilize the Indiana Housing and Community Development Authority’s Community Development Block Grant program for owner-occupied housing rehabilitation.

RECOMMENDATION 2

Utilize the USDA Rural Development’s Housing Preservation Grant Program for owner-occupied housing rehabilitation for all communities in the region that are classified as rural.

RECOMMENDATION 3

Utilize various programs offered through the Indiana Housing and Community Development Authority that promote and develop affordable housing opportunities for rental, homeless, and persons living with HIV. (HOME and Tax Credits).

RECOMMENDATION 4

Utilize various programs offered by the Federal Home Loan Bank through the Neighborhood Improvement Program (NIP) and the Affordable Housing Program.

RECOMMENDATION 5

Leverage partnerships between local community foundations and state and federal programs to further the goal of creating and maintaining affordable housing.



Flexible design guidelines allow compatible infill development that complements distinct historic character.

Goal 6: Wellness

Approach improvements to health from multiple avenues.

RECOMMENDATION 1

Support groups that make moving fun!

The City should continue to work closely with and capitalize on the advocacy of the Healthy Communities Initiative, Active Living Team (ALT), HTC, and other groups to implement the many goals related to on- and off-street non-motorized transportation throughout the City and Jefferson County.

RECOMMENDATION 2

Recruit an inpatient facility for substance abusers.

Work with KDH and county health officials to provide inpatient care for people with drug/substance abuse.

Goal 7: Education

Improve the quality and reputation of the local educational system.

RECOMMENDATION 1

Continue to strengthen relationships and programming connections between Ivy Tech Community College and Hanover College.

Hanover College students, faculty and staff are firmly invested in Madison. They live, shop and are entertained in Madison and are committed to building a greater role in the community. The school will continue its Internship program and active recruitment from Madison Consolidated Schools (MCS).

Continue the partnership between Madison consolidated Schools and Ivy Tech that promotes educational pathways leading to employer identified needs for skills, certifications and work experiences.

RECOMMENDATION 2

Continue to support the Madison Fine Arts Academy at Madison Consolidated High School.

In 2011, MCS began the Academy offering fine art classes as part of the core curriculum. The school has a goal for 10% of the student body to be enrolled. The relationship between the students and the hundreds of artists in the community is a great bridge for enhancing social connection.



Ivy Tech and Hanover College are partners for programming with Madison's public school system.

Several elementary schools encourage local art and cultural assets through programs such as Young Hoosiers and Mayor’s Eagles. Historic Madison, Inc., Jefferson County Historical Society, Lanier State Historic Site, Cornerstone Society, and Madison Main Street Program offer many free art and cultural learning opportunities throughout the year i.e. History Camp, Archicamp, lectures and cultural events.

RECOMMENDATION 3

Partner with local businesses and schools to promote to produce highly trained and capable individuals for the diverse local employment opportunities.

Continue to support the good work Cub Manufacturing is doing with mentoring and skills training program. Work with the Chamber of Commerce to create similar relationships with other employers to support workforce development.

RECOMMENDATION 4

Support Madison Consolidated District initiatives to address K-12 student needs, increase graduation rates, and ensure that each student has the basic skills to successfully enter the workforce.

The school district should continue its effort to integrate Science, Technology, Engineering, and Mathematics (STEM) curriculum into established educational pathways and expand existing programs to prepare students for employment opportunities in technical fields such as medicine, health care, information technology, and advanced manufacturing.

Examine the ways to continue the work started by Economic Opportunities through Education 2015 (EcO15) initiative. Nurture the relationships that have been established and identify key programs that have been started and need funding to sustain them.

As stated in the 2015 ENVISION Jefferson County Action Plan, continue to support the partnerships between local schools and employers to identify the skills needed for local jobs. Catalogue local job opportunities. Identify career paths for those positions including resources for gaining the necessary experience, certifications, degrees, and recommended steps for:

- Entry level positions—opportunities requiring minimal preparation other than high school.
- Specialized area positions—opportunities requiring preparation typically before entry into this kind of career.
- Exempted or skilled positions—opportunities requiring certification or degree before entry into this field.



Lydia Middleton Elementary School

RECOMMENDATION 5

Create a quality education task force

Continue to support the Education Team formed as a result of the ENVISION Jefferson County planning effort as they review the existing education systems and study the academic performance, financial standing, existing facilities, and the organization of the school systems in the county. Encourage the Team to make recommendations to the schools and community regarding specific steps to achieve identified goals.

The Education Team could be influential in initiating and supporting a public referendum to improve school facilities.

Goal 8: Parks & Recreation

Leverage recreational assets for enjoyment of residents and tourists, as well as economic development potential.

RECOMMENDATION 1

Promote the Ohio River.

Include directional information to the Ohio River on wayfinding signs.

The city must take the lead and work with non-profit organizations including the Riverfront Development Committee and the Heritage Trail Conservancy to integrate and promote public and/or private festivals and events with existing or future private river concessions (dart boats, campground, marina, riverboat rides, kayaks), and access to trails for better synergy and success.

Improve the streetscape along the north side of Vaughn Drive compatible with Heritage Park and the riverfront walk on the south. Additions should include sidewalk of aggregate paving, lighting, and decorative fence or landscaped edge that minimizes the event parking that occurs on the north side of the street, and that complements and respects the river and the downtown.

RECOMMENDATION 2

Expand and enhance the campground.

The city should consider seeking a private campground operator that will make the appropriate upgrades (restrooms, enhanced accessibility, additional spaces, program activities) to the campground to make it a revenue generating use. It is also important to develop policies and regulations limiting stays so that there is turnover of spaces for recreation.

RECOMMENDATION 3

Build a zipline.

Continue efforts to recruit a family-oriented zipline / adventure recreation (rock climbing, ropes courses) facility in Madison/Jefferson County.

RECOMMENDATION 4**Plan for growing recreational needs on the north side of Madison.**

Due to new infrastructure, new residential growth may occur in the northeast and northwest area of the city. The city is not in a position to acquire or maintain additional parkland or facilities. One way to add space is to require new residential and non-residential development (such as the CRM-owned redevelopment site at Clifty Drive and Michigan Road) in north Madison to provide open space, trails, recreation or gathering areas. This concept or Privately-Owned Public Space (POPS) is being used across the U.S.

RECOMMENDATION 5**Coordinate with Grassroot Park Efforts**

The city and Parks Advisory Board should step up to coordinate and develop policies to work with grassroots groups. Ultimately, it should be the responsibility to oversee the creation, upgrades and maintenance of park spaces including those with involved groups such as Hargan-Matthews riverboat-themed park, and Walnut Street Park which is being developed to interpret the Underground Railroad activities in Madison. See adjacent sidebar for potential grant assistance.

RECOMMENDATION 6**Implement the recommendations in the 2016 Bicycle and Pedestrian Plan.**

Use the Plan to guide the provision of quality walking, running and biking experiences both off-street and on-street. Each time a road is reconstructed, paved, widened or new development occurs, non-motorized transportation should be considered.

One of the most significant projects proposed in the city is the Madison Connector which will link the Heritage Trail to paths proposed on Hatcher Hill, Green Street, Mulberry Street and that will appeal to a variety of users. Multiuse paths are more than just a linear track. Each should include periodic places to stop, refresh oneself, take in a view or learn about the benefits of activity. The width, the surface, whether on or off-street may vary but the path should have minimum design standards set by the City for accessibility for all. Expansion of this type of facility will also catalyze redevelopment of neighboring properties.

RECOMMENDATION 7**Fund Park Improvements with a Quality of Life Bond**

A primary tenet of this plan is to improve the quality of life and provide much needed amenities to attract new and diverse populations to Madison. Upgrades to parks, trails and greenways, and safe facilities are only a few of the needed improvements and allocations from the general fund will never allow the City to catch up. Support a referendum for a **Quality of Life Bond initiative**. At the very least, create a separate tax levee for parks.



A zipline was listed as a priority in the ENVISION Jefferson County Action Plan.

African American Heritage Grants

Indiana Landmarks' African American Landmarks Committee awards grants ranging from \$500 to \$2,500 to assist organizations in the preservation and promotion of historic African American properties and sites in Indiana. Civic groups, schools, libraries, historical societies, and other nonprofit agencies are eligible to apply for grants for organizational assistance, studies assisting in or leading to the preservation of a historic African American place, and programs promoting the preservation, interpretation, and/or visitation of a historic African American place. We make the grants on a four-to-one matching basis, funding 80% of the total project cost up to \$2,500, whichever is less. For more information contact Mark Dollase, Vice President of Preservation Services for Indiana Landmarks, 800-450-4534, 317-639-4534, or mdollase@indianalandmarks.org.

Hatcher Hill, part of the proposed Madison Connector.



RECOMMENDATION 8

Fund Park Improvements through Fund Raising

Establish a “Friends of Madison Parks” organization or subsidiary of the Community foundation that will act as an ongoing fund raising entity.

RECOMMENDATION 9

Update the Parks and Recreation Master Plan

Consider hiring a professional for a comprehensive update of the plan. Confirm needs with a needs analysis and surveys, address ADA Compliance and maintenance and use the Parks Advisory Board members and Parks Director to aggressively pursue grants.

RECOMMENDATION 10

Implement the Master Plan For Lanier State Historic Site

Make a concerted and coordinated effort by Madison historic and park-oriented organization to approach the DNR Indiana State Museum and Historic Sites section to encourage implementation of the Master Plan adopted for the JFD Lanier Mansion State Historic Site, including the Kendall Block.

RECOMMENDATION 11

Update the Riverfront Master Plan

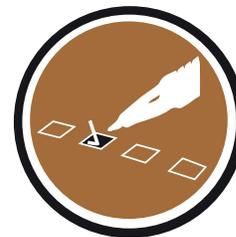
Madison has placed responsibility for development of recreation space on the riverfront on the Riverfront Development Commission, a not-for-profit corporation. The RDC needs to update its current master plan which includes performance metrics, and share it with the City and the public, as they may be partnerships that would come to light for implementation. And as mentioned above, the City Parks Department and Parks Advisory Board should consider policies and standards for working with private entities, such as the RDC to improve public spaces.

Land Use | 4



Quick Wins

Update the zoning ordinance to firmly guide and facilitate desired new development, redevelopment and infill envisioned by the community.



Land Use

In the state of Indiana, the Future Land Use plan is one of three required components of a comprehensive plan. Thoughtful land use planning is of principal importance to communities like Madison as they seek to protect investment by existing residents and businesses and maximize resources.

A Future Land Use Plan guides future growth and development and reflects the relationship between transportation, public services and economic development. In jurisdictions exhibiting little or slow growth, it may help “right-size” the community. This plan recommends potential growth areas in the north but primarily focus on redevelopment. City leaders have addressed annexation of land primarily on the in the north (refer to page 79), and are committed in the future to following a best practices policy that the extension of infrastructure (roads, water, and sanitary sewer) by the municipality occurs in conjunction with the voluntary annexation of the lands to the city.

The Future Land Use map on pages 77 and 78, uses existing land use as a foundation and guide to compatibility for newly proposed or revised designations. The Plan, which strives for balance, provides land use designation descriptions and images that reflect the character and intensity of future development and redevelopment. Land Use designations are broad brush depictions, NOT zoning. While the actual pattern of land development may vary somewhat, the principles should be maintained and used as a decision-making guide for the Plan Commission and City Council. Input by citizens, property owners, and City leaders, led to a focus on development and redevelopment within city boundaries and managing the costs of providing services.

Refer to the profile on Annexation on page 41.

Existing Land Use

Madison’s primary land use categories include commercial, industrial, and residential. Calculations indicate that open space represents 17% of land area, but 10% of that is the bluff. Except for open space, the land uses are distributed throughout the city. As described earlier in Madison’s history as a river city, the growth expanded north from the shoreline up the bluff. In the 1950’s, Madison annexed North Madison. The era in which each part of the community was built is reflected in distinct development patterns prevalent at the time, though the design excellence that prevailed in the early 1800’s did not carry on as the City evolved. It is not certain whether a lack of awareness, development review, design standards, and enforcement led to this happening, but this plan and updated zoning documents can help reinstitute the quality Madison deserves.

Zoning Type	Percentage
Residential	49.70%
Commercial	10.90%
Industrial	22.20%
Open Space and Hillside	17.20%

RESIDENTIAL (RURAL, URBAN AND SUBURBAN)

Residential areas located throughout the City decrease in density and urbanization as they transition to the north. Residential subdivisions are continuing to be built on the north side of Madison in the rural unincorporated area of the ETJ. Though provided with municipal utilities, some subdivisions are not annexed. In

addition subdivision control regulations have not been updated in decades. New regulations might include amenities such as sidewalks, perimeter landscaping, and streetlights in addition to the required yard post lights.

South of Clifty Drive, the area is dominated by mid-century suburban development with ranch and split-level detached houses in neighborhoods or along city streets within a short driving distance of commercial services, schools and parks. Multi-family and manufactured housing are also part of the residential mix.

Urban residential areas adjacent to the Downtown are of a relatively moderate to high density, are mixed-use in nature, and are walkable. Schools, parks, churches, retail and services, laid out on a grid of streets and sidewalks with high levels of connectivity, both by automobile and by foot. Here there is also a mix of single and multifamily residences, some above commercial businesses, that maintain the traditional development pattern.

COMMERCIAL/BUSINESS

Roadway access and topography influenced the layout of Madison's two primary commercial areas that run east-west parallel to the bluff. Main Street (SR 56), the first to develop in the early 19th century is a walkable grid of streets with a mix of residential and commercial development and industry on the edge. As development of residential expanded north in the City and county, a second area of auto-oriented commercial development emerged along Clifty Drive (SR 62). INDOT will return Main Street to the City in 2020, allowing greater flexibility for future improvements.

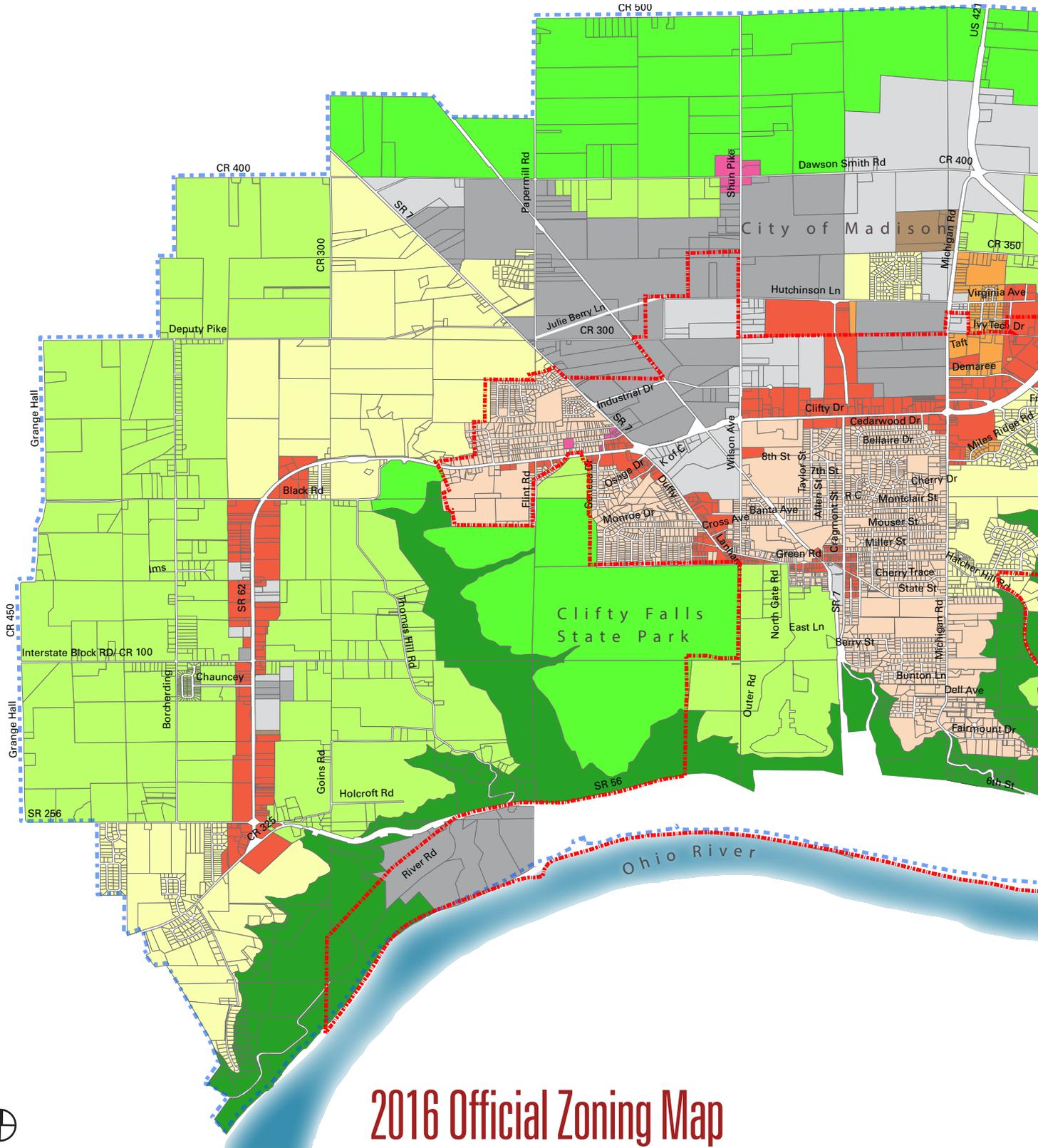
INDUSTRIAL

River and rail influenced the initial location of industry in Madison but in recent decades the convenience of truck access is the primary factor affecting location. While Clifty Creek Power Plant remains on the waterfront, now much of the industry is located north of Clifty Drive between State Route 7 and US 421. Again, similar to north side residential areas, utilities were extended throughout the industrial parks without being annexed, leaving the City with the responsibility for managing the land without the benefit of the revenue that would be generated to support the services.

OPEN SPACE

Seven percent of the land area in Madison is designated open space, however much of that is attributed to the steep hillside bluff which has limited use for most traditional recreational activities. The City has more than 23 parks and is currently planning two new parks. Private or institutional recreation areas (school or church playgrounds, private golf courses) are not counted in the land totals for the tally of existing open space uses.

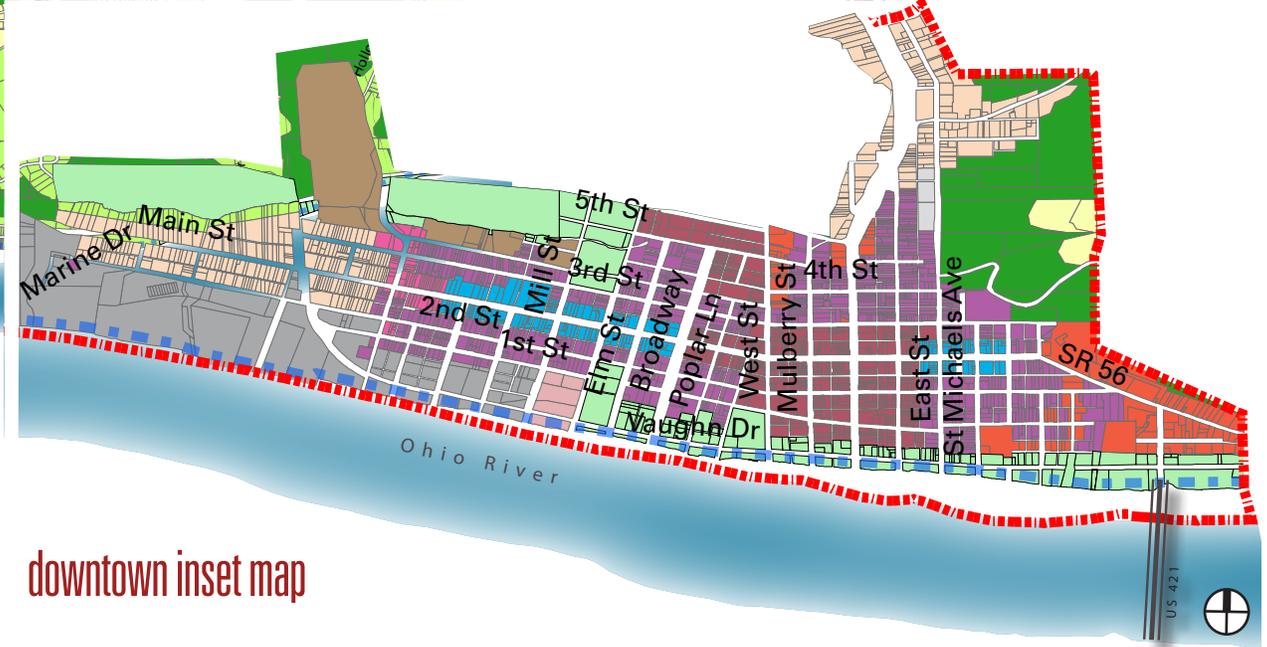
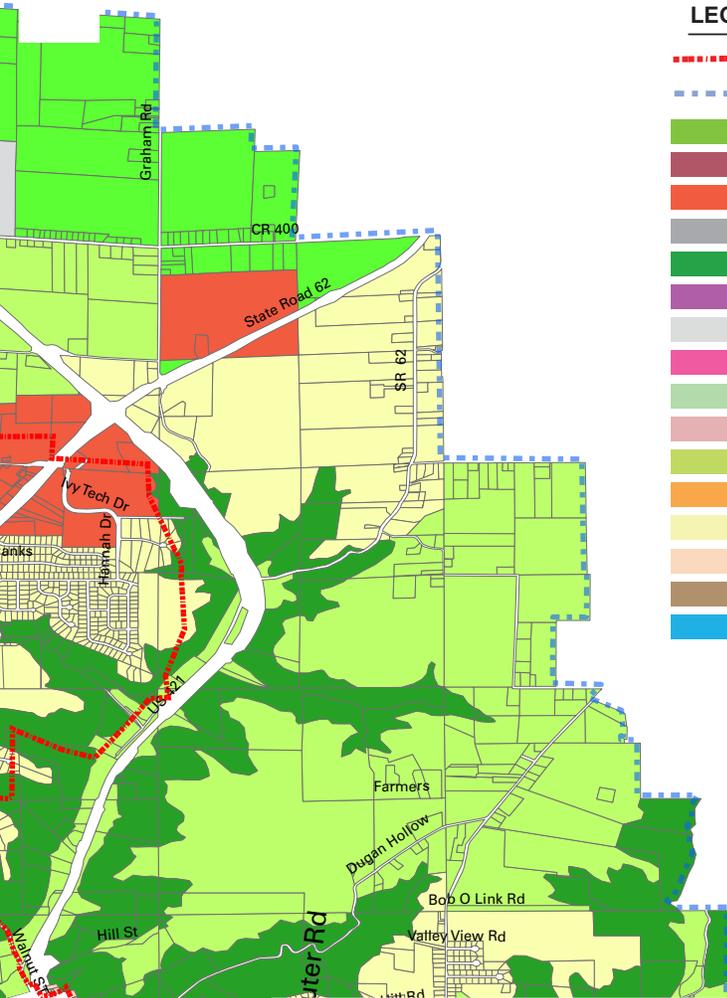
A great community can be described by its form just as easily as its function. Land, like any other resource, can be easily squandered. Without careful stewardship, great places and neighborhoods can fall into disrepair....this comprehensive land use plan seeks to holistically address the community's place-based issues. -- ENVISION Action Plan, 2015.



2016 Official Zoning Map

LEGEND

- - - - Corporate Limits
- - - - 2 - Mile Extra Territorial Jurisdiction
- Agriculture (AG)
- Central Business District (CBD)
- General Business (GB)
- Heavy Industry (M-2)
- Hillside (HS)
- Historic District Residential (HDR)
- Light Industry (M-1)
- Local Business (LB)
- Open Space (OS)
- Professional Office (PRO)
- Residential Agriculture (RA)
- Residential High Density (R-32)
- Residential Low Density (R-4)
- Residential Medium Density (R-8)
- Residential Mobile Home (RMH)
- Specialty District (SD)



downtown inset map



Future Land Use Designations

OVERVIEW

The Future Land Use Plan designations below and on the following pages include a brief description of the types of uses or development character that might occur in each. The adjacent image – either from Madison or another community – further illustrates the type of character.



AGRICULTURE / RURAL RESIDENTIAL

The Agriculture/Rural Residential land use designation generally occurs outside of the incorporated boundaries but within the two-mile fringe. The designation implies traditional farming practices such as crop production, livestock, agricultural production and storage centers (such as grain elevators); agricultural research; stables, wineries, and other natural and food production related activities.

This also includes Rural Residential development. Activities characterized as agritourism (farm trails, farmers' markets, and roadside stands) may occur here. Development in this area will likely not be connected to municipal water or sanitary sewer. Development other than agriculture or associated rural residential should not be encouraged to minimize potential conflicts with other land uses.



PARK / OPEN SPACE / CULTURAL AMENITY

This designation includes neighborhood and community parks, greenways, trails, golf courses, the marina and other recreational and cultural amenities. The hillside north of downtown which currently does not support active recreation, is not included in this category. Parks and open space should be well connected to schools, shopping areas, neighborhoods, and even the adjacent Clifty Falls State Park. Active use parks that support a large number of activities should be connected to public utilities. This is the only land-use designation appropriate for consideration in the 100-year floodplain illustrated in Chapter 6: Infrastructure & Public Services.

A note about multifamily development

The community has expressed a desire to provide for a variety of housing types and sizes that suit the needs of existing and future residents. Madison's housing stock should include both rental and owner-occupied units reflecting the range of lifestyles and incomes within the community. Each residential designation, with the exception of rural residential, may incorporate multifamily housing (three or more housing units joined together). Updated zoning standards will address character, scale, and materials and ensure compatible transitions are provided between developments. Multifamily implies a type of use and not a type of ownership.

HILLSIDE

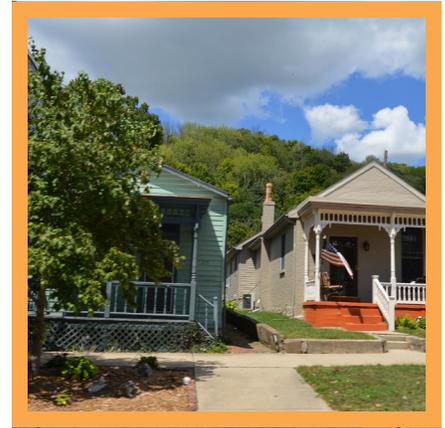
The hillside constitutes approximately 10% of the 17% of open space in the city. This land use is characterized by steep hills, bluffs and cliffs and is not considered developable. While this land constitutes open space, it is not active so it is called out separately from the Park/Open Space/Cultural Amenity designation above.

SUBURBAN RESIDENTIAL

Suburban Residential refers to neighborhoods of single-family of low to moderate densities, as well as attached, manufactured, and multifamily developments. This category is characterized by larger lot and housing typically built after World War II. Suburban residential areas may also contain institutional uses such as civic, religious, and educational facilities. New development should always be required to connect to existing infrastructure and utility services. Residential neighborhoods should be connected by streets and sidewalks or multi-use paths to schools and other compatible non-residential areas. Cul-de-sac streets, which do not encourage connectivity, should be minimized.

NEIGHBORHOOD MIXED-USE

Neighborhood Mixed-Use refers to traditional neighborhoods with a historic development pattern such as those in the southern section of Madison generally between the bluff and the Ohio River. It is primarily a mix of single and two-family homes and small multifamily buildings with minimal setback from the street. This land use also includes some mixed-use commercial/residential properties. Some are on alleys with rear-loaded garages and in some cases only on-street parking, but typically these homes do not have front-loading garages unless at the rear of the lot. This designation surrounds the core around Main Street and much lies within the Historic District. There is a continuous network of blocks connected by streets and sidewalks that lead to parks, the central business and civic area. Vacant lots should be redeveloped with compatible infill that reflects the desired character of the neighborhood. This designation can also serve as a transition between lower density residential and commercial or business activities. Development should be connected to City utilities and public services.



DOWNTOWN CORE

This designation refers to the downtown core which encompasses much of area along Main Street and extends to the river between West and East streets. There are a mix of uses (residential, commercial, civic) contained in the 133-block historic district. Development occurs on an urban grid traversed by major thoroughfares (Main Street, Michigan Road, SR 7 and US 421). Like the Neighborhood Mixed-Use designation above, vacant lots should be redeveloped with compatible infill that reflects the desired character of the neighborhood. Chapter 8: Targeted Redevelopment outlines redevelopment opportunities, several of which occur in the downtown core. Enhancing and maintaining connectivity, infrastructure and utilities must be approached in a proactive manner.



COMMUNITY COMMERCIAL

Community commercial includes higher intensity uses including national retailers, offices, food services, lodging, and entertainment, which draw customers from the City and adjacent communities. The designation may also contain medium to high density multifamily residential. These developments ideally are located on major thoroughfares and at prominent intersections as these uses require high visibility (enough daily traffic to support significant sales) and convenient access, on larger parcels with dedicated parking. While most community commercial uses are predominately one-story, uses may be mixed both vertically (in the same structure with retail below and residential or office above), or horizontally -- uses adjacent. New commercial centers should have cohesive architectural styles using high-quality materials, and provide landscaping, lighting, pedestrian accommodations, and even open space if over a certain size. Controlled access (limiting curb cuts) and cross-access easements between businesses (connecting parking lots) should be considered to mitigate potential traffic congestion.



4| Land Use



INSTITUTIONAL / CIVIC

The Institutional/Civic designation includes uses such as libraries, schools, municipal buildings, fire stations, and utility stations as well as hospitals and similar land uses essential to the city's efficient operation and overall well-being. Institutional uses often fall within other uses close to the populations they serve. Careful site planning, quality architectural design, and landscaping for these facilities set the tone for the image and identity of the community. All new development should be required to connect to municipal utilities and services.

BUSINESS PARK / LIGHT INDUSTRIAL

This designation includes professional and business offices, light assembly plants, flex-tenant type facilities, and research and development centers. These businesses should have good access and connectivity to highways and main thoroughfares, as well as good internal circulation. Site layout and the creation of a well designed business or industrial park is good planning practice. This type of development, similar to commercial should not be planned as a strip lining both sides of highways and county roads. This use may also be a buffer between industrial and commercial uses. The tendency for these developments to serve as major employers warrants a need to consider connectivity to nearby neighborhoods (potential resident workforce) and the possibility of public transit. Attention should be paid to architecture, building orientation, landscaping, and signage to ensure cohesive design that will attract future investors.



GENERAL INDUSTRIAL

This designation may encompass such land uses as rail facilities, manufacturing, distribution, warehousing (not self-storage), power generation, wastewater treatment, processing plants, and other similar businesses. This plan reduces the amount of land designated for industrial uses as the previous plan provided more than can be absorbed given the market conditions of the last decade and the growth projections for Madison during the lifetime of this plan. Many previously designated areas were returned to Rural Residential / Agricultural as part of a realistic "right-sizing".

This use typically produces the greatest amount of large truck traffic with a strong dependence on the roadway network and has the potential to generate noise, vibration, dust, and odor. Industrial facilities should be located on large lots that can accommodate future expansion needs. To minimize the impact on surrounding land uses, perimeter fencing, berms, and vegetative screening are encouraged.





LEGEND

- - - - Corporate Limits
- - - - 2 - Mile Extra Territorial Jurisdiction
- Agriculture/Rural Residential
- Park/Open Space/ Cultural
- Hillside
- Suburban Residential
- Neighborhood Mixed-Use
- Downtown Core
- Community Commercial
- Institutional/Civic
- Light Industrial/Business Park
- General Industrial
- - - - US 421 Routing

* Note: Proposed routing for US 421 and Land Use are subject to change following final INDOT/KY Transit Cabinet approval in fall 2016.

Growth and Annexation

Annexation of land is one way in which cities grow. It is important for the City of Madison to consider the balance of land uses for land annexed. Striving for a balance between residential development and revenue-generating development such as commercial and industrial is important for a healthy and sustainable economy. Ongoing communication and coordination between the City and County regarding land that may be included in future annexation plans can protect natural features and environmental resources, facilitate efficient travel, and provide seamless coordination of public safety and emergency response services.

Annexation plans should be consistent with the Future Land Use Plan and when land is annexed, the zoning should be at the least intensive land use category such as Residential-Agriculture unless a development plan is submitted at the same time. The City shall require annexation upon extension of municipal water and sewer service as best practices suggest. That said, the City should focus annexation efforts on the north and northeast sides of the City, along arterials (US 421 and SR 7) and collectors, and where water and sewer currently exist in the vicinity of the new King's Daughters' Hospital and designated commercial areas.

What is Annexation?

Annexation is the process by which real property becomes a part of the City. It entitles the property owner to the wide range of municipal services that the City can provide. The City's Comprehensive Plan should designate the extent of the area where urban services are generally or are planned to be available, and development requiring such services can be located. Annexation is controlled by Indiana Code Chapter 3 located at: <http://codes.lp.findlaw.com/incode/36/4/3>

Who needs Annexation?

Landowners of unincorporated property who want to develop their vacant land, homeowners who wish to connect to the City's sanitary sewer system and property owners who plan to improve existing structures are all candidates for annexation.

What are some of the benefits of Annexation?

Greater control over decisions affecting your neighborhood through your vote on major City initiatives, your City Council representative and Mayor.

- Generally better fire protection based on shorter average response times, number of personnel arriving at an emergency with first alarm units and depth of fire protection resources.
- Generally better police protection based on number of field personnel.
- Ability to connect to the City's sanitary and storm sewer systems.
- Better trash, recycling and compost collection.

Will Annexation cause a tax increase?

Annexation, by itself, does not trigger a reappraisal for property tax purposes. The basic property tax rate remains the same.

What applications would have to be filed?

If the owners of land located outside of but contiguous to a municipality want to have territory containing that land annexed to the municipality, they may file with the legislative body of the municipality a petition signed by at least:

(A) fifty-one percent (51%) of the owners of land in the territory sought to be annexed; or

(B) the owners of seventy-five percent (75%) of the total assessed value of the land for property tax purposes; and

Please consult the City's Community Development Department's fee schedule for current application filing fees. Typically a Rezoning Application is also required.

What is involved in the process?

The City Council makes the final decision on annexation applications. The annexation will be reviewed by the Community Development Department staff, who may expand the boundaries of the proposal. For this reason, you should always contact the Planning staff prior to submitting your petition.

Goals and Recommendations

Goal 1: Balance & Diversity

Continue to provide a balance of land uses to ensure a diverse tax base.

RECOMMENDATION 1

Use the Future Land Use Plan for making decisions regarding future development.

- Ensure adequate land is maintained for suitable industrial and commercial development.
- Encourage intra-governmental collaboration using the Future Land Use Plan as a guide to ensure viability and success of economic development, redevelopment, and housing endeavors.
- Ensure property owners, developers, and other private entities are familiar with the plan as they make investment decisions.

RECOMMENDATION 2

Right-size the amount of land available for business parks.

Consult with the JCIDC economic development specialist to understand the current and future demand for office park, light and general industrial uses. Do not zone additional properties inside or outside the city light or heavy industrial.

Regionally market properties with industrial zoning and consider providing incentives to encourage development. If necessary combine parcels or consider land swaps instead of zoning existing agricultural land in the county to industrial.

Consider rezoning underutilized industrial properties not likely to be needed for new development or expansion of existing to allow residential or commercial or park development.

Changing ETJ Boundaries

The City may consider reviewing the current boundary and adjusting the ETJ to a manageable size, by filing notice with the County recorder and County plan commission to amend the boundaries.

Goal 2: Right-size Madison

Understand the realities of growth and development.

RECOMMENDATION 1

Reduce the current extents of Extra-Territorial Jurisdiction (ETJ) to align with utility extensions and staff capacity to serve.

Managed growth within the ETJ is essential to right-sizing the community, keeping infrastructure costs under control, and emphasizing the importance of redevelopment in the core.

RECOMMENDATION 2

Encourage development in areas with existing infrastructure. Preserve agricultural areas.

Assess the capacity and extents of existing infrastructure and use the information to guide new development. In order to determine how much growth can occur rather than building new infrastructure. Encourage development and redevelopment within or adjacent to the City limits. Focusing on infill development will allow the city to realize a more vibrant core while managing the costs of providing services.

RECOMMENDATION 3

Collaborate with Jefferson County on location and extent of proposed development near the new King's Daughters' Hospital.

Consider concentrating medical-professional and service related development in the vicinity of the hospital. Ensure new development meets the design quality standards established by the KDH site.

Given the City of Madison provides municipal services in the vicinity of KDH, new development should be annexed to the City prior development approval.

Where possible concentrate development adjacent to existing development and avoid sprawling into agricultural areas and open space.



King's Daughters' Hospital

Goal 3: The Right Tools

Planning and Zoning tools must be maintained and updated to reflect best planning, development, design, and construction practices.

RECOMMENDATION 1

Update the Zoning and Subdivision Ordinances to facilitate desired development.

Prepare ordinances with zoning intent statements and graphic examples that match the desired character for zoning districts.

Revise the zoning district descriptions to provide for a mix of uses within developments, promoting flexibility which allows the real estate market to better respond in changing economic times.

RECOMMENDATION 2

Prepare a City Engineering Design Standards Manual

Design standards will supplement the Subdivision Control Ordinance and will ensure that quality construction standards for the City's streets, sidewalks, drainage, light and other improvements are implemented in the same manner, no matter the time and place.

RECOMMENDATION 3

US 421 Bridge Approach Zoning

Proactively update the zoning map to reflect the desired development pattern in the area of the city impacted by the proposed realignment for the US 421 Road Project. Consider the same approach for right sizing the land designated industrial that exists in areas of the city.

Goal 4: Establish Procedures

Offer education and training to Plan Commission, Historic Development Board or Review, and Board of Zoning Appeals members in land use, planning and development related best practices.

RECOMMENDATION 1

Ensure that commissions' staff prepare reports.

Staff reports for petitions and applications should be prepared by professional staff and cite consistency with planning documents in order to recommend approval.

4| Land Use

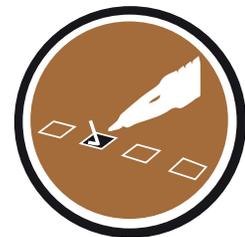
Boards and Commission members should follow the recommendations in the staff reports or prepare findings as to the special circumstances as to why the decision does not comply. Practices such as “spot zoning” to accommodate a specific development should be avoided.

Transportation & Mobility | 5



Quick Wins

Open Hatcher Hill for a trail connection between the hilltop and the riverfront, exemplifying cooperation and unity for the betterment of the community.



Transportation & Mobility

OVERVIEW

Transportation facilities represent a significant and integral element of the physical environment and contribute to the form, efficiency and character of the community. Part of the charm of Madison is its historic nature, and some streets such as Main, Broadway and Poplar Streets reflect that. However, much of the city has a modern transportation network that needs to keep pace with current trends and standards, and must connect citizens between homes, jobs, schools, shopping, and recreation.

The multimodal balance between pedestrians, bicycles, public transit, automobiles, golf carts, and trucks strongly influences the location and intensity of land uses, and can positively impact quality of life, foster economic development, and enhance aesthetics and appeal. This chapter focuses on improvements that reflect the goals of the community for a safe, efficient, walkable and interconnected system. First impressions of a city are often drawn from its transportation network, highlighting the importance of gateways and wayfinding recommendations in Chapter 3: Quality of Life.

FUNCTIONAL CLASSIFICATIONS

The Thoroughfare Plan Map on the following page illustrates the existing Indiana Department of Transportation (INDOT) functional roadway classifications for the City of Madison and the two-mile extraterritorial jurisdiction in Jefferson County. The functional classification system groups streets according to the land use served (or to be served) and provides a general designation of the type of traffic each street is intended to carry. Two major considerations for distinguishing types of streets are access and speed of mobility. The classifications are described in detail below.

PRINCIPAL AND MINOR ARTERIALS

The primary function of arterials is mobility. Limiting access points (intersections and driveways) on arterials enhances mobility, but also increases speeds, making them less compatible with pedestrians and bicyclists. The arterial is designed to carry more traffic than is generated within its corridor. Arterials operate at higher speeds (45 mph and above), provide significant roadway capacity, have a great degree of access control, and serve longer distances. Arterials include facilities with full access control such as freeways and expressways, but also boulevards and major thoroughfares such as Clifty Drive (SR 62), an important commercial and industrial corridor. Arterials usually connect to one another or collector streets. On the north side of Madison the urban form changes dramatically, influenced by patterns of land use and the design of the roadways, which tend to be wider, designed for faster vehicular speeds, and without pedestrian improvements.

Other principal arterials - Highways SR 56, SR 256, US 421, and SR 7 - connect the city to the rest of the region and are primary travelways for residents and



Clifty Drive

Functional Classification Map



LEGEND

- Principal Arterial
- Minor Arterial
- Major Collector
- Local Road
- Historic District
- City Boundary

5 | Transportation & Mobility



Clifty Drive signs at night

visitors. US 421, recently improved on the east side outside of the City limits, provides critical north-south connectivity as the only connection across the Ohio River for 25 miles. While an important north-south connection, it bisects neighborhoods not designed to handle heavy traffic.

State Routes 62 and 56 provide strong east-west connectivity for the region. SR 62, or Clifty Drive on the hilltop, is a thoroughfare congested with numerous driveway access points for businesses. State Route 7 provides additional access between north and south Madison. Due to significant topographical changes, the road has numerous curves and drop-offs, creating hazardous driving conditions like falling rocks and ice during the winter. The west side of SR 7 is also experiencing erosion. Though some thoroughfares were improved in recent years, bicycle and pedestrian facilities were not included.

Michigan Road, SR 7 north of Clifty Drive, State Street, 2nd Street and 3rd Street are designated minor arterials.

MAJOR COLLECTORS

Collectors provide critical connections in the roadway network by bridging the gap between arterials and locals. They typically provide less overall mobility, operate at lower speeds (less than 35 mph), have more frequent and greater access flexibility with adjacent land uses, and serve shorter distance travel than arterials. Thus, the majority of collector streets connect with one another, with local streets, and with non-freeway/ expressway arterials. Examples of collector streets within the project study area include north-south streets such as Wilson and Cragmont north of State, and W. Hutchinson Lane. Refer to the map on page 87 to see all streets.

LOCAL ROAD

The primary function of local or neighborhood streets is to provide access. These streets are intended to serve localized areas or neighborhoods, including local commercial and mixed land uses. Local streets are not intended for use by through traffic. These streets typically connect to one another or collector streets and provide a high level of access to adjacent land uses/development (i.e., frequent driveways). Locals serve short distance travel and have lower posted speed limits (25 mph to 35 mph). Examples of local streets within the project study area include Green Road and Miles Ridge Road.

DOWNTOWN

Downtown has its own street typology, reflecting the historical development pattern and relatively flat terrain. The street system is a grid of short blocks scaled for pedestrians rather than the automobile. As with many Indiana towns and cities, the Main Street is also a State Highway, SR 56. In 2018, INDOT will turn over control and maintenance of Main Street to the City. This will be an opportunity to redesign street components, including parking, to best suit the environment. Continued on-street parking calms traffic, increasing safety and enhancing economic development in service to adjacent businesses. A calmer street would include designated bicycle access.



Downtown local street

TRANSIT

The Lifetime Resources Public Transportation group offers a Catch-a-Ride service that allows residents in Jefferson and the surrounding counties access to public transportation. It operates in two fashions:

- Point Deviation Service on a fixed route and schedule that serves three locations: Main Street Transit Stop, Big Lots, River Point Shopping Center and Wal-Mart. This route runs on a 20-30 minute interval.
- Demand Response Service responds to individual requests on a first-come-first-served basis and requires a reservation at least 24 hours in advance.

A tourist trolley also runs during festivals and events. Through a partnership between the City, the Chamber of Commerce, and Hanover College, a bus circulator provides transportation for Hanover students between the college and Madison.

RAIL

The City of Madison Port Authority oversees operations of the historic Madison Railroad. The Madison Railroad is a 25-mile short line which operates from Madison to North Vernon, Indiana, in order to foster new commercial and industrial growth as well as retain existing industry. The railroad has been in operation since 1978 and ships freight five days per week. The Port Authority also runs a holiday train in Madison and North Vernon as a community service, and allows for an unpaved (natural or gravel) section of the Heritage Trail to parallel the tracks.

MADISON AIRPORT

The airport is an important community asset. The airport handles nearly 13,000 takeoffs and landings each year, contributing to the business, sport, agriculture, and recreation sectors. Over the years the investment in this facility demonstrates a commitment beyond that of a community of Madison's size. The Municipal Airport features a runway 5,000 feet in length and 75 feet in width, with a 1,400-foot medium-intensity approach lighting system accommodating a range of aircraft, from small private planes to larger chartered business flights. The airport should be leveraged as an economic development asset from the perspectives of residents, visitors, and businesses.

EXISTING PEDESTRIAN NETWORK

Pedestrian and bicycle networks are a quality of life amenity that can also serve as a multimodal transportation option. Because of the nature of its historic development pattern, downtown Madison has an extensive pedestrian network; however, many sidewalks suffer from the lack of a maintenance program and are not ADA compliant. Sidewalks generally fall within the public realm (not on private property) and in older areas or newer areas where sidewalks were not required by code, responsibility for compliance or repair falls to the City. Once a sidewalk is provided in good condition, it then becomes the responsibility of the adjacent property owners. Owners can pay for materials and the City will install or repair the sidewalk. This should be accomplished as part of a Sidewalk Gap Program that is funded and scheduled as part of annual street improvements. Sidewalks on top of the hill are sporadic if they exist at all. There are a few segments (such as that along Michigan Road) but most are disjointed and do not connect to schools, shopping or parks.



Sidewalks bordered by landscaping and on-street parking provide a level of comfort for pedestrians.

5 | Transportation & Mobility



Not to be forgotten are the Heritage Trail and the trails in nearby Clifty Falls State Park.

EXISTING BICYCLE NETWORK

Besides a handful of shared-use marked roads, there is not formal network of bicycle paths, lanes, or trails. Downtown streets do a better job of accommodating cyclists due to the lower speed differential between motorists and cyclists (typically 25 mph). An ordinance disallows bikes on sidewalks, but it is seldom enforced. Concurrent with this Comprehensive Plan, the City is preparing a Bicycle and Pedestrian Plan, of which many recommendations are included in this chapter. In addition, in April 2016 the City was awarded \$100,000 to implement ideas related to a 6+ mile bicycle and pedestrian loop known as the Madison Connector. See page 104 and 105 for additional detail on this project.

PARKING

Parking downtown is abundant, provided through unmetered on-street parking and numerous surface lots, though Madison does experience parking challenges during major festivals such as the Chautauqua of the Arts Festival. As redevelopment projects occur, parking will need to be continually evaluated and may be provided through on-site, shared-parking (via agreements) or off-site parking arrangements. Chapter 8: Targeted Redevelopment contains a larger discussion on parking needs tied to specific redevelopment projects.

Profile: Walkable Communities

The following characteristics are the qualities found in urban places where the pattern of development and design character combine to make frequent walking and transit use efficient and preferred choices for many people.

- A mix of land use types (residential, office, retail) in proximity to one another
- Building entries that front directly onto the street without parking between the entries and the public right-of-way (street or sidewalk)
- Building, landscaping, and roadway design that is pedestrian scaled
- Elements of urban design (architectural details, proportion between buildings, sidewalk widths, frequency of street trees, etc. are comfortable for people traveling on foot and observing from the street level
- Relatively compact residential and commercial developments with short distances between buildings

- A highly-connected, multimodal circulation network (paths, sidewalks, streets, etc.) created by relatively small blocks arranged in a grid
- Thoroughfares and other public spaces that contribute to “placemaking,” the creation of unique locations that are compact, mixed-use and pedestrian- and transit-oriented and produce strong feelings of pride and ownership in residents, which can translate to a lasting economic value

An increasing number of communities are recognizing the value of these features and are embracing them in land use, urban design and transportation plans, often using techniques drawn from planning and design movements such as Smart Growth and New Urbanism.

Resource: “Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities; An ITE Proposed Recommended Practice,” 2006.

GATEWAYS

With modifications to the Milton-Madison Bridge (US 421) from Kentucky and a newly installed roundabout at the top of the hill, Madison has an opportunity to create unique gateways on these routes. The same is true for SR 56 from the east and west coming into downtown. Chapter 3: Quality of Life contains a full discussion and map on proposed primary and secondary gateways.

Chapter 8: Targeted Redevelopment contains a larger discussion on parking needs tied to specific redevelopment

Goals and Recommendations

Goal 1: Transportation Policy

Maintain and Implement the Transportation Plan

Chapter 3: Quality of Life contains a full discussion and map on proposed primary and secondary gateways.

RECOMMENDATION 1

Refer to this Transportation Plan and the 2016 Bicycle and Pedestrian Plan when reviewing development proposals.

Coordinate with all departments to enhance the city’s transportation system into a comprehensive, multimodal network which alleviates congestion, increases safety, and promotes alternative forms of transportation. This coordination will result in projects that maximize the impact of improvements and the efficient use of resources.

RECOMMENDATION 2

Seek alternative funding.

Investigate funding alternatives and develop a financial program to best utilize grants, low interest loans, and local resources. Seek opportunities with INDOT for joint-funded local road and pedestrian projects

RECOMMENDATION 3

Create a Capital Improvement Plan.

Develop and maintain a 5-year Capital Improvement Plan (CIP) that prioritizes infrastructure and road improvements, identifies a timeline and commits funding for improvements.

RECOMMENDATION 4

Encourage intergovernmental cooperation.

The City and County should meet regularly (monthly or bi-monthly) to discuss and coordinate improvements, confirm compatibility in minimum standards, and plan outreach to the local INDOT office regarding existing and proposed projects.



An example of a complete street: Vanderbilt Avenue in Brooklyn (source: NYC DOT Creative Commons).

RECOMMENDATION 5

Support efforts to attract air travel to Madison.

The City should work with the Board of Aviation Commissioners to identify and complete improvements to the roadway network and enhance signage leading to and from the airport. Ensure travelers are aware of Madison's cultural and historic wonders. Address intersection design to better accommodate truck traffic in the vicinity of the airport.

Goal 2: Multimodal

Provide a transportation system that supports active living

RECOMMENDATION 1

Create an interconnected system of multi-use paths and greenways that includes the Heritage Trail.

Support the efforts of the Heritage Trail Conservancy, the not-for-profit responsible for the Heritage trail. The City should prioritize the installation of connections to extend the experience and to link downtown and the top of the hill. Where possible, the organizations should work together to ensure consistency in width, trail materials, signage and other trail furnishings. Refer to recommendations for the Madison Connector on page 104.

RECOMMENDATION 2

Support regional trail and greenway efforts.

Provide bicycle and pedestrian connections to the American Discovery Trail (ADT). The southern route of the ADT travels along SR 56 east of Madison. It then follows SR 62 (which is the Chief White Eye Trail) and connects to Clifty Falls State Park, eventually exiting the state in Evansville. More about the ADT can be found at www.discoverytrail.org/states/indiana/ins_south.html. A portion of this connection will be a part of the loop connector described above, but there is opportunity for additional connections to a broader network of dedicated trail facilities in the region, such as those in Clifty Falls State Park.

RECOMMENDATION 3

Close gaps in the sidewalk network.

The project team conducted a gap analysis as part of a community mobility survey (results are located in the appendix on page 208). Sidewalks, part of the streets network, are typically the responsibility of the City in terms of installation and ensuring ADA compliance. Responsibility for sidewalk repair and maintenance can be shared between the City and property owner. Where sidewalks were not required previously, the City should map and prioritize installation in its Capital Improvement Plan. To prevent this situation from recurring, the City should update the zoning ordinance and subdivision regulations to require all future development to provide sidewalks and/or multi-use paths on one or more sides of streets.

Profile: The Heritage Trail

The Heritage Trail is a multi-use trail network designed for walking, jogging, hiking and biking that is roughly 5.5 miles long. The trail connects downtown and the Hilltop and overlooks the Ohio River. There is a trailhead at the intersection of Vaughn Drive and Vernon Street along the river. From there, the trail follows the abandoned Madison, Indianapolis & Lafayette Railroad corridor north through a strand of trees before emerging at the local wastewater treatment plant.

After passing under Main Street, the trail continues up either McIntire Street or the old railroad grade, first crossing an old bridge over Crooked Creek to reach the switchback portion of the Heritage Trail. The railroad tracks are still in place, and the trail alternates between a natural surface and gravel. Looking north up the corridor from the east side of McIntire Street is a view of “the incline” or “the cut.” This part of the old railroad line featured the steepest incline of any standard gauge railroad in the country.

Traveling southwest from just north of the bridge over Crooked Creek leads to a gravel-surfaced trail to Clifty Hollow Road/State Route 56 near the entrance to Clifty Falls State Park. Continuing northwest instead, will take you up the steep hill (grades of 6% to 10%) through dense forest to the historic Madison State Hospital which occupies much of the hilltop and serves as the route’s final destination. Opened in 1910, the innovative psychiatric hospital, which is still active, eschewed physical violence in favor of “moral treatment,” coupled with a calming environment and productive work. Most of the Mediterranean-influenced buildings with red tile roofs are still standing today.

Source: www.trailink.com/trail/heritage-trail-of-madison.aspx

To become a volunteer, visit www.heritagetrailconservancy.com.



Goal 3: Improve Connections

Improve mode equity along arterials / collectors

RECOMMENDATION 1

Establish bicycle routes on Main Street to tackle mode equity.

Main Street (SR 56) is a great candidate for roadway reconfiguration that establishes strong pedestrian and bicycle zones. This will benefit businesses and provide options that support mode equality. The street, which carries about 12,000 cars at peak use, is the primary conduit through the central business district. As soon as 2018, INDOT will cede control of the street to the City, and it is likely that truck traffic will be reduced. While bicycles are permitted on Main Street sidewalks (except between Elm and Walnut Streets), allowing bicycles on sidewalks is not a best practice and is not compatible with pedestrians and other street amenities including sidewalk signs, flower pots, seating and more. The City may consider revising the ordinance that permits this activity.

RECOMMENDATION 2

Tackle mode equity on Clifty Drive, US 421, and SR 7.

Suggested improvements for principal and minor arterials including Clifty Drive should be kept at the forefront of transportation planning among City staff, the County and the Seymour District of INDOT. When roadways are reconfigured, better connectivity for pedestrians and cyclists should be a priority. In some instances, there is adequate right-of-way (Clifty Drive), but a combination of road diet, drainage improvements and utility work will be necessary.

RECOMMENDATION 3

Improve connections – Michigan Road/ Mouser Street / Orchard Street / Taylor Avenue and more

Infrastructure improvements are required to most streets in Madison for alternative transportation to be an effective choice. By improving pedestrian and bicycle connections with sidewalks, multi-use paths, and bicycle lanes, residents and visitors will be able to traverse Madison without the use of automobiles. These paths that link downtown and the top of the hill enhance social, physical and economic connections.

RECOMMENDATION 4

Provide bicycle, pedestrian and trail amenities.

Amenities are an important component for increasing trail safety, comfort and use. At a minimum, provide signage and bike racks. A trail might also include lighting, a callbox for emergencies, benches, or a trailhead spaced every few miles that includes automobile parking and restrooms.

The Madison Connector is a proposed multiuse path that unifies the city by bridging topographical challenges. The character of the 6+ mile loop trail and learning facility changes as it traverses and connects neighborhood, shopping districts and employment centers. See page 105.

Profile: Road Diets

“Road diets” are conversions of four-lane undivided roads into three lanes (two through lanes and a center turn lane). The fourth lane may be converted to bicycle lanes, sidewalks, and/or on-street parking. In other words, existing space is reallocated while the overall area remains the same.

Under most average daily traffic (ADT) conditions, road diets have minimal effect on vehicle capacity, because left-turning vehicles are moved into a common two-way left-turn lane. However, for road diets with ADTs above approximately 20,000 vehicles, there is a greater likelihood that traffic congestion will increase to the point of diverting traffic to alternate routes.

Road diets offer potential benefits to both vehicles and pedestrians. On a four-lane street, drivers change lanes to pass slower vehicles (such as vehicles stopped in the left lane waiting to make a left turn). In contrast, drivers’ speeds on two-lane streets are limited by the speed of the lead vehicle. Thus, road diets may reduce vehicle speeds and vehicle interactions during lane changes, which could reduce the number and severity of vehicle-to-vehicle crashes. Pedestrians may benefit because they have fewer lanes of traffic to cross, and because motor vehicles are likely to move more slowly.

The Federal Highway Administration (FHWA) report *Safety Effects of Marked vs. Unmarked Crosswalks at Uncontrolled Locations* found that pedestrian crash risk was reduced when pedestrians crossed two- and three-lane roads, compared to roads with four or more lanes.

Road diets can take on many other forms such as:

- Converting one lane of one-way traffic (when superfluous lanes exist) into a bike lane, on-street parking, or wider sidewalks
- Restriping of four-lane undivided roadways with “unbalanced flow” (i.e. higher traffic volumes in one direction than the other) to provide room for bike lanes
- Lane narrowing: nudging stripes to create room for bike lanes, further separating traffic from pedestrians
- Roadway narrowing: moving in the curbs to reduce pavement width

Resource: The Federal Highway Administration, <http://www.fhrc.gov/safety/hsis/pubs/04082/index.htm>

Resource: <http://www.roaddiets.com/>

An Example of a Road Diet



COMPLETE STREETS

In many communities, the transportation network has been designed and built for the automobile, but that mindset is beginning to change throughout the nation. Communities are realizing the many benefits of a multimodal transportation network and have adopted all or portions of a “complete streets” policy. Complete streets are for everyone - they ensure that the entire public right-of-way is designed and operated to enable safe access for all modes of transportation and people of all ages, interests, and abilities. A complete street may include travel lanes, bike facilities, crosswalks, sidewalks, multi-use trails, medians, street trees, planting beds, lighting, signing, street furnishings and on-street parking.

Complete streets also offer health, social and economic benefits. A balanced transportation system that includes complete streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations. Recent research suggests that property values increase along trails or paths and that multiuse paths and trails can be catalysts for development.

The basic street cross-section may vary by neighborhood or whether it is in an urban, suburban or rural setting. For instance, a complete street in a walkable city may contain six-foot wide sidewalks so two people can pass comfortably, trees for shade, marked crosswalks, bumpouts or mid-block crossings, plant material and on-street parking to buffer pedestrians from the travelway, marked or separated bike lanes, lighting and more.

The table on page 98 describes conventional complete street design standards that Madison can reference while reconsidering the City’s engineering design.

The Transportation Plan

This Transportation Plan, which also contains the Thoroughfare Plan, should be used in conjunction with the Future Land Use Plan to guide decisions for residential, commercial and industrial development throughout the City. The Plan also contains recommendations for a multimodal network of roadways, rail, greenways and trails accommodating all users, including pedestrians and cyclists. Multimodal options can contribute to Madison’s image and identity, strengthen the local economy, and help avoid uncontrolled growth and traffic-related congestion that detract from the community’s quality of life.

The Thoroughfare Plan takes into consideration current road conditions and connections and establishes specific functions and minimum design standards for each roadway type. The state road and highway system forms the arterial backbone for vehicular and truck transportation. It is supplemented by collectors that run both north-south and east-west at logical spacing and local streets to provide full connectivity. Roadway designations are generally classified based on the following characteristics, designated in the chart on the following page:

- Right-of-way width required
- Number of traffic lanes
- Type of drainage
- Pedestrian and bicycle amenities
- Landscaping, lighting and other relevant design components

Roads are also classified as primarily urban or rural, usually based on how drainage or runoff is handled. Although nearly all downtown roads include curb and gutter to direct water off the pavement, rural and county roads including highways have no curbs in places, thus allowing the runoff to drain to open swales or ditches. There are different specifications between the city and county regarding how such roads are designed and built.

REGIONAL CONSIDERATIONS

In the absence of an area MPO, regional projects such as the US 421 Bridge Approach or the conversion of SR 56 are best addressed through collaboration between the State of Indiana, Jefferson County and the City of Madison.

Other regional projects are proposed by Conexus Indiana, an initiative to capitalize on emerging opportunities in advanced manufacturing and logistics. The strategic plan, located at www.conexusindiana.com/logistics-strategic-plan, recommends improvements to SR 256 (Super Two design) to connect to I-65 and improvements to SR 56 to the River Ridge development and the Louisville East End bridge.

Many do not know that there are two national trails that run through Madison. The first is the American Discovery Trail, which bills itself as “the nation’s first coast-to-coast non-motorized recreation trail”; Madison happens to be on the ADT’s southern route. The second is Adventure Cycling’s Underground Railroad UGRR route, which runs from the Gulf of Mexico through Madison to the Lake Huron in Ontario, Canada.



Metropolitan Planning Organizations (MPOs) usually are responsible for long-range transportation planning in a region, as well as managing the finance and coordination of transportation projects. Representatives of local governments within designated Metropolitan Planning Areas coordinate with each other regularly through the MPO on regional transportation issues.

National Trail Websites

www.discoverytrail.org/states/indiana/ins_south.html.

www.adventurecycling.org/routes-and-maps/adventure-cycling-route-network/underground-railroad-ugrr/)

Key Transportation Projects

This chapter includes an updated INDOT Functional Classification map for highways, streets and thoroughfares in the community. It identifies goals and recommended actions for the transportation elements that represent the vision and that are consciously designed to preserve what is embodied by Madison’s historic, small city charm and that are key to enhancing the community’s chances for success. The plans for mobility emphasize:

1. Specific targeted improvements for:
 - » Main Street – (SR 56)
 - » Clifty Drive – (SR 62)
 - » The Madison Connector
 - » Mulberry Street
 - » US 421 - New Bridge Approach
2. Better mode-share between pedestrians, bicycles and automobiles, including more and better facilities for walking and biking
3. An interconnected street network that focuses on safety and access
4. Context-appropriate design of facilities within and along the corridors

SUGGESTED COMPLETE STREETS DESIGN STANDARDS

Functional Classifications	Minimum ROW	Number of Lanes	Parking Lane ¹	Pavement Selection					
				Drive Lane Width	Bicycle Lane ^{1,3}	Turn Lane ³	Green Space	Side-walk	Multi-Use Path ^{3,4,5}
Local Street	50-60'	2	Shared	15'	N/A	N/A	5'	5'	NA
Major Collector Street	60'	2	N/A	11'	5'	N/A	5'	5'	8-10'
Minor Arterial	80'	2	N/A	12'	5'	12'	5'	5'	8-10'
Principal Arterial	80'	4	N/A	12'	5'	12'	5'	5'	8-10'
Downtown Street *	60'	2	8'	12'	Shared	12'5	N/A	5-12'	NA

¹ Both sides of the roadway

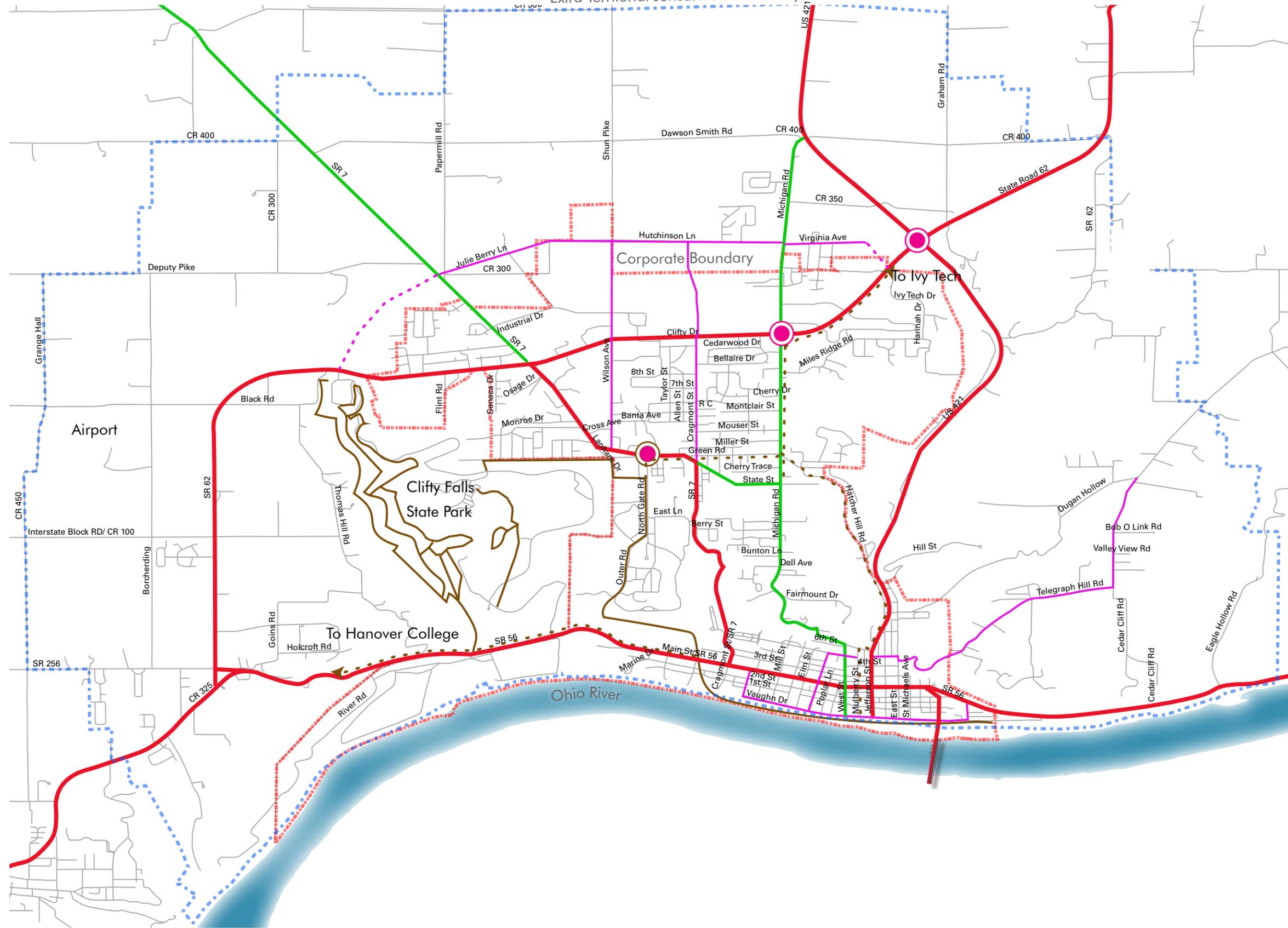
² Unpaved area for landscaping, utilities, and trees

³ Optional

⁴ Paved or unpaved paths for pedestrian, bicycle, or equestrian travel in lieu of sidewalk

⁵ 10' minimum if golf carts are permitted

* Downtown and other streets in the City’s core and historic neighborhoods may vary



- LEGEND**
- - - Corporate Limits
 - - - 2 - Mile Extra Territorial Jurisdiction
 - Future Intersection Improvements
 - █ Principal Arterial
 - █ Minor Arterial
 - █ Collector
 - ⋯ Proposed Collector
 - █ Local
 - █ Existing Trail
 - ⋯ Proposed Trail

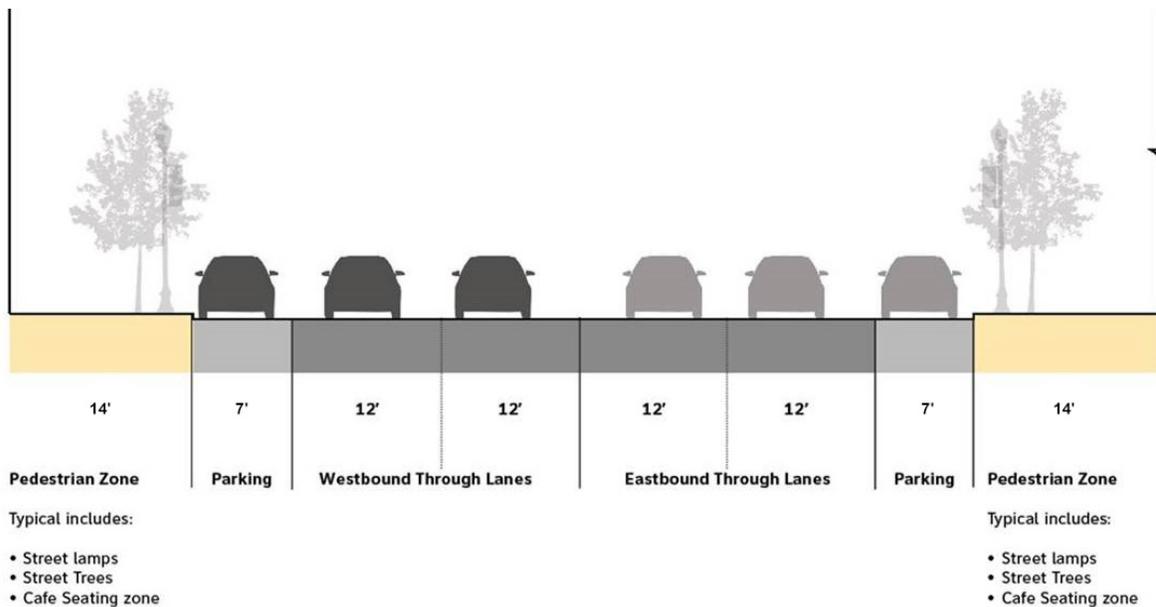
Future Transportation Plan Map

Corridor Snapshot - Main Street /SR 56

Madison is similar to many small cities and towns in the United States in that its Main Street is also a State Highway. This situation will change in 2018, when the street becomes the City's responsibility. With control comes the ability to transform the four-lane undivided street with parking on each side into a street that will complement the historic character and pedestrian-friendly energy of downtown. The cross-section below illustrates the existing conditions on a road that also accommodates large truck traffic.

To facilitate the change, the plan proposes a road diet. Two designs are proposed for consideration for Main Street.

EXISTING

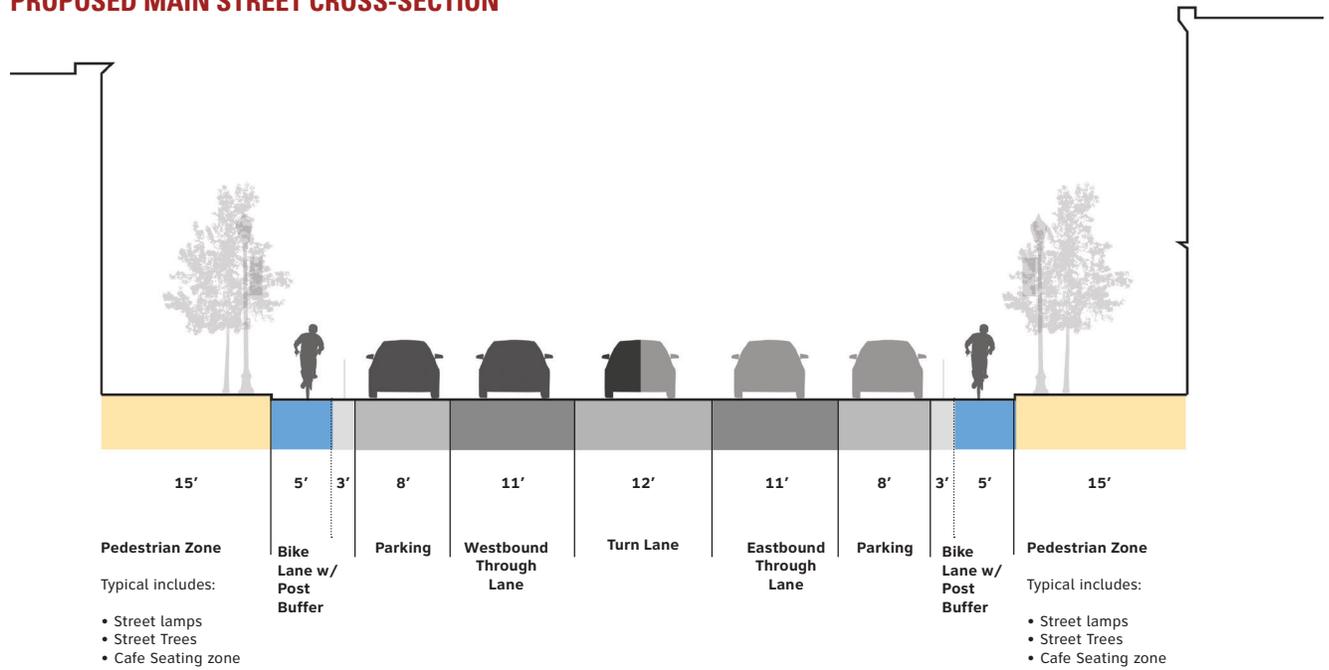


Note: The above section describes a typical situation along Main Street. Discrepancies in lane widths and right-of-way exist on Main Street throughout downtown.

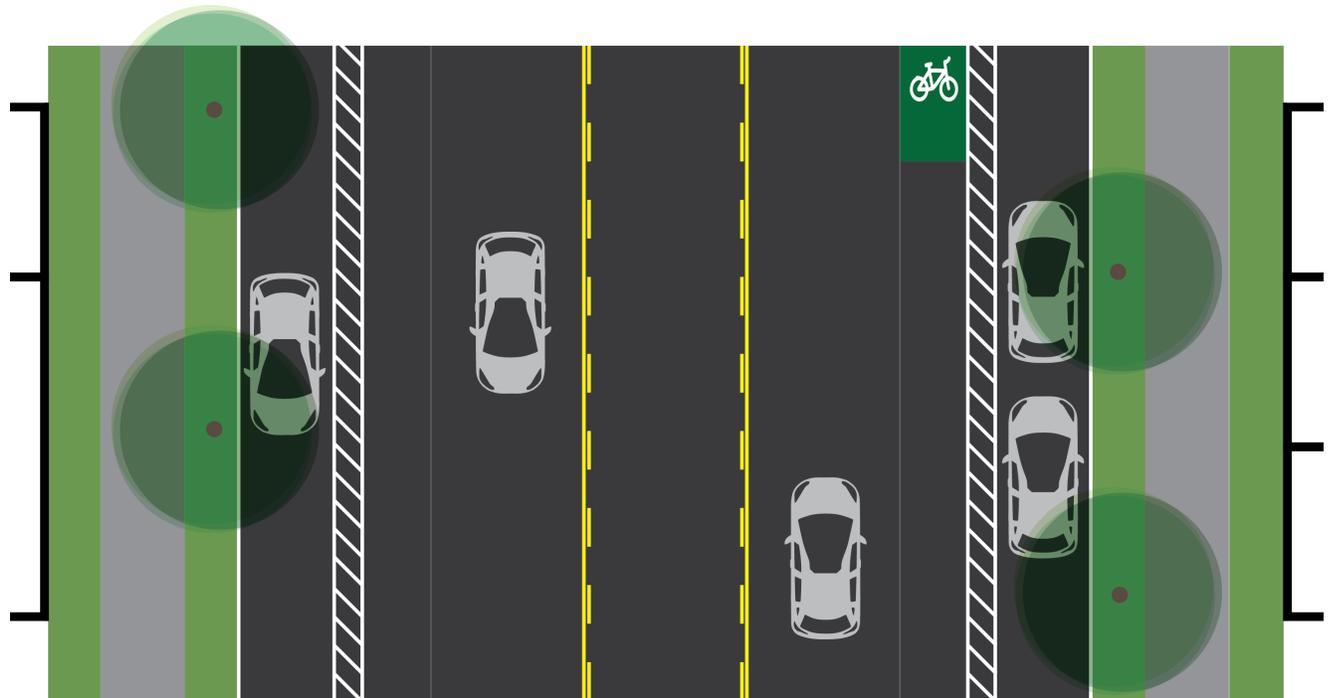
PROPOSED

The proposal is for Main Street to include two travel lanes flanked by parallel parking and a center turn lane. This arrangement allows for separated and dedicated bicycle lanes on each side of the street. The sidewalks maintain their current width with room for street trees, street lights and furnishings. Within the downtown area, the sidewalk would be bumped out at select intersections which allows for shorter and safer pedestrian crossings. As mentioned earlier, riding of bicycles on sidewalks should be discouraged in pedestrian-friendly environments such as downtown.

PROPOSED MAIN STREET CROSS-SECTION



PROPOSED MAIN STREET PLAN VIEW



5 | Transportation & Mobility

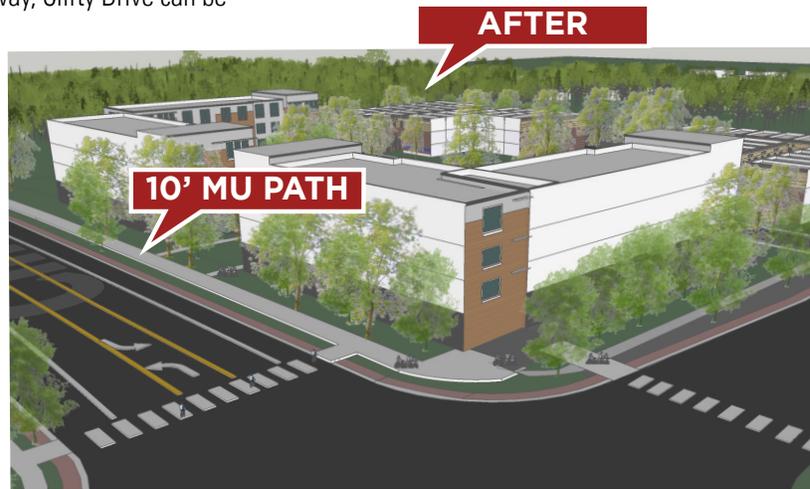
Corridor Snapshot - Clifty Drive/SR 62

EXISTING CONDITIONS

Clifty Drive is the primary east-west street in north Madison. It serves as a gateway into the community and is lined with commercial, institutional and industrial uses. The street is four travel lanes (two in each direction) with a wide center turn lane. Motorists can travel at higher than desired speeds due to the wide lanes, and there are numerous driveways with no controlled access. The wide cross-section and high speed differential between cars and bikes makes it difficult for pedestrians and cyclists to navigate safely.

PROPOSED

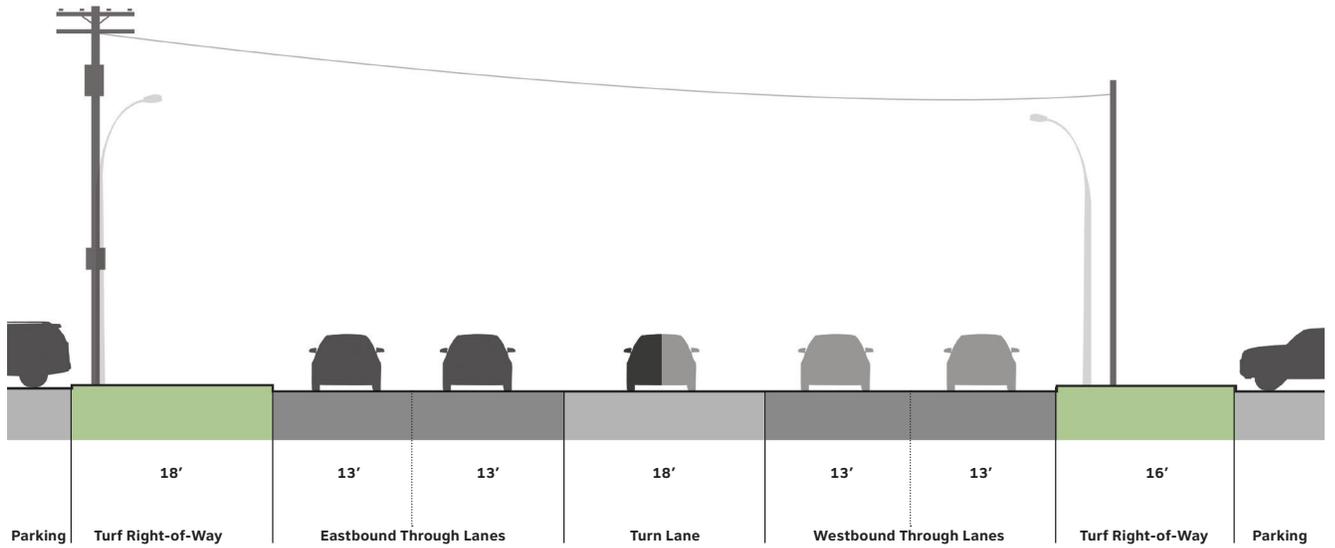
The time to have designed Clifty Drive with pedestrians and bikes in mind, was many years ago. The City still can meet with INDOT officials and share how important it is to the community to fulfill the goals of this transportation plan. Without changing the width of the right-of-way, Clifty Drive can be configured to accommodate multiple modes of transportation as shown on page 103. The redesign would not eliminate any lanes, only narrow lanes, providing a buffered off-road bike facility on one side of Clifty Drive and shorter distances for pedestrian crossings. Changing the way drainage is collected or basically converting from a more rural cross-section (swale) to a more urban cross-section is the challenge, but the benefits will allow for sidewalks or a multi-use path along the length of the road. Existing properties will need additional investigation and creative solutions due to the high number of turning conflicts and utilities, but as they are improved or redeveloped, change can occur.



CLIFTY DRIVE CONCEPTS



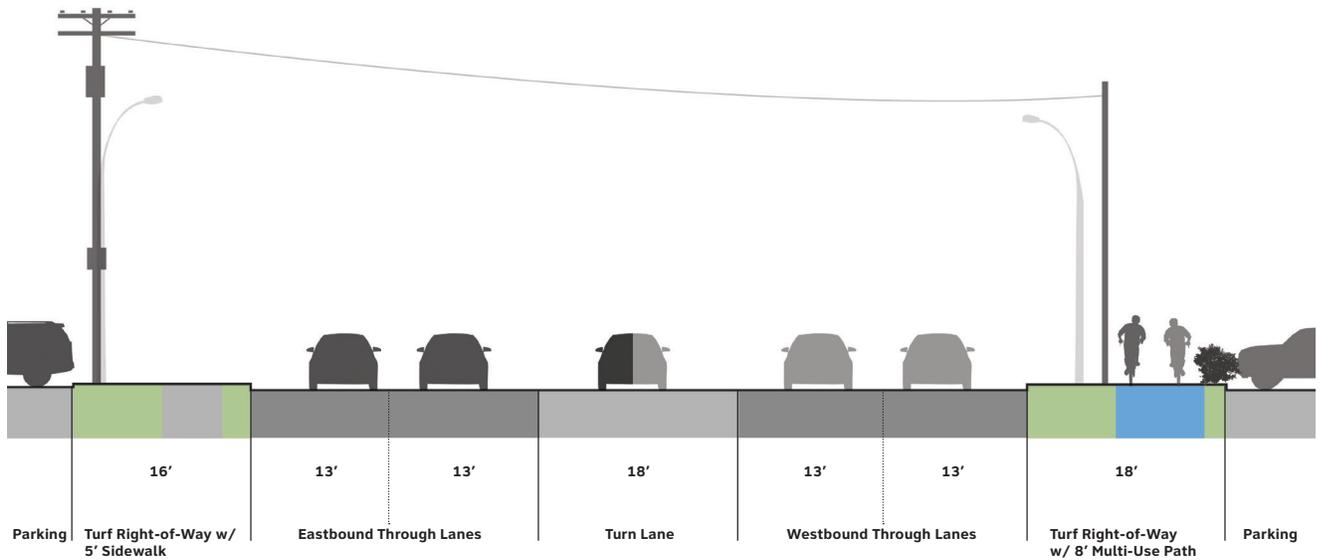
EXISTING CLIFTY DRIVE CROSS-SECTION



Typical includes:

- Storm drainage,
- Power lines
- Curb cuts to out parcels

PROPOSED CLIFTY DRIVE CROSS-SECTION



Typical includes:

- Storm drainage,
- Power lines
- Curb cuts to out parcels

5 | Transportation & Mobility

Corridor Snapshot - Madison Connector

The first settlers established a grid of streets along the banks of the Ohio River in 1809, which allowed goods to be transported in and out of the city by ship or barge. Madison's river trade success led it to become the first city in Indiana to get a rail line; this connected Madison to Louisville, Indianapolis and Cincinnati, despite its somewhat isolated geography.

TRAIL ROUTING

The Madison Connector is a six-mile loop with two spur trails and a width of 10-12 feet depending on the treatment. This trail will include several different design treatments depending on the location. A key component of the Madison Connector was secured in August 2016. The Jefferson County Commissioners agreed to transfer control of the closed Hatcher Hill Road right-of-way to the City of Madison for use as a trail. The re-opening of Hatcher Hill Road as a bicycle, pedestrian, and potentially golf-cart corridor, will improve community connectivity and provide a safe and vital link between the Hilltop and Downtown.

THE CHALLENGE: TWO MADISONS

The rail also connected North Madison (Hilltop) and Madison (river adjacent). In the 1970s, a super cell tornado outbreak destroyed much of North Madison and the city was forced to rebuild. The city atop the hill rebuilt according to development patterns prevalent at that time: the typical suburban pattern, characterized by lower density residential, auto-orientation, and separated uses. In Madison, the two cities became one but the community atop the hill is very different and the disconnect between the two has continued for decades.

Madison is no longer using rail for shipment of passengers, but one trails group is using the rail alignment as a pedestrian and bicycle connection on the west side of the city. There is potential to provide a primarily off-street amenity that connects to the as-built Heritage Trail, bridges the gap between the hilltop and downtown and the riverfront, and provides connectivity to Clifty Falls State Park and Hanover College.

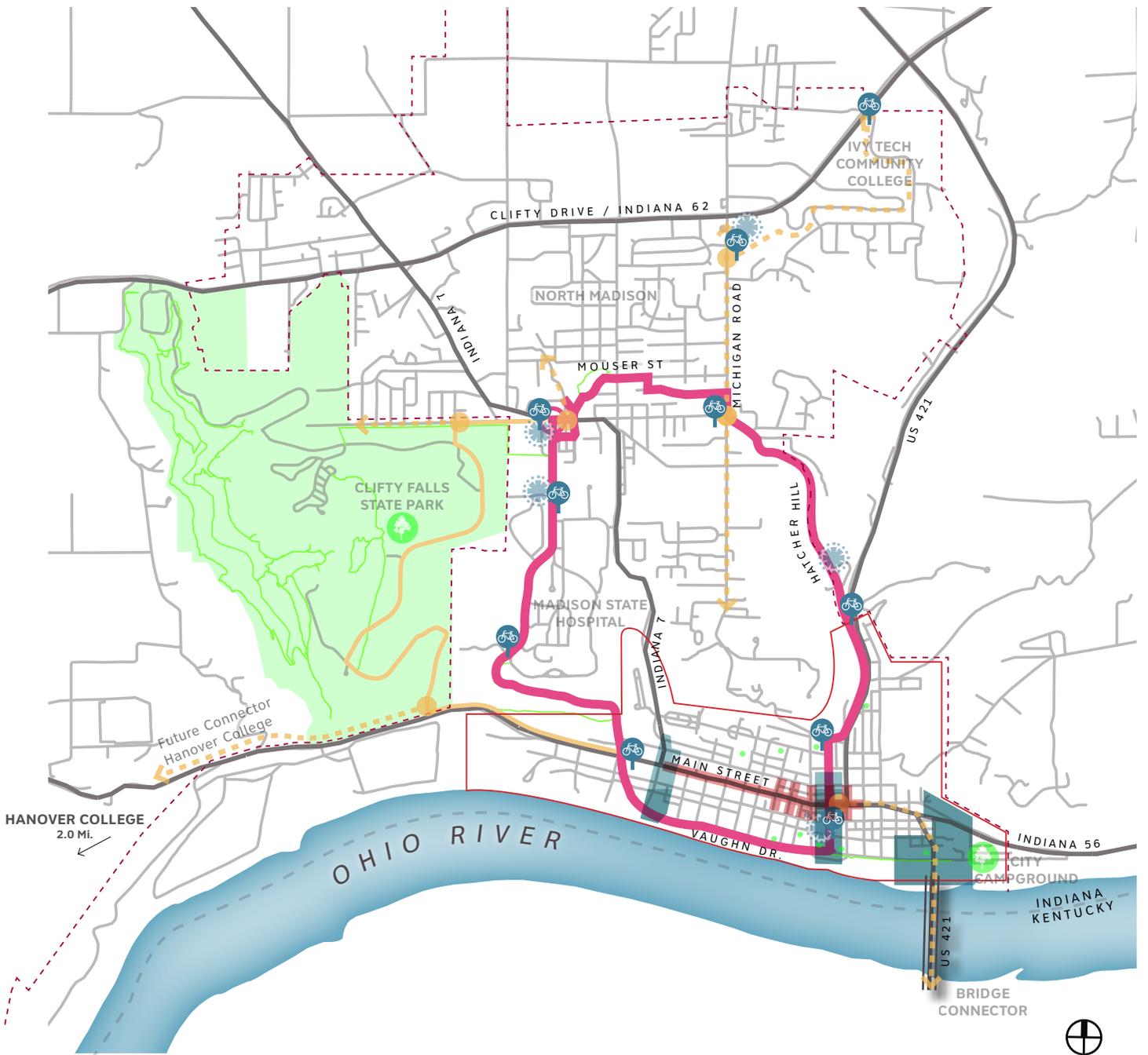
The proposed **Madison Connector** will connect the community both physically, socially and economically. This is the first key strategy to connect the communities into ONE MADISON.



Madison Connector Branding



Design Vision: Branding the Trail and Downtown



LEGEND

- Secondary Trail
- Main Trail
- Trailhead
- Historic District
- Shopping District
- City Boundary
- Trail Signage
- Redevelopment Sites
- Downtown Public Park
- Park Trails
- Bicycle Rental • 311 West St.

The Madison Connector

5 | Transportation & Mobility



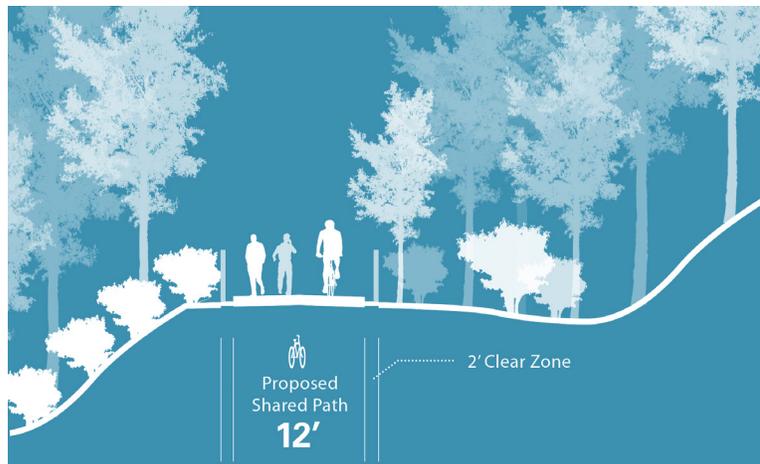
Michigan Road spur from Madison Connector at Green Road to Clifty Drive

STANDARD TRAIL TREATMENT

Within other portions of the trail we envision a ten-foot asphalt or concrete multi-use path with amenities such as benches, emergency call boxes, lighting, and directional, interpretive and gateway signage. Spur trails include an approximately one-mile path north on Michigan Road which would connect to the CRM redevelopment site at Clifty Drive and Michigan Road. Other spurs could include a north end business connector and a trail to nearby Hanover College.



Trailhead Example



Trail Section:
Hatcher Hill Specific Treatment with shoulder and rails to protect from steep slopes

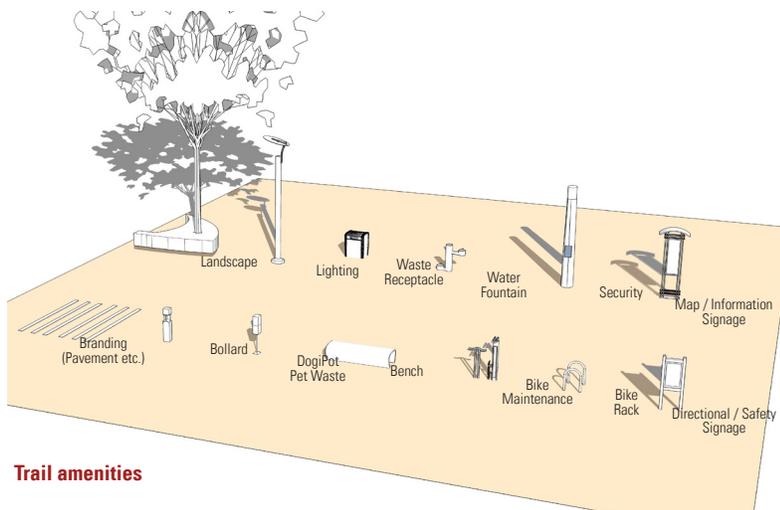
SPECIALTY TREATMENTS

Several portions of the trail will receive specialty treatments. For instance, Hatcher Hill is an abandoned road bed and may have a wider path than the rest of the trail routing. The minimum ten-foot width is optimal if the trail is to be used by golf carts. Also, the intersection of Green Road/SR 7, Lanier Drive, and Taylor Road would benefit from a roundabout to improve traffic flow and pedestrian and vehicular safety. Pedestrian movement is removed from vehicular turning movements to maximize safety.

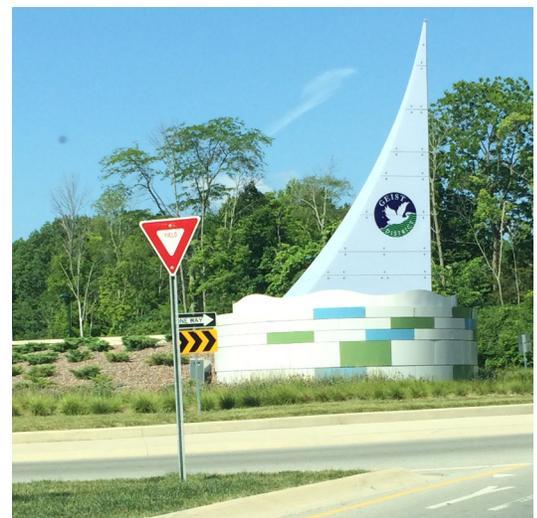


Roundabouts can resolve conflicts with cars, pedestrians, and bicycles.

A roundabout with landscaping, lighting, art, special paving and more are functional elements that can signal a gateway.

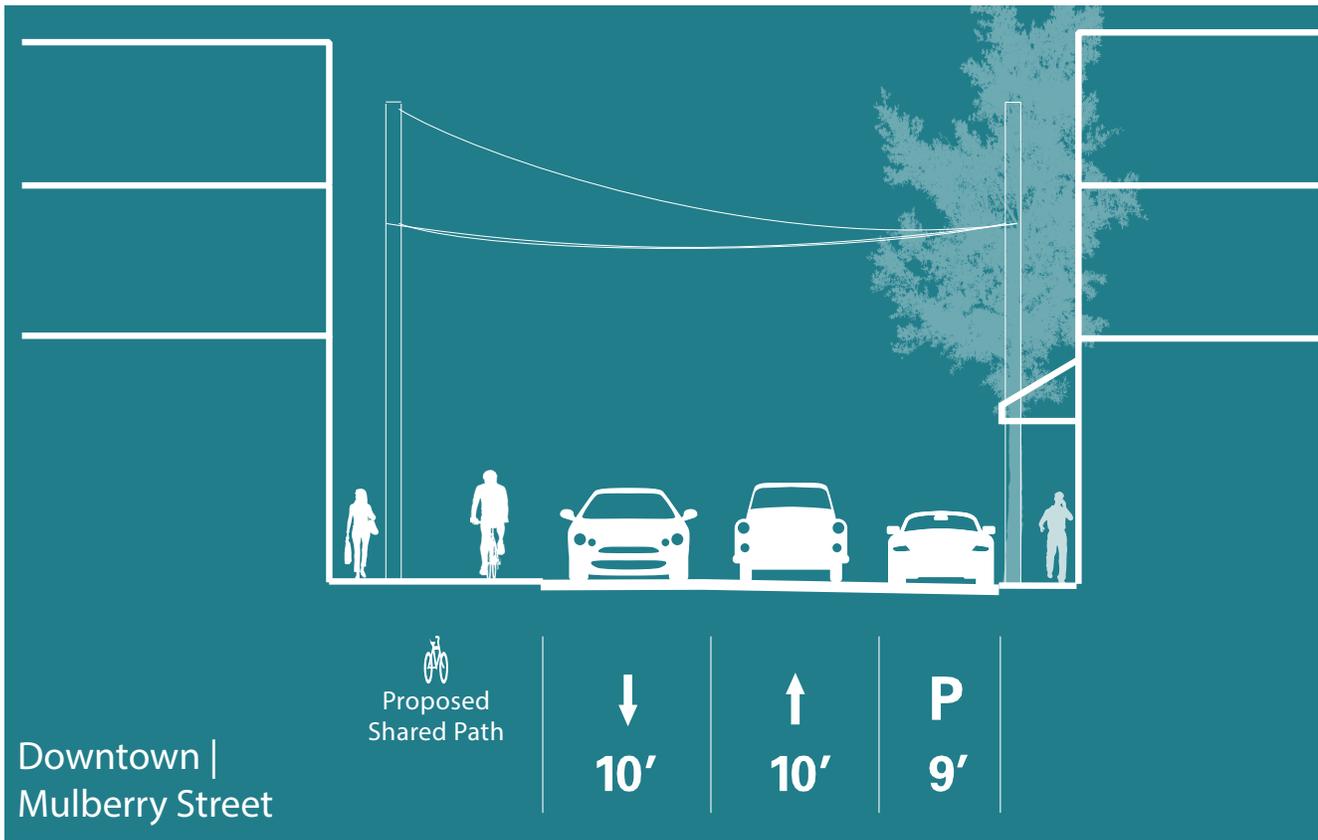


Trail amenities



Corridor Snapshot - Mulberry Street

The transportation plan highlights Mulberry Street due to its versatility as part of the Madison Connector, its direct link to the waterfront and its location adjacent to the revitalization occurring at the River Terrace Health Campus. The design vision incorporates an off-road multi-use trail that would run on the west side of street (though final design would be determined after surveying, engineering, and continued input from neighboring residents and businesses) with a proposed trailhead adjacent to the Ruler Foods parking lot. Trail users could park on the street or share the existing lot with the grocery. This trailhead could include amenities such as benches, an emergency call box, lighting, bicycle parking, a bicycle repair station and interpretive and wayfinding signage.



View north



Concept for bicycle/pedestrian trail leading to bike rental kiosk

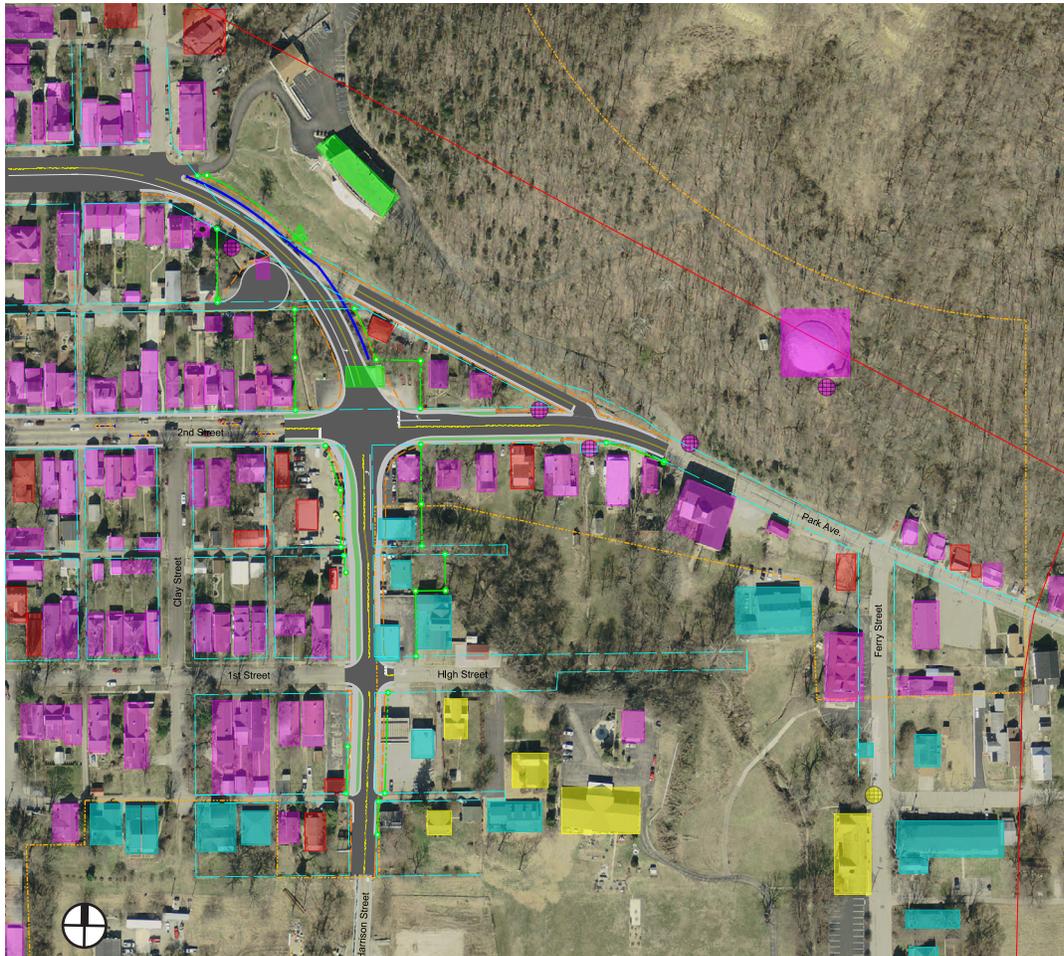


Corridor Snapshot - US 421 Bridge Approach

US 421 begins in Fort Fisher, North Carolina, travels through Virginia, Tennessee, and Kentucky, and ends in Michigan City, Indiana. The road offers a direct connection to cities such as Frankfort and Lexington, Kentucky, and Winston-Salem and Greensboro, North Carolina. US 421, along with State Road 62, State Road 7, and State Road 56, is one of four major routes leading into Madison. Reconstruction of the Milton-Madison Bridge (US 421) was completed in 2014,

but the approach to the bridge in Madison is routed on Main Street, with several turns on narrow local streets in a historic district. Semi-trucks traveling through the mixed-use district diminish the area's character, generate noise and contribute to the perception of an unsafe environment.

In 2015, INDOT engaged a consultant team to provide alternative alignments for the approach, present to the public and eventually arrive at a solution that would be the most beneficial for downtown Madison. The preferred alternative (#6) is illustrated at left.



INDOT PROJECT 421 - ALTERNATIVE 6 (CITY PREFERRED)

This alignment provides a balance between

safe and efficient travel and the ability to create a gateway and maximize the land use potential of properties in the historic district and near the waterfront.

The land use plan on page 78 reflects the new alignment and assigns a land use designation of Neighborhood Mixed-Use, which maximizes development flexibility and compatibility. The City is working closely with the engineering design team to finalize a solution by the end of 2016. One proposed modification to Alternative 6 includes removal of the cul-de-sac in the alley between Main and 2nd Streets, east of Baltimore Street. A hammerhead for turning around would be more in character for a historic neighborhood.



HAMMERHEAD TURNAROUND DESIGN

CONTEXT SENSITIVITY

Context sensitivity is another important factor in street design. Like many cities, Madison has multifaceted districts that draw their character from their natural, historic and cultural surroundings. This occurs in rural, suburban, and urban settings. Therefore, transportation solutions will be different to reflect the different settings, and each will have unique design elements that are consistent with the speed of travel, adjacent land uses and the desired design character. There is not a “one size fits all” solution.

This chapter, the 2016 Bicycle and Pedestrian Plan, and the designs currently being prepared for the US 421 Bridge Approach project aim to realign design and development with human needs. While the primary goal is safe travel, the context may be expressed through elements such as placement of parking, width of sidewalks, street trees, lighting, bridge abutments, railings, drainage structures and more.

Many times the cultural or natural setting can inspire a more artistic expression of utilitarian elements. There is much opportunity to integrate the artists and artisans of the Madison Area Arts Alliance early in the engineering design process to create a truly unique place and reinforce Madison’s brand identity.

This principle is applied to the proposed roadway cross-sections later in this chapter. True to their context, the state routes that pass through downtown and north Madison are quite different in their design. The approach to the corridors will more strongly reflect the desired contexts. Some of the more successful elements of Main Street, such as sidewalks and street trees, may be applied to Clifty Drive and other streets not downtown to enhance their use by pedestrians and cyclists. The walkways may be curvilinear or constructed of asphalt, which would not fit into the context of a historic grid street. On-street parking, used to define the boundary between pedestrians and automobiles in a denser walkable area, or pedestrian-scaled street lighting are elements that may not be appropriate in the context of higher speed travelways.

Recommendations that follow for the transportation system respect the necessary balance between land use and transportation. They are intended for City leadership to use to communicate the collective vision for public realm improvements to roadway designers, the County, and INDOT, and to make decisions regarding capital investments and design standards in a consistent, thoughtful manner.



The walls and abutments that will be constructed due to the grade change are opportunities to express context sensitivity and artistry.



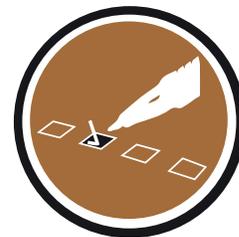
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Infrastructure & Public Services | 6



Quick Wins

Prepare a 5-Year Capital Improvements Plan (CIP) 2017-2022, that prioritizes projects, identifies funding sources and establishes a timeframe. Evaluate and update annually.



Infrastructure and Public Services

Infrastructure and public services are not just the wastewater and water utilities and trash collection that we associate with urban infrastructure. It also includes stormwater and drainage, green infrastructure, broadband, public safety (police, fire) and municipal structure. Other public services including schools and parks are addressed in Chapter 3: Quality of Life.

Infrastructure Overview

WASTEWATER

The City of Madison operates its own sewer utility. Madison's wastewater collection system is four-fold with separate hilltop and downtown collections and two rural collection systems. There are 5,915 customers, and the utility treats an average of 2.0 million gallons of sewage per day. The sewer utility has a capacity of 10.2 million gallons per day which far exceeds average capacity, and has additional capacity for new customers. The city's wastewater utility also manages and collects sewage from the Jefferson County Regional Sewer District to the west and from the Ryker's Ridge Regional Sewer District northeast of the city.

The sewage treatment plant is undergoing a major upgrade to better handle combined sewer overflow (CSO) into the Crooked Creek and the Ohio River. Current work on surge basins will improve the city sewer infrastructure capacity during heavy rain events when flows exceed ten million gallons per day. Repairing or replacing lines to eliminate inflow and infiltration (I&I) is also a goal.

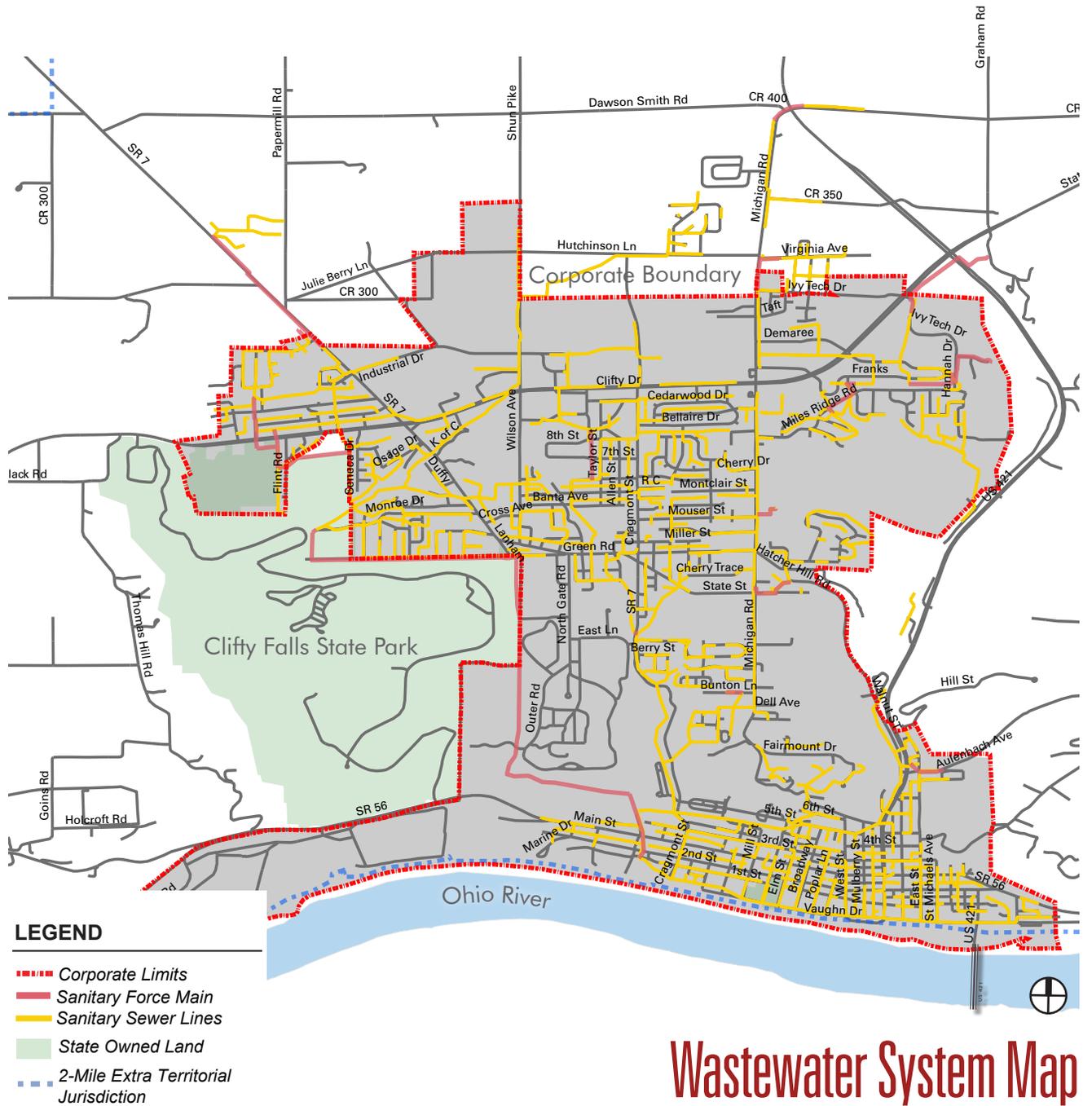
The city recently extended utility services outside of the city limits to the new King's Daughter's Hospital northeast of the intersection of Clifty Drive (SR 62) and US 421. Because of the available utilities and improved roadways, growth may be expected in this area.

The Indiana Department of Natural Resources has expressed interest in extension of the wastewater system west to the Clifty Falls North Gate area off of Clifty Drive (SR 62). The city is reviewing this request with all future projects needs which should be outlined in a long range utility master plan with near-term projects in a five-year Capital Improvements Plan as recommended by this comprehensive plan.

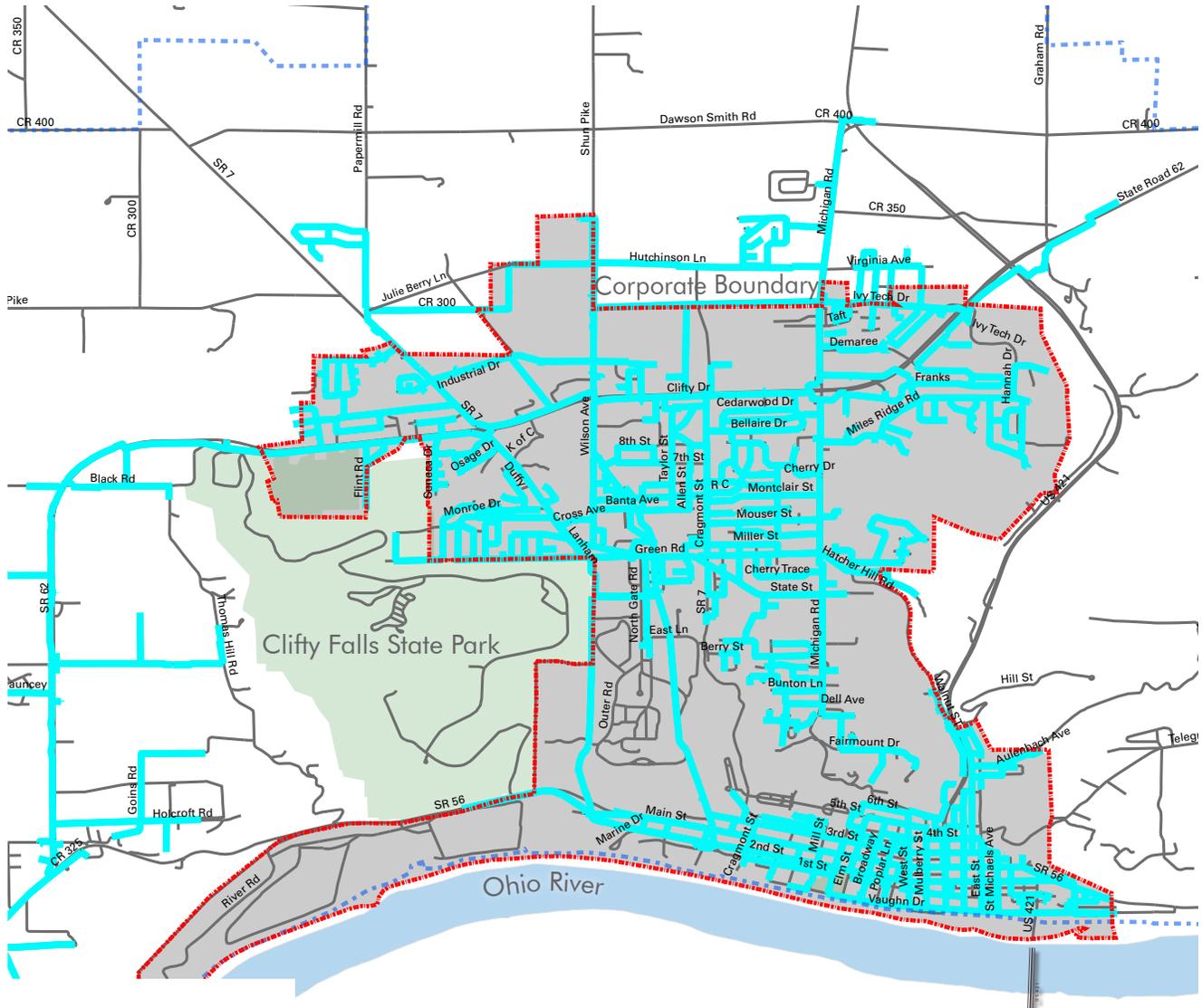
WATER

The need for drinking water is one of the most basic human requirements and the city of Madison is a purveyor of water, operating its own utility. The city has the responsibility to ensure the water is safe and that there is enough for all by encouraging conservation. This utility serves the entire city and three rural water systems: Ryker's Ridge Rural Water District, the Canaan Rural Water District,

See also the profile on Creating a Capital Improvements Plan on page 125.



Wastewater System Map



LEGEND

- - - - Corporate Limits
- Water Main
- State Owned Land
- - - - 2-Mile Extra Territorial Jurisdiction

Potable Water System Map

and the Dupont Rural Water District. Groundwater supplies 5,661 customers who utilize an average of 2.4 million gallons per day. The city also has a cross connection to Kent Water west of the city.

The city has seven wells along the Ohio River that supply water in the downtown area and send water to tanks throughout the City. The hilltop tanks have a pumping station that pumps to three water towers. Two towers are in line on Shun Pike/Wilson Avenue (south of Dawson Smith Road and south of Clifty Drive), and the third is on the far west end of Clifty Drive outside the corporate boundary but within the two-mile fringe.

The City's capacity is adequate, and there are plans for adding a fourth water tower on the City's northeast edge to handle potential growth. The new tower will stabilize water pressures in this expanding area of the City. This new water tower is proposed to be funded through the redevelopment commission with TIF funds. The Future Land Use map should be consulted as utility expansions are planned. Also, the city plans to continue their line replacement program to take lines out of service that are in poor condition.

Water Quality

The Charter International Oil Company (CIOOC) site, currently owned by the CBS Corporation, currently is undergoing cleanup efforts through Indiana's Voluntary Remediation Program (VRP) managed by the Indiana Department of Environmental Management (IDEM) Office of Land Quality.

The CIOOC site, located at 215 East Marine Street and immediately northwest of the Rivercrest Marina, was previously used for storage and transfer of cleaners and other chemicals, particularly during the 1970s and 1980s. Periodically, spills occurred on the site during this period of time. The site owner has been performing monitoring activities and site remediation efforts following the procedures required through the IDEM's VRP. Of particular concern was the presence of chlorinated volatile organic compounds (CVOCs). Installation of cleanup systems to remove CVOC's began in the summer of 2013 and were removed in September 2014.

As a potentially impacted party, the City has been involved in coordination meetings with the site owner and their consultant, as well as IDEM's Office of Land Quality, which is responsible for oversight of the cleanup efforts. The City has reviewed reports, sampling data, and other information associated with the site remediation. A final Remediation Work Plan (RWP) is being developed and implemented by the owner to address other contaminants associated with the site.

ELECTRICAL NETWORK

Duke Energy provides electricity to Madison. The utility operates a power plant in New Albany, Indiana serving an approximately 50-mile radius. This plant burns low sulfur coal and has a capacity of 280 Megawatts. A network of other Duke Plants also supply the community, creating sufficient capacity for growth and expansion. Localized electricity access may need to be upgraded as large users build new facilities in the City.

Just outside Madison's corporate boundary west of Downtown, is a major power plant owned and operated by Ohio Valley Electric Corporation / Indiana-Kentucky



IKEC Plant

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Madison's diverse natural waterways include the Ohio River and numerous creeks.

Electric Corporation. It has long been a part of Madison's riverfront landscape and skyline. Its 1000-foot tall stacks are visible from miles around. This plant burns coal and has a capacity of 1.3 Gigawatts.

In 2013, Jet Bubbling Reactor scrubbers were installed. The scrubbers remove up to 98 percent of the sulfur dioxide in the flue gas. The City closely monitors the stack emissions with continuous emission monitors. The new stack with the addition of two flues is nearly the same height as the decommissioned stacks. The new flues were required due to the lower temperature, moisture saturated flue gas as compared to the previous 300 degree Fahrenheit hot flue gas.

NATURAL GAS NETWORK

Vectren Gas is the purveyor of natural gas. Vectren currently has capacity for future expansion around the City. Most of the existing lines are in good position and they continually replace lines as they are damaged or deteriorate over time. The city needs to coordinate with Vectren on line replacement so that roads might be upgraded at the same time.

Compressed natural gas is provided by three Compressed Natural Gas service stations located north (two) and south (one) of Madison in Seymour, Greensburg, and Sellersburg. In addition, the Town of Carrollton, Kentucky has a public compressed gas station that is available during normal business hours.

DATA NETWORKS

Frontier, Time Warner Cable, SEI Data, and Cinergy-Metronet provide electronic data needs for Madison. Frontier operates the majority of telephone land lines, while there are multiple wireless cellular and data providers. Coverage is good within the corporate boundary but drops off sharply as you exit the extra-territorial jurisdiction.

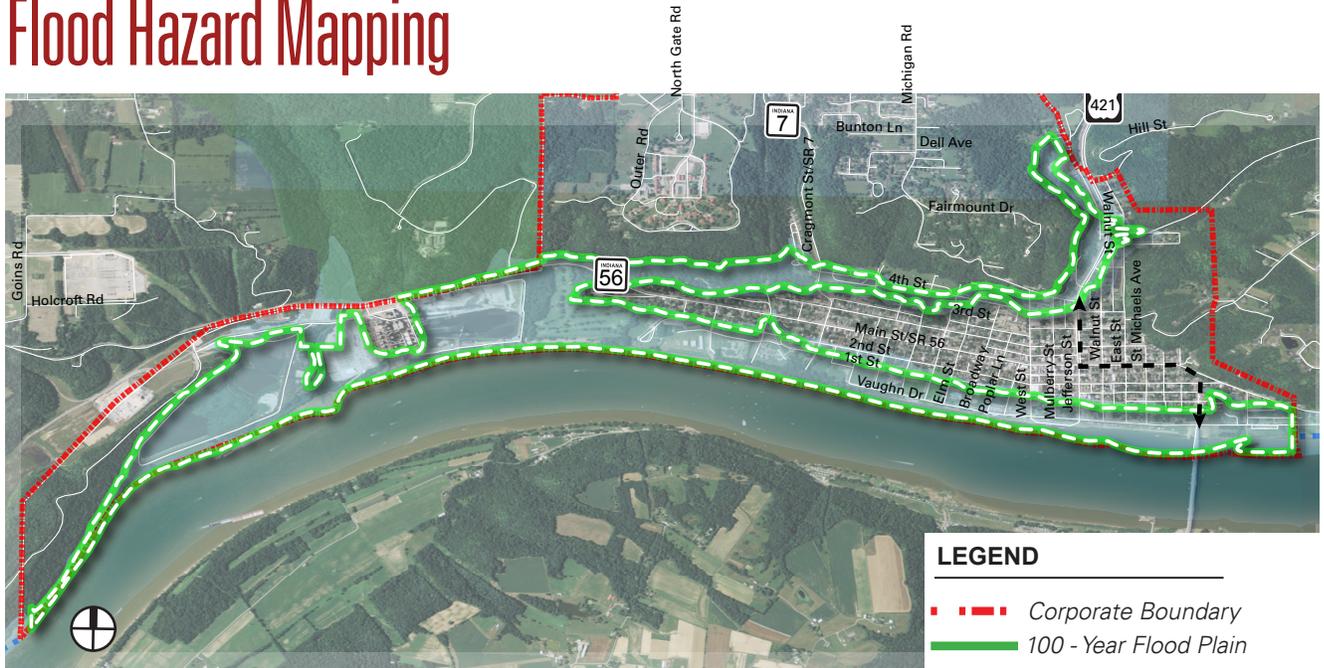
WI-FI PUBLIC HOTSPOTS

The City of Madison has several free public WI-FI hotspots located here:

1. Bicentennial Park (Corner of West Street & Vaughn Drive)
2. Crystal Beach Pool (Vaughn Drive between Broadway & Elm Street)
3. Broadway Fountain (Broadway between Main & Third Streets)
4. Brown Gym (Broadway between 1st Street to Vaughn Drive)
5. Chautauqua Footprint - Planned (September 2016)
6. Rucker Sports Complex - Planned (1-3 years)
7. Riverfront - Planned (1-3 years)
8. Main Street - Planned (5 years)

While the City has four public WI-FI hotspots offered by Metronet, on a network managed by Microdome, at peak times, local merchants and festival vendors using devices such as tablets (iPad etc.) are taxed. The devices require comprehensive WI-FI coverage to operate smoothly. The City participates with an Envision subcommittee, and is working on a proposal to alleviate some of the cellular data strain by having local cellular services increase bandwidth.

Flood Hazard Mapping



Flood Hazards Overview Map

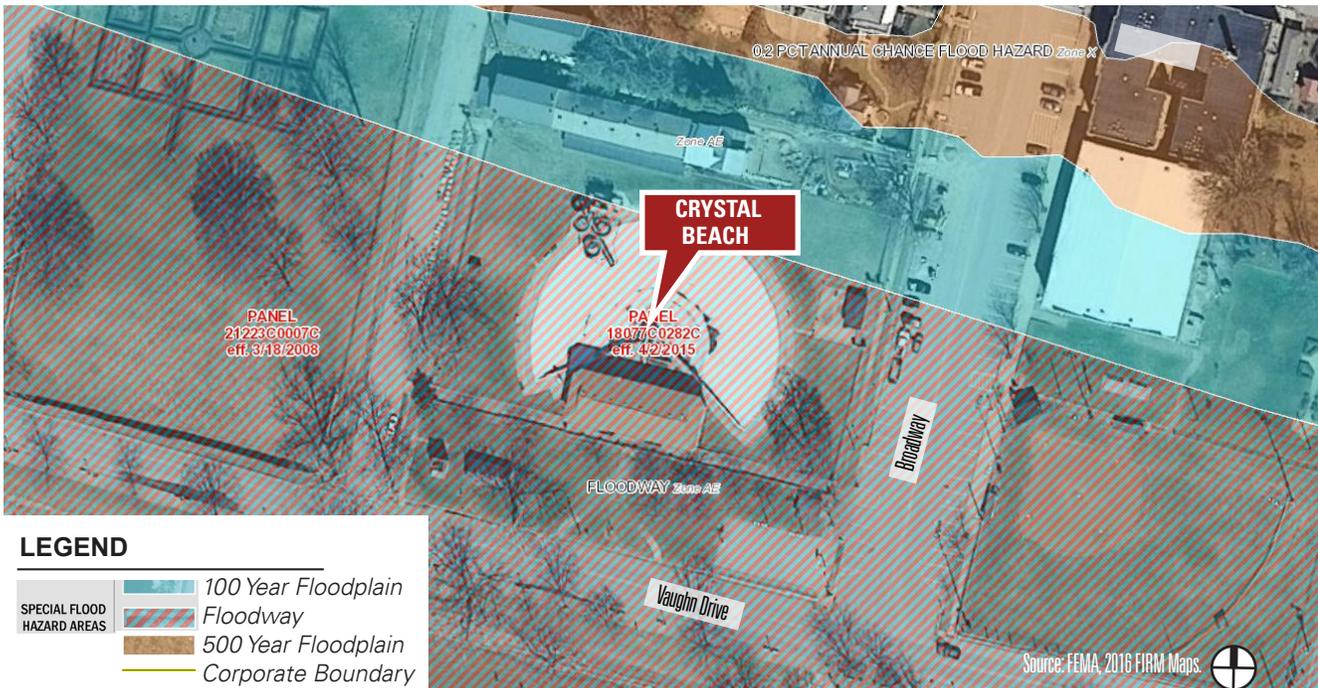


Cragmont Street Flood Hazard Blowup Map

6 | Infrastructure and Public Services Flood Hazard Mapping (continued)

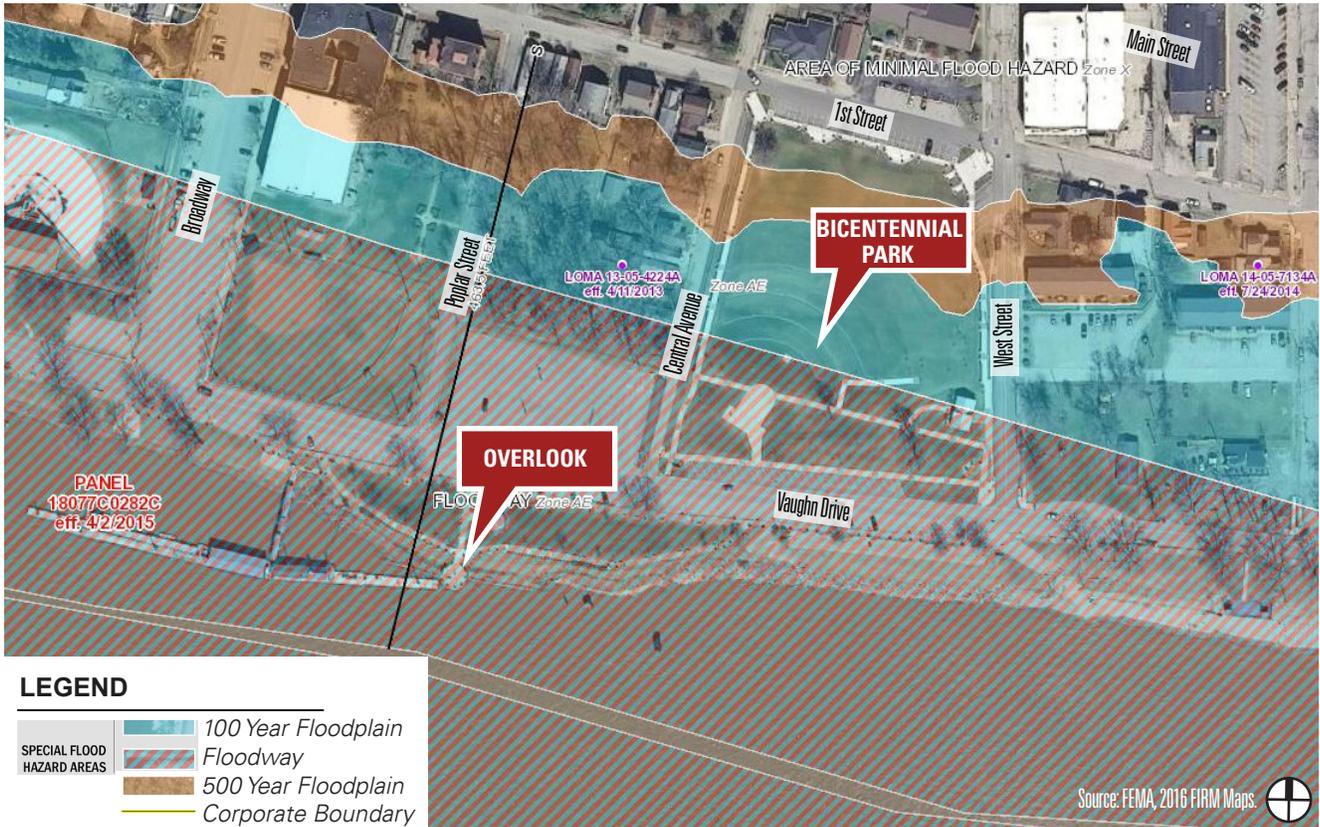


Tower Manufacturing Flood Hazard Blowup Map



Crystal Beach Flood Hazard Blowup Map

Flood Hazard Mapping (continued)

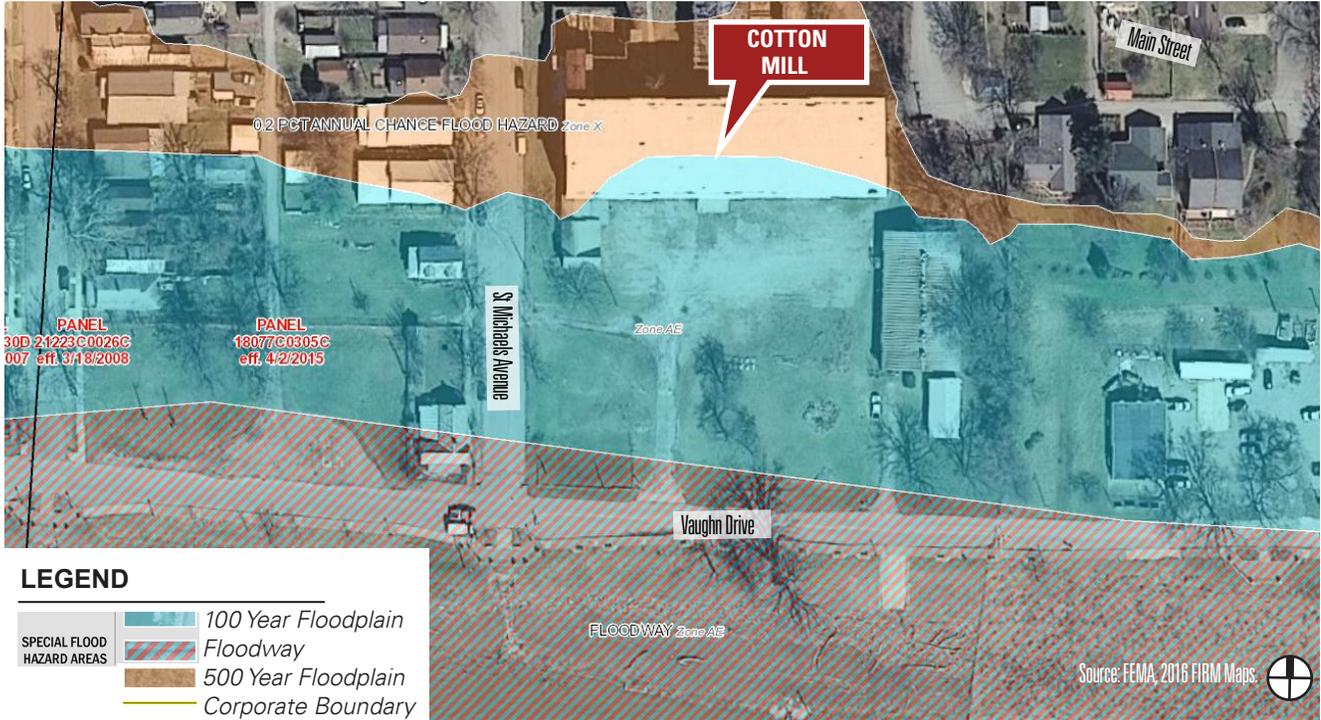


Overlook Area Flood Hazard Blowup Map



Mulberry Street to Walnut Street Area Flood Hazard Blowup Map

6 | Infrastructure and Public Services Flood Hazard Mapping (continued)



Cotton Mill Flood Hazard Blowup Map



Bridge Area Flood Hazard Blowup Map

Stormwater Management

STORMWATER

Stormwater management is one of the most difficult challenges a city faces regarding minimizing environmental impact on surrounding waterways and in the case of Madison, the surrounding waterway is the beautiful Ohio River.

One of the primary objectives of stormwater management is to prevent the direct flow of runoff from impervious surfaces (hard surfaces such as roads, parking lots, roofs, and sidewalks) into the creeks and rivers that convey water downstream in the watershed. Even turf grass produces relatively more runoff than shrubs, trees, and groundcover. Stormwater runoff is often one of the primary sources of pollution in both urban and rural areas.

The Ohio River is under the The Ohio River Valley Water Sanitation Commission (ORSANCO) jurisdiction. This organization monitors the river for contaminants and reviews the quality of water. Madison has seven watersheds that eventually drain directly into the Ohio River or other streams -- Big Clifty Creek, Clifty Creek, Little Clifty Creek, Crooked Creek, Little Crooked Creek, Deans Branch, and Dugan Hollow Creek. Most of these creeks start on the hilltop above downtown and travel south eventually to the Ohio River. Crooked Creek runs just north of Historic Downtown.

FLOOD HAZARDS

As with all cities and towns along the Ohio River, flooding is a major concern. The Ohio River drainage basin is 981 miles long, starting at the confluence of the Allegheny and the Monongahela Rivers in Pittsburgh, Pennsylvania, and ending in Cairo, Illinois, where it flows into the Mississippi River. About once every two years, the river flows over portions of Vaughn Drive primarily west of Broadway and approximately every four years, there is a storm event that causes Vaughn to be completely submerged. The Flood Hazard Mapping (pages 119-122) illustrates the extent of the FEMA designated floodplain. The northern portion of Downtown along Crooked Creek also experiences flooding from large local rain events.

Public Services

PUBLIC SAFETY

The City of Madison has one of the largest and oldest volunteer fire departments in Indiana, comprised of six independent fire companies. One company, Fairplay Fire Company #1, is the oldest fire company in Indiana, established in 1841.

Washington Fire Company #2 operates out of the oldest active fire station in Indiana, built in 1848. Four fire stations are downtown and two stations on the hilltop as illustrated on the Critical Facilities map below on page 124. All fire stations operate as parties under one contract with the City.

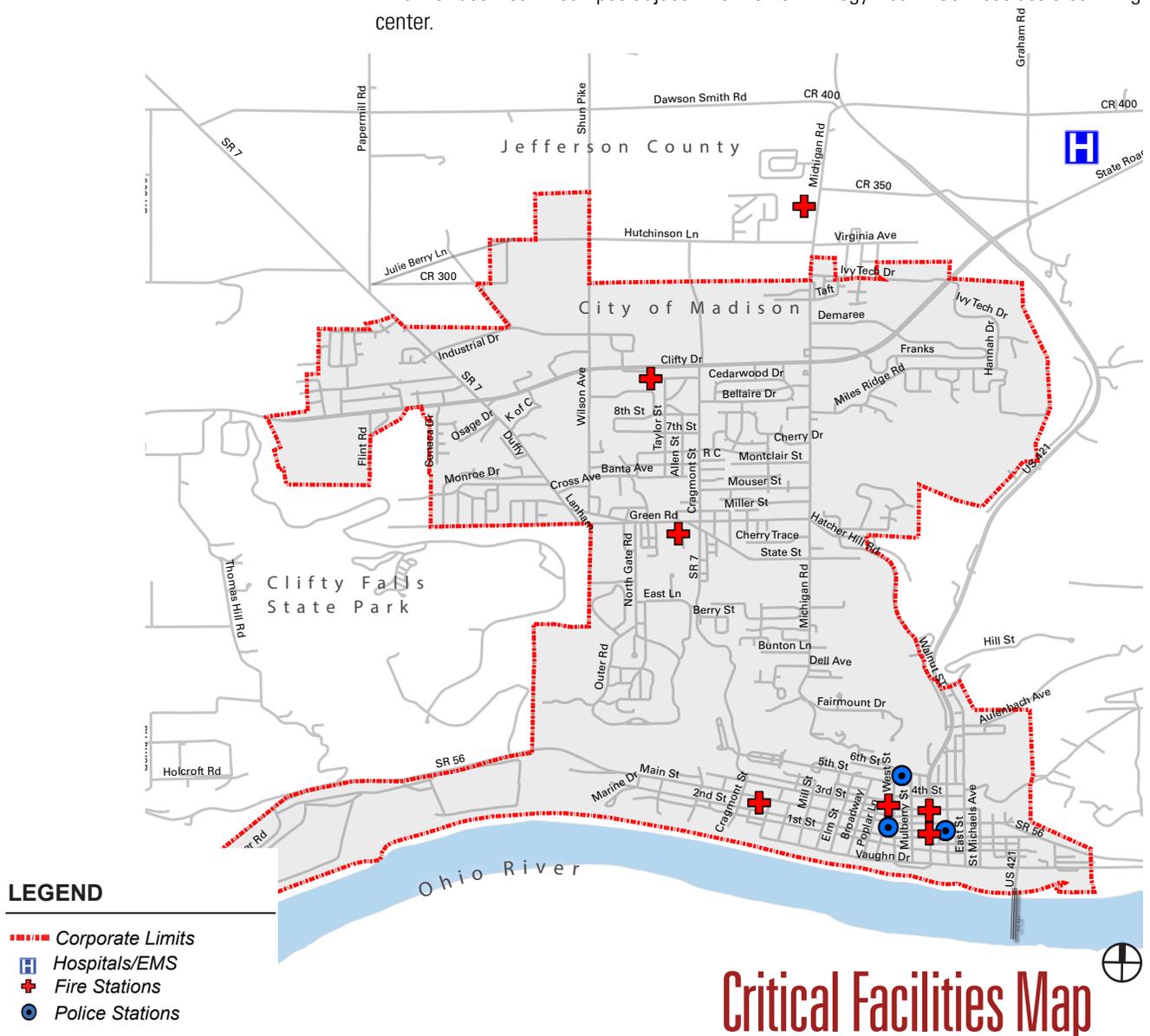
The entire department currently has approximately 100 volunteer fire fighters, those firefighters operate 4 Engines, 3 Ladder Trucks, 1 Rescue Squad and a Utility Vehicle. This operating model seems to have served the City well for over

6 | Infrastructure and Public Services

100 years though there are needs for modern and different equipment to serve a 21st-century population. The volunteer model is used widely throughout the United States, but many throughout the country are seeing gradual declines in participation. If current trends continue, this model may need to be reviewed. In addition to fire fighting, the Department has recently partnered with KDH EMS to offer an Emergency Medical Responder program, which offers a higher level of service to the citizens of Madison.

Madison Fire Department also responds in Jefferson County when requested under mutual aid agreements with several county fire departments and the town of Hanover. The department also provides high angle rescue as well as vehicle and machinery extrication for not only Madison, but a majority of the county.

The City of Madison has a full-time police department with 29 officers, two secretaries, and an animal control officer. The department is discussing the addition of more take-home vehicles and to rotate vehicles on a more regular basis to maintain a reliable and safe fleet. The Police Department is planning to relocate to one of the buildings on the River Terrace Health Campus adjacent to the new Trilogy Health Services assisted living center.



Critical Facilities Map

Profile: Creating a Capital Improvement Plan

What are Capital Improvements?

Capital improvements include major projects identified as a community need for the safety and quality of life of its citizens. The most common projects usually involve construction of roads, municipal building/facility, acquisition of real property or equipment.

For the purpose of this Comprehensive Plan, the capital improvement projects include, but are not limited to construction of:

- Streets, sidewalks/ trails
- Sanitary sewer, storm sewer, and water lines, treatment plants, lift stations
- Public buildings (libraries, city halls, materials storage)
- Acquisition of fire trucks, police cars, plows

What is a Capital Improvement Plan?

Typically a Capital Improvement Plan (CIP) is a five-year timetable or schedule identifying the planned capital improvements to be made over a period of time. The improvements are prioritized as to importance, giving an approximate date that they should be completed, and estimates for the costs of each project and anticipated funding sources. It begins with a five-year projected schedule. As each year closes, minor adjustments to the next four years are made as necessary and a fifth year is once again added. This ensures that the Capital Improvement Plan will always project five years worth of identified projects.

How Can you Manage Growth with a CIP?

A Capital Improvement Plan is one of the most effective means to manage growth in a community. With a CIP in place, the community can best sculpt or manage where and when growth occurs within the city. For instance, if primary infrastructure is never extended to an area, growth is less likely to occur. On the other hand, where growth is desired, a municipality can extend its infrastructure in order to proactively attract builders. However, infrastructure alone does not always attract a new development. Extending infrastructure without a phased plan for growth can dilute opportunities and result in vast quantities of public investment that may sit idle for many years. Municipal-owned water and sewer, and roads are the most critical infrastructure elements for steering growth in a community. These two services are generally required for all new development.

Whether extending infrastructure in advance of development as a public investment or approving private infrastructure investments, all infrastructure must be built to the specifications of the city and be deeded over to the city upon completion. Further, standards for sizing of the lines should be adequate to accommodate future capacity in areas expected to have a high growth potential or desired for large-scale development like industrial or light industrial.

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King's Daughters' Hospital provides a full scope of health services to Madison and the surrounding area at a new site on the northeast side of the city. There is ample service capacity for current and future residents and businesses. Besides the Trilogy assisted living center, the Waters of Clifty Falls and Hickory Creek Healthcare Foundation, INC. provide a combination of skilled nursing and rehabilitation services.

SOLID WASTE DISPOSAL

The City of Madison provides weekly garbage and recycling services to residents of the city. Solid waste is deposited in the landfill located outside of Jefferson County. Recyclables can be commingled, and Rumpke handles services. The City will pick up leaves and yard waste weekly to compost. During the fall, leaves may be collected curbside with a leaf-vac.

STREETS AND ROADWAYS

The Madison Street department is responsible for 70 miles throughout the city. The department should regularly meet with utility providers in order to coordinate needed roadway improvements when utilities are being installed and replaced. It is important to have a program for new roads, maintenance and replacement of existing roads in a 5-year capital improvements plan. The department should also establish construction and design standards for all classifications of public and private roads in a City Design Standards Manual, where standards such as milling the asphalt on a street should be required after so many overlays.

Goals and Recommendations

Goal 1:

Provide well-designed, efficient and constructed infrastructure with adequate capacity for a community that desires enhancement and growth.

RECOMMENDATION 1

Prepare a Water and Sewer Service Area Plan for future extensions of service.

Publish the water and sewer utility boundaries online and maintain the mapping as service areas expand over time. The city should coordinate with Ryker's Ridge Regional Sewer District and Rykers Ridge Water District regarding extension or expansion of services.

Provide water and sewer utility services to unserved areas with Madison's corporate boundary and extraterritorial-jurisdiction consistent with the goals outlined in the Future Land Use Plan and policies on annexation. The plan should identify utility needs, cost and funding sources and be updated yearly as part of a 5-Year Capital Improvements Plan

Reinforcing what was stated in the ENVISION plan, the City should work with Jefferson County to consolidate redundant services offered by both entities to increase efficiencies and cut costs.

RECOMMENDATION 2

Create a 5-Year Capital Improvements Plan outlining project priorities, potential funding, and timing.

The Plan should address needs related to utilities, streets, parks, pavement management and stormwater drainage. The Plan should be evaluated each year to determine if priorities have changed and updated since one year’s worth of projects will have been accomplished. The CIP is used by decision makers, staff and influences the City’s budget. Having a CIP will ensure projects are planned and coordinated such as roadway and underground utility work in the same location.

RECOMMENDATION 3

Prepare a City Design Standards Manual.

To reduce inefficiencies and ensure quality standards, Madison needs to create a city-wide design standards manual that identifies minimum standards and criteria to be used for construction of all improvements in development and redevelopment. Design standards manuals specify materials and methods for improvements required in subdivisions, site development, public and private streets, utilities, and any improvements within the public right-of-way. These may include potable water and sanitary sewer system details, roadways cross-sections and right-of-way requirements, pavement repair details, tree planting and Best Management Practices details.

RECOMMENDATION 4

Develop a city-wide strategy for identifying, monitoring, and facilitating the remediation of suspected brownfield sites.

Much of the focus of this comprehensive plan is on the redevelopment and enhancement of areas within the city that were previously developed. Successful redevelopment may require the city to proactively assess potential sites, including soil and groundwater testing to ready them for redevelopment. Work with state and local agencies to conduct soil and groundwater testing near identified brownfield sites. The City should seek grants from the EPA and other agencies as they are available to facilitate this process.

Continue to be involved by reviewing the final Remediation Work Plan (RWP) for the CBS site and insuring the owner implements the recommendations to address the contaminants associated with the site.

Goal 2:

Manage the City's stormwater.

RECOMMENDATION 1

Integrate green infrastructure best management practices into public realm improvements.

Lead by example to ensure hard-surface street, parking, and sidewalk improvements throughout the city incorporate rain gardens, bio (vegetated) -swales, and other low impact designs as a feature into targeted redevelopment sites as described in Chapter 8: Targeted Redevelopment.



Parking lot with bioswale.

RECOMMENDATION 2

Increase awareness of the importance of stormwater management.

Install graphic decals on all storm drains informing citizens and business owners that what every they put down the drain impacts the Ohio River.

RECOMMENDATION 3

Require a drainage analysis for all developments over five acres.

A drainage analysis submitted as part of a site development plans will identify the potential impact on the existing storm sewers and other public infrastructure and determine what on-site and off-site upgrades are required.

RECOMMENDATION 4

Commission a study that identifies the locations, design and cost of the repairs for the unique historic storm drain system in downtown

Use the City's historic preservation planner to lead this effort with the assistance of the City's engineer and a historic preservation specialist. Ensure that historic materials are replaced with context appropriate substitutes.



Storm drain decal to increase environmental awareness.

Goal 3:

Enhance public infrastructure to promote investment/reinvestment.

RECOMMENDATION 1

Secure high-speed Internet access throughout Madison

The City should work with providers identified by the ENVISION subcommittee to continue to establish wireless access points and make them accessible at

community facilities throughout the City. Engage local entrepreneurs and those considering starting up a company in Madison about the types of infrastructure or service improvements that would spur innovative companies to locate to targeted redevelopment sites. Refer to Chapter 8: Target Redevelopment Sites.

Goal 4: Maintain an aesthetically appealing environment that attracts investment.

RECOMMENDATION 1

Address neighborhood image needs.

Support neighborhood based improvement initiatives and cleanup efforts that can greatly improve the quality of life of residents with little or no cost. A neighborhood cleanup campaign can be rewarded with new street trees or public acknowledgement for making the best effort.

RECOMMENDATION 2

Develop a public realm tree program for streets, parks, and public spaces.

The Madison Tree Board should lead the effort to maintain and enhance the urban forest by developing a plan that indicates the priorities for planting (streets, parks, etc.), funding, and timing. The Board should have a member or be advised a person knowledgeable about the selection, care, replacement of urban plantings. The Board should prepare a list of recommended, as well as prohibited tree plantings for certain situations (adjacent to the sidewalk, in the park for shade, screening, and more). The tree board should participate in the update to the City's Zoning Ordinance, which will require plantings in non-public spaces such as parking lots.

RECOMMENDATION 3

Help Madison to be a more resilient community.

Use the Future Land Use plan as a guide to avoid development in areas prone to natural hazards or with potential environmental contamination.

Discourage development of new critical facilities such as hospitals, schools, community centers, and utility substations in the floodplain.

Require roads to be constructed at a grade above the base flood elevation to ensure access even in the event of a flood.

RECOMMENDATION 4

Pursue opportunities to preserve and restore natural areas and their function to reduce the impact of hazards.

"Making sure the U.S. has super-fast, high-capacity, ubiquitous broadband networks delivering speeds measured in gigabits, not megabits, isn't just a matter of consumer convenience, as important as that is.

It's essential to economic growth, job creation and U.S. competitiveness. To maintain U.S. leadership in innovation, we need to keep pushing for faster broadband networks, and we need a critical mass of innovation hubs that offer homes and businesses access to gigabit broadband."

--Julius Genachowski, Chairman of the FCC

Excerpt from "Faster, Sooner: Why The U.S. Needs 'Gigabit Communities'" on www.forbes.com.

6 | Infrastructure and Public Services

"A Resilient City is one that has developed capacities to help absorb future shocks and stresses to its social, economic, and technical systems and infrastructures so as to still be able to maintain essentially the same functions, structures, systems, and identity."

Excerpt from www.resilientcity.org

Consider policies that include "No Adverse Impact" and/or compensatory storage language in the floodplain management ordinance for future development in the floodplain. See profile on page 131.

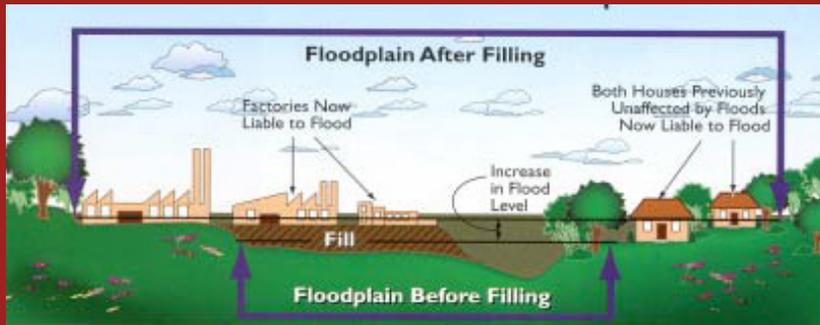
Consider land acquisition and /or the use of conservation easements to protect fragile riverside environments and for the gentle use and pleasure of residents and visitors. New construction within the floodplain is limited by FEMA requirements. Projects considered on the waterfront should further the goals of activating the river (kayak rentals, outdoor decks/cafes).

Encourage the restoration of natural drainage paths in new and redevelopment projects.

Profile: No Adverse Impact/Compensatory Storage

No Adverse Impact Floodplain Management

As defined by the American Society of Floodplain Managers. “NAI or No Adverse Impact is defined as an approach that ensures the action of any property owner, public or private, does not adversely impact the property and rights of others.” This principle makes a community look at what needs to be done to prevent damage to people, property, and the environment



Compensatory Storage

As defined by the Federal Emergency Management Agency (FEMA)'s standards for the National Flood Insurance Program (NFIP), “The NFIP floodway standard in 44CFR 60.3 (d) restricts new development from obstructing the flow of water and increasing flood heights. However, this provision does not address the need to maintain flood storage. Particularly in flat areas, the floodplain provides a valuable function by storing floodwaters. When fill or buildings are placed in the flood fringe, the flood storage areas are lost and flood heights will go up because there is less room for the floodwaters. This is particularly important in smaller watersheds which respond sooner to changes in the topography. One approach that may be used to address this issue is to require compensatory storage to offset any loss of flood storage capacity. Some communities adopt more restrictive standards that regulate the amount of fill or buildings that can displace floodwater in the flood fringe.

Source: ASFPM - How the Floodplain Boundary Changes with Filling

Profile: Green Infrastructure and Stormwater Management

Stormwater management is one of the most difficult challenges that a city faces regarding minimizing its environmental impact on surrounding waterways. It is often one of the primary sources of pollution in both urban and rural areas.

One of the primary objectives of stormwater management is to prevent the direct flow of runoff from impervious surfaces (those that cannot soak in rainwater) into the creeks and rivers that convey water downstream in the watershed. When there is direct flow, pollutants in the runoff have no time to settle out of the water before they can pollute creeks and rivers. Many Best Management Practices (BMPs) have been developed to hold stormwater long enough to allow the contaminants to settle out or run the water through constructed wetlands to filter pollutants out of the water before entry into a river.

The use of “green infrastructure” like constructed wetlands and bioswales—drainage channels lined with filtering plants—can be beneficial for the treatment of stormwater runoff for existing properties and develop residential subdivisions, business, and industry. This green infrastructure replaces some of the expensive pipes and tanks that would otherwise be required to control stormwater and manages it like nature. Some of the benefits of integrating BMPs into new development projects include:

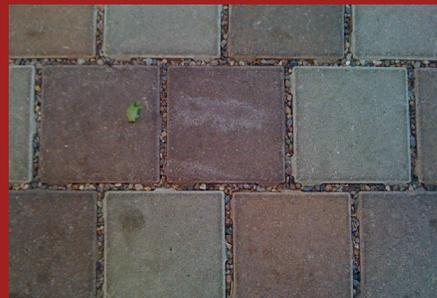
- They can be less expensive to install and maintain.
- They can be self-healing.
- People want to be able to access the natural environment in which they live, and stormwater management facilities have the potential to become spectacular components of parks and greenways.
- They are more readily permitted by regulatory agencies.
- Communities and corporations can project a

progressive environmentally-friendly image.

- They encourage better integration of the built and natural environments.
- There is a reduced liability for wet ponds with extended shallow water shelves.

There are also some issues to consider when utilizing constructed wetlands:

- The types of plant materials used: native vs. ornamental.
- The natural elements will need to be maintained.



From the top: parking lot bioswale, permeable pavement, and streetside rain garden

Economic Development | 7



Quick Wins

Expand the Tax Increment Financing (TIF) district in order to capture funds from new development and redevelopment for future project implementation.



Industrial Clusters

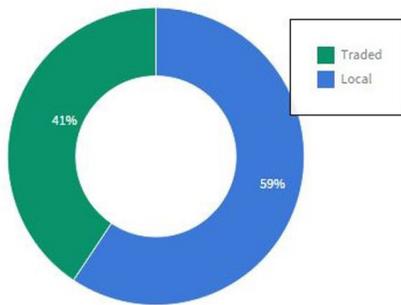
Traded Industry Clusters attract dollars to the local economy as customers from outside of Madison buy the products and services. This increases local economic wealth. Local Clusters tend to support traded clusters by exchanging dollars for locally purchased goods and services. Madison is home to a number of strong traded industry clusters such as Automotive, Education/Knowledge Creation, related metal and technology clusters, and a significant Hospitality and Tourism cluster. This demonstrates a relatively healthy and diverse Madison economy.

Economic Development

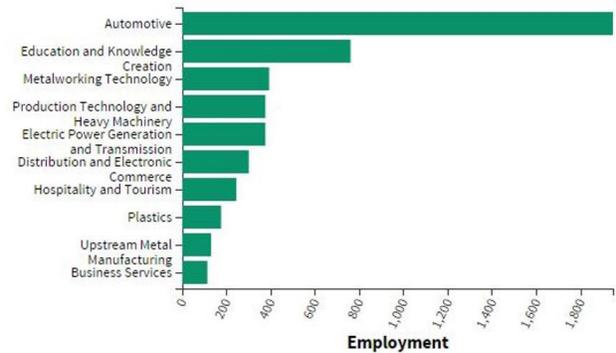
EXISTING CONDITIONS

Madison has a strong automotive sector, but there is also a diverse cluster of other industries including healthcare, education and hospitality. The City had a higher unemployment rate than either the state or the nation coming out of the Great Recession in 2010 and 2011. Madison's local economy lost jobs and total income from 2004 to 2012. Since then, the city has demonstrated significant economic resiliency, as its unemployment rate was at or below state and national levels in 2014 - 6%, down from a high of 11.4% in 2010. There are jobs available but Madison needs to attract younger and more highly skilled workers to increase total wage levels and continue to lower the unemployment rate. Some potential workers are lacking in soft skills such as timeliness, communication and conflict resolution. A persistent drug problem prevents many from obtaining and holding jobs with local employers.

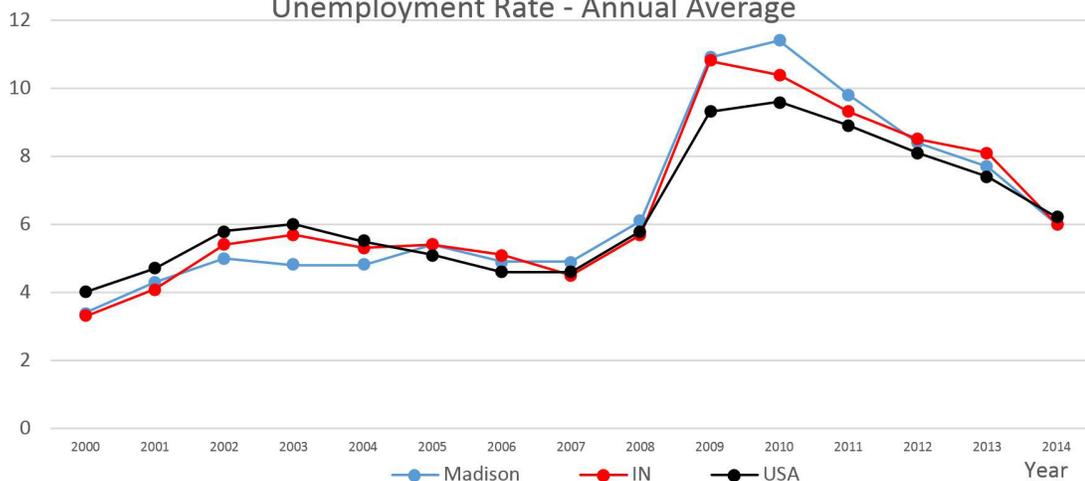
Traded vs. Local Clusters



Top Clusters by Employment

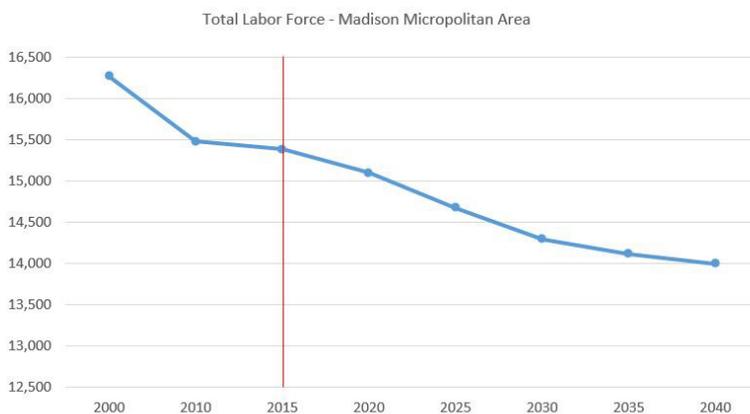


Unemployment Rate - Annual Average



Over the past 15 years, the Madison Micropolitan Area’s labor force has shrunk from a high in 2000 of 16,262 to 15,480 in 2010 and a loss of 100 more jobs by 2015. Micropolitan Areas are smaller cities under 50,000 in population and have labor markets and regional economies that are more independent from large economies of large Metropolitan Statistical Areas such as Louisville, Cincinnati, and Indianapolis. In essence, Micropolitan Areas represent regional centers that serve rural economies and populations.

Though Madison is experiencing an improving economy, its labor force has continued to shrink to an estimated 15,380. Like many smaller cities, Madison has an aging population. Without active intervention to attract and retain younger and more highly skilled talent, the Madison Micropolitan Area is projected to continue to have a shrinking labor force falling to below 14,000 by 2040. One of Madison’s major goals should be to aggressively work to attract and expand its employment talent pool.



Educational attainment, illustrated on page 57 in the Chapter 3: Quality of Life, indicates that only 23% of adults over 25 years of age in the Madison area have a college degree. Though just below the Indiana rate, this is about 14 percentage points below the nation’s rate. Madison should begin to link employees/residents to college and other advanced degrees to increase existing skill levels.

Arts & Culture as an Anchor

The City of Madison and the Madison Area Arts Alliance (MAAA), a local non-profit, continue to work together to raise awareness of the importance of the ARTS to the city and especially as an economic driver. The development and promotion of the large concentration of arts and cultural resources is important to the overall health of the economy and tourism industry. By promoting this large existing asset of artists, craftspeople, galleries, studios; the creative community can be yet another niche to advance the tourism efforts and encourage investment into the community. There are many organizations that support art initiatives. Madison Area Arts Alliance, a nonprofit organization, recognizes all creative art forms and acts as a bridge between the artists’ and arts’ organizations and the civic and business sector of the community.

Skilled Labor Force

IVY Tech and Hanover College are excellent partners for advancing professional skills and job performance levels. This demonstrates to future residents and employees that Madison will support life-long learning opportunities, and is committed to increasing the percentage of residents with college degrees.

The Madison/Jefferson County area averaged 1.91 patents per 10,000 employees between 1998 and 2013, which was 25th highest among Indiana’s 92 counties. Over the same time period, Madison and Jefferson County area had a net loss of 20 firms. Madison has an opportunity for different types of job creation such as those that will support small businesses and entrepreneurs with live/work space and shared administrative support services.



Downtown Mural

The amount and quality of parks, trails, and greenways, and natural areas make a statement about a community's quality of life. Read the profile on page 137.

For more information on the challenges of financing redevelopment projects in historic areas, view the presentation at www.madison-in.gov.

In 2015, Indiana Arts Commission recognized Madison's downtown and designated Madison as an official Indiana Cultural District (one of only six in the state). As the Madison Indiana Arts and Cultural District is established and marketed, it will encourage increased attraction of artists and arts related businesses to the district, creating a strong art-centric community in which creative businesses and people thrive. Establishing higher quality of life experiences sought by visitors and residents alike, which is important to continue to maximize the arts in concert with other tourism opportunities. The Arts, coupled with Madison's strong architectural and industrial heritage, railroad heritage, destination shopping, artists' studios and galleries, green ways, and river culture, help to stimulate long-term economic development and livability.

Quality of Life is Economic Development

People are choosing to move to cities and towns that offer amenities associated with a high quality of life, where one can live safely, work profitably, with multiple opportunities to entertain themselves during leisure time. Aspects of a quality community include quality design, placemaking, good schools and neighborhoods. An integral component in a quality community is a vibrant crossroads of any scale which includes restaurants, retail, and cultural amenities such as the arts, history, and natural features that enrich one's life. Businesses and industries are moving to communities that offer these elements because this is where they find their next generation of talented employees. Talented employees are moving quality communities and then searching for a job in that place which is different that the pattern of previous decades -- where employees found a job and relocated to that place. Communities with a high quality of life are experiencing an economic renaissance more rapidly than other communities across the country.

TIF Districts Support Implementation

There are many ways to finance implementation of proposed community projects including economic development and redevelopment financing. Tax Increment Finance (TIF) districts can and should be used to support a number of excellent redevelopment project sites throughout Clifty Drive, Downtown, and along the Riverfront. TIF districts use future increased property tax revenues generated by new redevelopment project investment that would but for the TIF financing assistance not occur. The City of Madison currently is reviewing the boundaries of the existing TIF district on the north side of Clifty Drive as shown on the adjacent map and considering expansion of that TIF.

It is anticipated that funds generated by a potential expansion of the TIF might be used to redevelop sites throughout the city that have remained abandoned or underutilized for years including the 22 acres at Clifty Drive and Michigan Road. Without future expansion of the existing TIF district or creation of a new TIF district, it is doubtful private investors will be able to assume the risk to develop large scale, typically older projects. These types of projects have the capability to catalyze new development but need help with the all important first step.

Profile: The Importance Of Conserving Greenspace And Making It Available For

Use By All submitted by the Heritage Trails Conservancy of Madison

Significant economic benefits accrue from supporting trails and greenspaces and the healthy, natural outdoor activities that they support. Notable work and findings include:

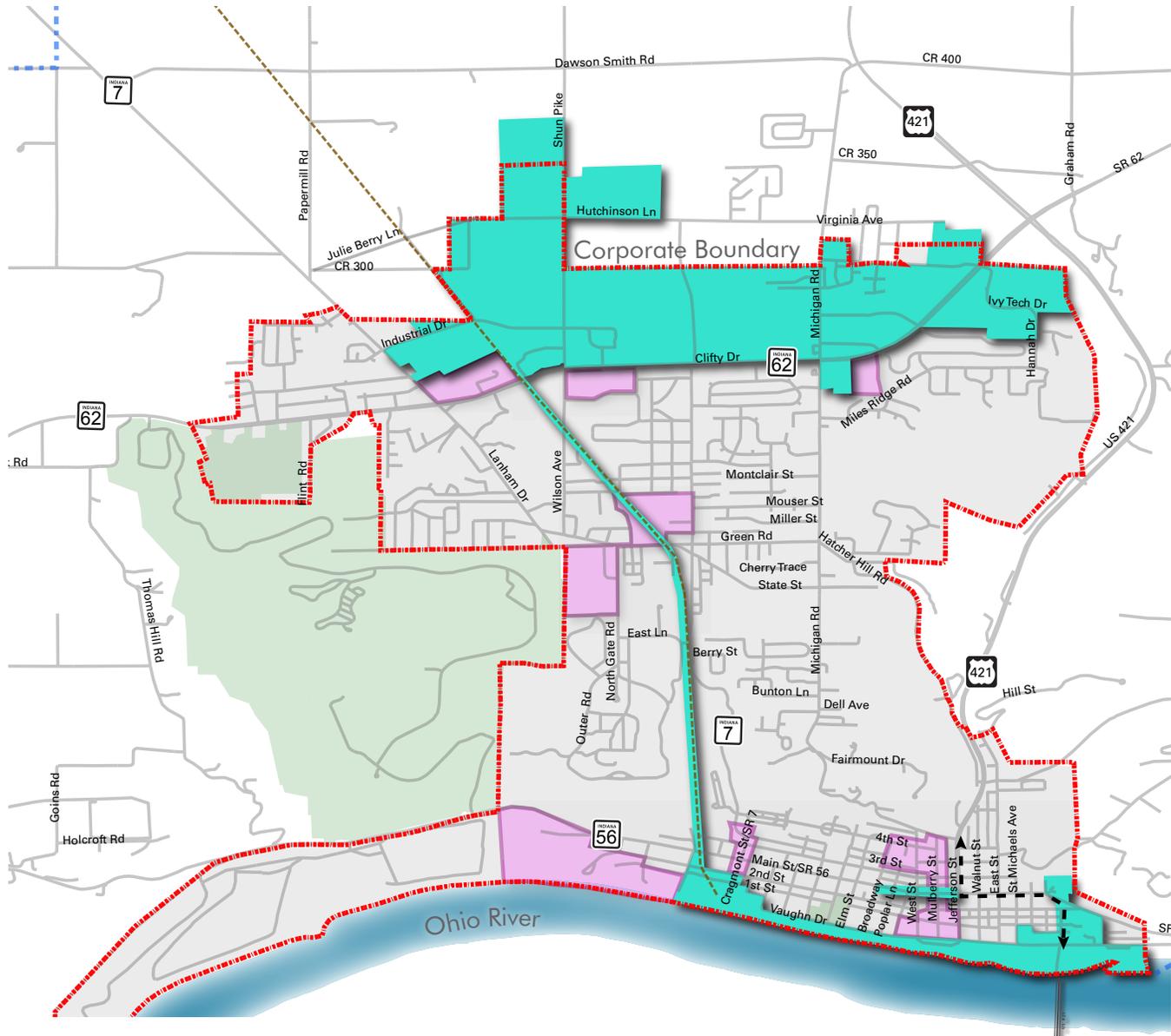
- The American Hiking Society describes benefits in the areas of retail, real estate, transportation, and healthcare;
- The Alliance for Biking & Walking notes that "more and more Americans want to live, work, and play in neighborhoods where it's easy and safe to walk and bike";
- Active Living Research, in their "Power of Trails" document emphasizes the importance and cost- effectiveness of proximity to quality trails in attracting regular users with goals/benefits including: fitness and health, relaxation and solitude, fun and enjoyment, challenge and personal control, and being outdoors and learning about nature;
- American Trails, in their work with the National Trails Training Partnership, stress that "With the emphasis on health and fitness in today's society, trails are becoming just as important as streets and sidewalks in our communities";
- The Rails-to-Trails Conservancy points out that the "far-reaching benefits of trails and greenways is compelling, especially given the minimal public investment involved compared to other undertakings with the same community goals."

Well-developed trails and parks contribute directly to economic growth, attracting new business and people, quality of life, and overall health and costs thereof.

- **GROWTH:** Rails to Trails Conservancy found that cities that have redesigned antiquated industrial sectors into lush green zones have experienced an economic boom over the last several decades.
- **QUALITY OF LIFE:** Economically successful regions are increasingly those that offer high quality of life to residents. Opinion polling confirms that trails, greenways, parks, and open space are a key quality of life indicator. Surveys of CEOs and business owners indicate quality of life is one of top three factors in choosing business location. Investments in infrastructure that improves quality of life will be a key economic development strategy in the 21st century.
- **PHYSICAL ACTIVITY:** In their "Power of Trails" study, Active Living Research concluded that community trails are a cost-effective means for promoting physical activity and potentially reducing medical expenses and that having trails close to where people live is associated with higher levels of trail use among adults.
- **HEALTH CARE EXPENSE:** A National Park Service investigation of the overall health benefits of outdoor recreation found that regular exercisers filed 14% fewer claims for insurance than people with sedentary lifestyles ... (and) healthy people filed 41% fewer claims that were over \$5,000.
- **BROAD IMPACT:** An Economic & Planning Systems study noted that walking for fun/fitness is the most popular recreational activity among all age groups, with day hiking, running, and bicycling showing the highest growth rates. "User Utility" studies estimated the equivalent financial value (asking about "willingness to pay") of frequently used local trails averages about \$0.50 per use.
- **COMMUNITY DESIRABILITY:** A National Association of Homebuilders study found that trails are the second-most important community amenity potential homeowners cite when choosing a new community, translating into increased property values and enhanced tax revenue.
- **PROPERTY VALUES:** A study in Indianapolis estimated that overall impact of trails on property values was more than \$140 million dollars. Proximity and access to well-managed trails, greenways, parks, and open space adds a substantial premium (5-30%) to existing and new home values. The University of Washington found that, "With few exceptions, studies find that homes adjacent to naturalistic parks and open spaces are typically valued at about 8% to 20% higher than comparable properties."
- **NATURE:** The UW study also noted "the risk of reducing the meaning of trees to purely economic terms. For most people, there are matters of meaning and principle. Recent studies of the human dimensions of urban forests are just starting to reveal the breadth and depth of benefits from urban experiences of nature.

7 | Economic Development

This is because the income generated by private investment from the project would not cover all of the eventual construction costs to make it financially feasible for redevelopment. Therefore, TIF funding is critical to redevelopment and increasing the competitive position of Madison as a high-quality place to live,



- LEGEND (Suggested)**
- - - - Corporate Limits
 - TIF District Allocation Area
 - TIF District Redevelopment Area
 - State Owned Land
 - - - - 2-Mile Extra Territorial

TIF District Map

work, and play.

Goals and Recommendations

Goal 1: Tactics

Implement an Agreed to Comprehensive Economic Development Plan.

RECOMMENDATION 1

Work closely with the JCIDC Economic Development Specialist

It will take a village of the city, the county, the JCIDC, ENVISION Economic Development subcommittee, and Chamber of Commerce to coordinate assistance to businesses, assist industries with incentives as part of the location selection process, lead the development of project-specific game plans for site and building redevelopment, and work closely with the Indiana Economic Development Corporation and SIRPC to establish regionally-comprehensive economic development priorities and strategies. Work with the Executive Director of the JCIDC, who provides services to the City to make strategic decisions about the potential TIF District expansion, implementation of redevelopment projects along Clifty Drive and downtown. All of these projects will increase the quality of life through placemaking, and in turn support economic growth and development throughout the City of Madison.

RECOMMENDATION 2

Support the ENVISION Economic Development Committee.

This ENVISION Economic Development committee should include representatives from the public, private and institutional sectors such as planning staff, business leaders, the Chamber of Commerce, and potentially education representatives from Hanover College and Ivy Tech. The Committee, working in close coordination with the JCIDC Director, should directly support the expansion of the TIF District to implement redevelopment projects that will positively impact the long-term vibrancy of Madison.

RECOMMENDATION 3

Create a Quality of Life Bond Initiative.

Responsible public investments to incentivize redevelopment, further activate the riverfront, improve bicycle and pedestrian connectivity, and enhance parks, gateways and wayfinding will instill pride and catalyze private investment. Expand the TIF district to capture portions of the downtown's and the riverfront's increased revenue generation, and leverage those funds to support public projects in redevelopment areas, not only downtown but also in the Clifty Drive east area. Consider a Quality of Life Bond Initiative as a tool to amass funding to support

major capital projects (parks, trails, sidewalks, drainage improvements, dredging and more) that benefit the entire community.

RECOMMENDATION 4

Establish a Riverfront Development District.

Many communities (South Bend, Columbus, Noblesville) throughout the state are taking advantage of legislation under Ind. Code § 7.1-3-20-16.1 which permits businesses in an economic development area, a redevelopment project area, an urban renewal area, or community revitalization enhancement district as designated by ordinance to obtain 3-way liquor licenses for \$1000. The proposed dining/ entertainment/ cultural establishments must be located within 1,500 feet or three city blocks from the river or the edge of the floodplain.

RECOMMENDATION 5

Don't Forget Business Retention.

Continually check with local businesses to identify any potential business needs (retention, innovation, job creation, and expansion) that could be supported by the programs and incentives provided by the JCIDC, the Chamber, Madison Main Street, or the City. Ideally, these organizations should be working together. The Shop Local Profile on page on page 145 underscores ways to reinforce business retention.

Business Attraction and Retention

Business attraction and retention are two very important parts of any comprehensive economic development approach. These two factors work together to make for successful community economic development.

Goal 2: Continue to Diversify

Nurture growing 21st century economic sectors.

RECOMMENDATION 1

Support advanced manufacturing.

Create training for advanced manufacturing skills through an alliance with the Chamber of Commerce, Hanover College, and Ivy Tech. Expand the industrial mentoring program for middle schools, industrial apprenticeship programs for high schools, and internship programs for higher education students, tied directly to employment opportunities with local industries and institutions.

RECOMMENDATION 2

Nurture health care.

Seek opportunities to encourage medical professional and technical support services that complement the offerings of King's Daughter's Hospital (KDH). There are opportunities for increased partnerships with the schools for this training.

RECOMMENDATION 3

Improve Digital Wi-Fi Coverage.

The City and Chamber should support full Wi-Fi coverage across the entire city. This will support existing and new businesses. It will also retain and attract professional and younger talent to those businesses and the community as a whole.

Without Wi-Fi coverage, the City will have a difficult time retaining businesses and employee talent long-term.

Goal 3: Hometown Prep

Improve workforce development and vocational education options within the community.

RECOMMENDATION 1

Work closely with Workforce One - State of Indiana - tailored to Madison's specific needs.

City Economic Development coordinator should meet regularly with Workforce One to set workforce area strategies and goals. Coordinate economic development marketing efforts.

RECOMMENDATION 2

Address the education and training needs of the local workforce and employers.

Continue to support Envision's workshop development efforts in partnership with area educational institutions, linking the workforce with employer needs.

Goal 4:

Capitalize on local entrepreneurship and innovative thinking.

RECOMMENDATION 1

Support and incentivize small business incubation.

Establish a small business innovation fund to support small business product and service development. The innovation fund could be supported by the creation of a venture capital fund that would support business product development. Madison and the Chamber of Commerce should work with Indiana's Small Business Development Center to target nascent businesses that will support its growing health care, manufacturing, and bioscience/biomedical industries.

RECOMMENDATION 2

Create a small business mentorship program.

Link local small businesses with existing businesses to provide mentoring of their operations. The Madison Chamber of Commerce should consider creating a SCORE

Grant Program

Programs such as the Small Business Improvement Fund (SBIF) help small businesses and commercial corridors stay viable by providing financial assistance for building improvement costs. Eligible program participants can receive reimbursement grants for qualified permanent building improvements to small business properties.

SBIF Grant Structure

The SBIF grant uses local Tax Increment Financing (TIF) revenues to reimburse eligible applicants for repairing or rehabilitating their facilities within specific TIF districts. The following features apply to this grant program:

- Maximum Grant Program Assistance
- Industrial Property – \$150,000 per property
- Commercial Property – \$100,000 per single-tenant property
- Multi-tenant Property – \$50,000 per owner/tenant with no more than \$250,000 for overall property

To read about a similar program in the City of Chicago, go to <http://somercor.com/sbif/eligibility/>.

7 | Economic Development

Small Business Mentorship

A mentorship program is an effective business development practice that connects entrepreneurs with established business leaders for assistance and guidance. It is not dependent on physical incubation space, but can be employed to enhance a business incubator. Organizations such as the Small Business Administration offer training programs to develop mentors.

program with local business leaders to mentor small businesses throughout the community.

RECOMMENDATION 3

Reorient philanthropic giving toward innovation.

Partner with the Chamber of Commerce, the Community Foundation, and major corporate leaders to create a program founded on innovation-based philanthropic giving. The City should look to peer communities for models that have been successful in implementing similar programs. This can positively affect both economic development and workforce development initiatives.

Goal 5: Bold Moves for Change

Task the Redevelopment Commission with establishing methods to implement significant projects and reduce the focus on utility and infrastructure extension and maintenance.

RECOMMENDATION 1

Promote infill development by marketing vacant properties owned by the City and investigating forming a land bank.

The City, along with neighborhood stakeholders and local banks, should review how a land bank could be used to establish a group of parcels for future infill housing needs. This would also provide a set of properties that could be designated for affordable housing infill projects. These projects may assist in maintaining and stabilizing housing needs especially within the City's eastern neighborhoods.

RECOMMENDATION 2

Identify and monitor at-risk properties.

Investigate penalty and incentive programs to ensure progress is made on properties that are vacant or otherwise chronically challenged.

RECOMMENDATION 3

Consider purchasing vacant properties at tax sale and work with neighborhood organizations on a better blocks program.

Such a program would be designed to include these properties in a land bank,

generate a clean title, and conduct a block by block revitalization program using these land-banked properties as the catalyst for revitalization.

Goal 6: Arts + Economics

Continue to support tourism and the arts as economic drivers.

RECOMMENDATION 1

Continue to promote Madison as a destination with historic, cultural, and natural assets.

The City of Madison, the Chamber of Commerce, VisitMadison and Madison Main Street should coordinate to seek funding to implement projects that continue the design excellence and unique historical context that differentiates the city from peer communities in the region. The city and the many supportive organizations should continue the effort begun by this plan to work together to reinforce the City’s selected brand identity during the identification of city and district boundaries, gateways, advertising of festivals and events and other opportunities. One of the targets of these promotions should be active retirees which are increasing in number everyday and seeking communities like Madison.

RECOMMENDATION 2

Promote and expand arts and culture throughout the City.

The Madison Parks Department, Chamber, Madison Arts, and VisitMadison should continue to work together to highlight the Designated Madison Arts and Cultural District and expand the successes and benefits of the district to other neighborhoods and commercial districts throughout the city. Take every opportunity to unite the business and the arts communities as has been done successfully in regions like eastern Tennessee, Taos, NM, and Paducah, KY. Involve the arts community in discussions about community and economic development. In an update to the Madison Zoning Ordinance, require that new development provide for or incorporate art accessible /visible to the public in new projects, as has been done voluntarily with Trilogy and Ivy Tech Community College.

Goal 7: Commuters

Madison as a Bedroom Community?

RECOMMENDATION 1

Promote Madison as a City with a quality of life worth commuting for.

One strategy to increase the population of Madison is to actively market Madison as a bedroom community to the Louisville Metro area. Improved connections due to the new East End Bridge and to continued development along SR 62 in Clarksville and Jeffersonville, might entice some workers to commute.



Heritage Tourism and Historic Madison

Heritage tourism helps make historic preservation economically viable by using historic structures and landscapes to attract and serve travelers. Heritage tourism can be an attractive economic revitalization strategy, especially as studies have consistently shown that heritage travelers stay longer and spend more money than other kinds of travelers. As an added bonus, a good heritage tourism program improves the quality of life for residents as well as serving visitors

Historic Madison can be a champion for the continued development of Madison as a Heritage Tourism Destination.



Art!

Foster an “Art-centric Attitude!”

Community Performance Indicators

The Indiana Office of Community and Rural Affairs has been providing services to small cities and towns for decades. The office recently developed Community Performance Indicators (CPIs) to have quantitative measures of success. Madison could use these same indicators to measure the effectiveness of project investment. Worksheets are available on the OCRA website.

From the www.in.gov/ocra webpage: Data indicates that 54 of Indiana's 92 counties are in absolute population decline. This means that the outward migration exceeds the inward migration by margins significant enough that the net gain between annual births and deaths is insufficient to make up the difference. In some counties the deaths already exceed births. In addition, 24 counties are growing at a rate slower than the country as a whole and are classified as being in relative decline. At best the current growth rate casts them as neutral.

Healthy communities share certain characteristics and these characteristics provide CPIs that Indiana communities can benchmark to gauge their vibrancy. These characteristics should guide community discussions and plans should be developed to encourage them.

ASSESSED VALUE (AV):

The total dollar value assigned to all real property and improvements and personal property subject to taxation.

PER CAPITA INCOME:

This is the mean money income received in the past 12 months computed for every man, woman, and child in a geographic area. It is derived by dividing the total income of all people 15 years old and over in a geographic area by the total population in that area.

POPULATION GROWTH:

Population growth is the change in the population, resulting from a surplus (or deficit) of births over deaths and the balance of migrants entering and leaving a geographic area.

EDUCATIONAL ATTAINMENT RATE:

This measures changes in the educational status of each community by age and by level of education completed.

PUBLIC SCHOOL ENROLLMENT:

This is the total number of children (k-12) enrolled in public schools in a geographic area. Increasing Assessed Value (AV).

Profile: Shop Local

In many city's, success and vitality are integrally linked to the economic health of local businesses which are the foundation of the local economy and serve the needs of residents and visitors alike. Because local owners live in the community they do business in, they are free to make decisions based on local needs rather than corporate policies handed down from decision-makers far removed. Additionally, studies have shown that independent, local owners spend more money at other local businesses creating a "multiplier effect" - money recirculates within the community rather than "leaking out" to remote corporate headquarters or a centralized purchasing department. Listed below are reasons why locally-owned businesses are good for a city's long term viability.

- **Buy Local - Support Yourself:** Several studies have shown that when you buy from an independent, locally owned business, rather than a nationally owned businesses, significantly more of your money is used to make purchases from other local businesses and service providers, and farms. "For every \$100 spent in locally owned independent stores, \$68 returns to the community through taxes, payroll, and other expenditures. If you spend that in a national chain, only \$43 stays here. Spend it online and nothing comes home."
- **Support Community Groups:** Non-profit organizations receive an average 250% more support from smaller locally-owned businesses than they do from national businesses.
- **Keep The Community Unique:** Where you shop, where you eat and have fun - all of it makes your community home. The one-of-a-kind businesses are an integral part of the distinctive character of Burlington. Tourism also increases as visitors seek out destinations that offer them the sense of being someplace, not just anyplace.
- **Reduce Environmental Impact:** Locally-owned businesses can make more local purchases requiring less transportation and contributing less to sprawl, congestion, habitat loss and pollution.
- **Create More Good Jobs:** Small locally-owned businesses are the largest employers nationally offering jobs to residents.
- **Get Better Service:** Locally-owned businesses often hire people with a better understanding of the products they are selling and take more time to get to know customers.
- **Invest In Community:** Locally-owned businesses have owners and employees who live in the community, are less likely to leave, and are vested in the community's future.
- **Put Your Taxes To Good Use:** Local businesses in town centers require comparatively little infrastructure investment and make more efficient use of public services as compared to nationally owned stores entering the community.
- **Buy What You Want, Not What Someone Wants You To Buy:** A multitude of small businesses, each selecting products based not on a national sales plan but on their own interests and the needs of their local customers, guarantees a much broader range of product choices.
- **Encourage Local Prosperity:** A growing body of economic research shows that in an increasingly homogenized world, entrepreneurs and skilled workers are more likely to invest and settle in communities that preserve their one-of-a-kind businesses and distinctive character.

Source: <http://www.sbnportland.org/>

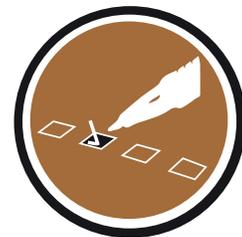
Source: <http://www.the350project.net/home.html>

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Targeted Redevelopment | 8



Market Madison's available sites and promote how the City and its partners are prepared to help overcome challenges to investment.



Site Assessments

The United States Environmental Protection Agency (USEPA) Brownfield Assessment Grant can be used to provide Phase I and Phase II Environmental Site Assessments to determine the existence and extent of environmental contamination and proposed remediation. Madison can determine eligibility and apply at the link below. Funds could help catalyze redevelopment.

www.gwrpc.com/services/brownfieldsassessment.html

www.epa.gov/brownfields

Redevelopment Overview

Redevelopment of dilapidated, vacant or abandoned real estate is often a critical issue for communities. These often blighted properties influence surrounding real estate in a negative way, preventing new investment in neighborhoods or along corridors. The associated costs to redevelop these pieces of real estate often exceed the return on investment (ROI) due to the costs of environmental remediation for brownfields, the need for compliance with modern building codes, aging mechanical systems, and the property constraints of urban real estate. These properties are often located in older sections of a community that continue to experience disinvestment and have aged infrastructure. Generally redevelopment requires the local jurisdiction to proactively intervene to assist potential developers and assume a portion of the risk. This is where the Madison Redevelopment Commission comes into play. Read more about their role in Chapter 2: Governmental Excellence, page 18.

TARGETED REDEVELOPMENT AREAS

Though Madison is known for its historic architectural design excellence and cultural heritage, that level of design, quality and craftsmanship did not carry forward to more recent development.

The minimal zoning and subdivision control ordinances and lack of design standards allowed the development community to construct what was frequently the least expensive structure on sites without the amenities (sidewalks, landscaping, decorative lighting, character signage, quality grade building materials) typical to a community that values quality.

In addition, the City has not aggressively pursued available funding to clean up and redevelop former brownfield sites (gas stations, drycleaning stores, etc.), arranged regular city-wide cleanup service days, or provided continuous matching grant programs to assist citizens with limited resources to perform basic improvements on their properties. In the worst instances, structures have been left vacant or torn down to the foundation. These real or perceived challenges limit reinvestment in whole areas.

Still there are success stories in Madison and this chapter continues the forward movement in redevelopment. In an effort to focus energies, the City chose to focus on eight properties or districts with the best chance of “making it” based on an assessment of readiness and discussions with staff, elected and appointed officials, property owners and community visionaries. These and additional key projects are located on the map on pages 150-151.

Each project is formatted as a strategic plan with project-based site analysis, design precedents, and an action plan. These projects are classified as either short-term opportunities (1-3 years), mid-term opportunities (3-5 years), long-term opportunities (5-10 years), or ongoing opportunities. The specific projects described in the following section are supported by the goals of this Plan. Many of these projects may require initial studies to determine their feasibility or may depend on other work prior to implementation. Such projects may also be implemented in a series of incremental steps involving numerous agencies or departments.

Profile: Public Private Partnerships

The term “public-private partnership” (PPP) traditionally refers to projects that involve the use of public resources or financing capabilities to promote local private economic development. In those arrangements, the public entity typically provides some combination of tax incentives, public land or other assets, infrastructure investments or financing methods. The private entity makes capital investments, commits to providing jobs, contributes development expertise and assumes financial risk.

These “partnerships” (which typically are not partnerships legally) can have short life spans covering only the construction period for the project, or longer life spans covering debt repayment or long-term operating agreements. The governing body needs to take an active role in educating the public about the costs and benefits of a proposed project.

PPPs Ideal for Local Government

There are several examples of smaller project types that are ripe for public-private partnerships. These include:

- Unlocking the value of land: Local and state governments have significant real estate holdings that are often underutilized. Particularly in

areas with increasing density, these real estate holdings can be leveraged to replace aging public facilities and provide parking while at the same time generating increased tax revenues from multi-use projects. Developers are also often willing to donate private land if it speeds up the delivery of needed infrastructure.

- Outsourced maintenance and operations: Often seen as the pioneer of public-private partnerships, state and local public works agencies can use PPPs to enhance performance, improve reliability and reduce costs (e.g. toll roads leases).
- Regulatory compliance: Some infrastructure projects are driven not just by need, but by mandate. Either development is occurring, or more commonly, new rules and regulations require system upgrades that need to be accomplished quickly to avoid stiff penalties. The public-private partnership approach can meet these challenges without the need for a permanent staff augmentation by the owner.

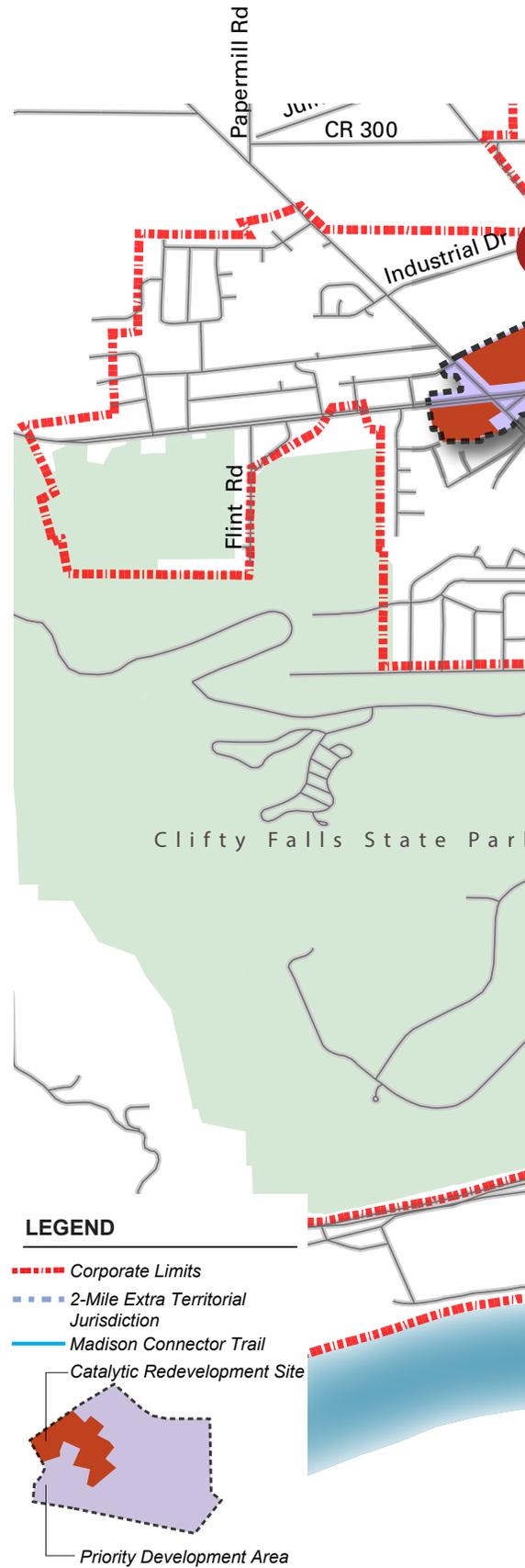
8 | Targeted Redevelopment

Targeted Redevelopment Projects

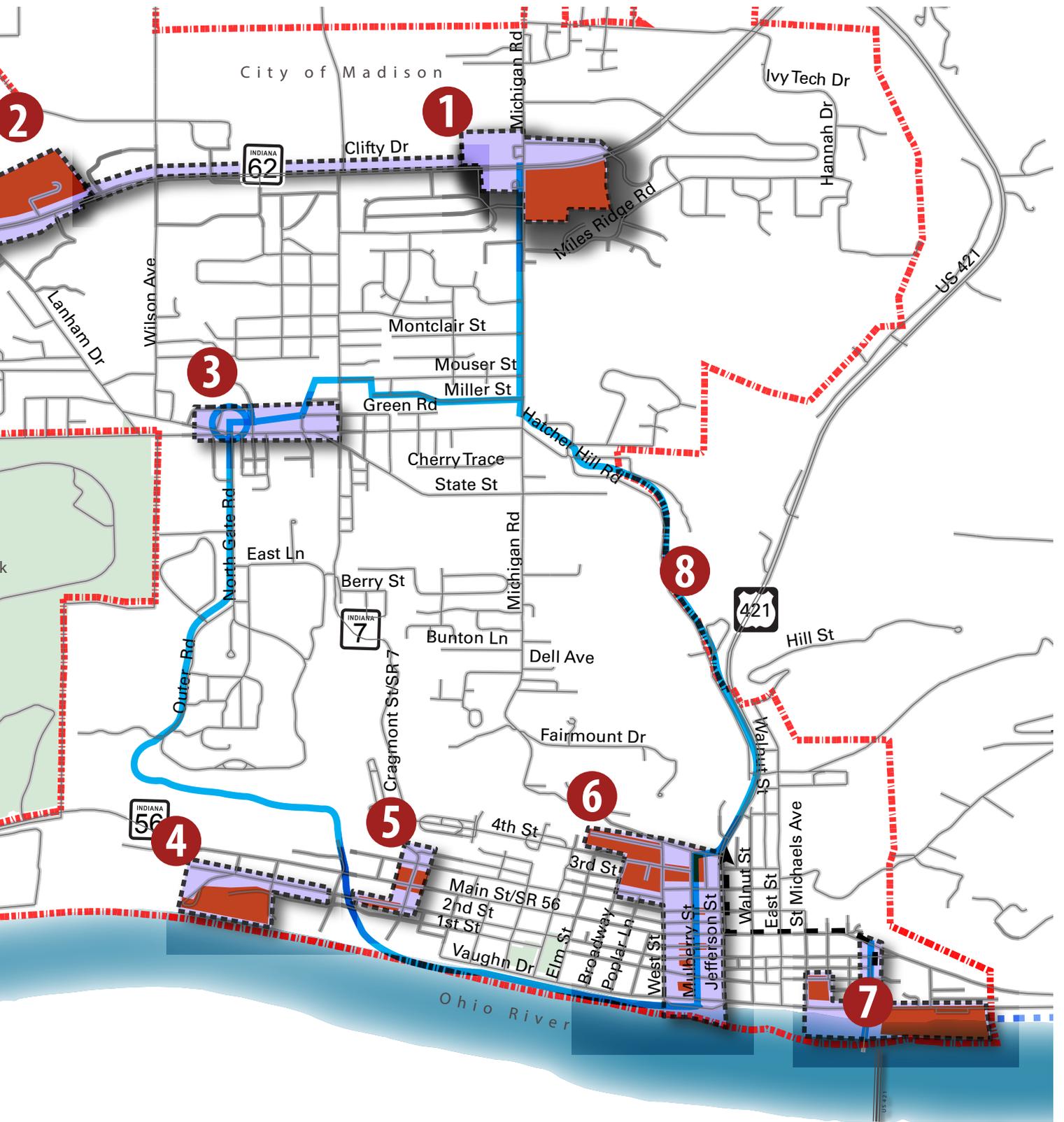
After months of review, assessment, and discussion, the City of Madison identified eight projects sites (some individual, some multiple forming a district). These potential project sites were selected because of their ability to catalyze new and positively affect existing development in the vicinity. The numbers in the key and are not reflective of the priority or order of development.

TARGETED REDEVELOPMENT AREA KEY

1. Clifty Drive East
2. Clifty Drive West
3. Green Road Roundabout
4. Marina District
5. Cragmont South
6. Mulberry Street District
7. US 421 Bridge District
8. Madison Connector



Targeted Redevelopment | 8



8 | Targeted Redevelopment



Existing Conditions



Gateway Elements



Commercial / Office Precedent



Multifamily Precedent

Area 1

CLIFTY DRIVE EAST REDEVELOPMENT

The CRM Development company from Lexington, Kentucky purchased this 22-acre site at Clifty Drive and Michigan Road several years ago. The CRM business model is to develop, own and operate its portfolio focused on office, retail, hotel and restaurant developments. To incentivize forward movement on site development, the Madison Redevelopment Commission demolished the existing buildings and cleared the site to prepare for redevelopment. To date, there is not a firm development proposal but a Hanover College business class has assisted the owners with market and economic research and recommendations. With the improvements to US 421, the extension of sewer and water service, and construction of the King's Daughters' Hospital and Ivy Tech Community College, the northeast area of the city is ripe for growth. A potential scenario could include mixed-use development that includes commercial office and retail, multifamily housing of apartments and townhomes, privately-owned public open space in the form of an urban park, civic plaza, community center, and/or trailhead for the Madison Connector. This could be a private/public partnership between the developer and the City.



Clifty East development site at Michigan Road



Action Plan

TIMING: SHORT-TERM (1-3 YEARS)

Redevelopment Goals: There are two primary goals for Clifty Drive East. The first goal is to create a vibrant, attractive commercial mixed-use corridor and the second is to enhance the multimodal character with bicycle and pedestrian-friendly improvements at designated areas. The commercial uses would be located adjacent to Clifty Drive and Michigan Road with multifamily residential development providing a transition to the single family development or undeveloped natural areas. Medical professional offices and services could be incorporated into this development. This prominent location should employ the highest design standards for building layout and architectural design.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> City of Madison, King’s Daughters’ Hospital, medical practice owners, CRM Development Company. Possibly recruit other development partners that specialize in multifamily residential that is integrated into mixed-use developments. 	<ul style="list-style-type: none"> City could work with USDA and EDA to create a small business loan program that would support and stimulate new private investment. 	<ul style="list-style-type: none"> Local and regional banks in the development of supportive underwriting loan funds, and private developers for the construction and reinvestment of new residential and commercial reuses. Partner with the Heritage Trail Conservancy and other fitness or outdoors groups to extend non-motorized facilities to connect to Clifty Drive.

ACTION STEPS

1. Continue to meet with CRM Development Company to communicate the vision and goals of the Comprehensive Plan and instill the requirement for design excellence. Request a development plan illustrating their concepts and time frame for development. Work with private developers to understand what their land requirements may be to support investment for residential and commercial development. Review the Hanover College Business Scholars’ *Report for The Shopping Center Group*, dated April 2016 for implementation recommendations.
2. Establish a trailhead for the Madison Connector. The facility could serve as a catalyst for any development in the northeast corridor and implements goals and recommendations in the 2016 Bike and Pedestrian Plan and America’s Best Communities Revitalization Plan.
3. Discuss the possibilities of future medically related services or retail located on a portion of this site with King’s Daughters’ Hospital leadership.
4. Update the zoning standards or consider a corridor overlay to address development standards including signage, site layout, building design and landscaping for properties adjacent to Clifty Drive.

8 | Targeted Redevelopment



Existing Conditions - SR 7 and Clifty Drive top and above



Mixed-use Development



Commercial Outlet Development

Area 2

CLIFTY DRIVE WEST

The intersection of State Road 7 and Clifty Drive is a primary gateway into Madison and provides many with their first impression of the city. There is not a signature gateway feature at this intersection and there are vacant and underutilized properties which signal a lack of prosperity. The property at the northeast corner of this intersection presents the greatest redevelopment opportunity. The 28 acres with a vacant 160,000 SF manufacturing building is currently for sale. This site might be ideal to continue in industrial use, or could transition to a mixed-use development with multifamily residential and retail along Clifty Drive. The second redevelopment opportunity, on the southwest corner of State Road 7 and Clifty Drive, is currently occupied by a bank and aging big box-anchored strip development. This nine-acre site could benefit from denser uses on the perimeter, reduction in parking, facade and sign enhancements and landscaping. Appropriate design precedents are shown below.



Action Plan

TIMING: MID-TERM (3-5 YEARS)

Redevelopment Goals: This intersection is identified as one of the City’s top priorities because of its prominence as a gateway into the community. To incentivize private investment and redevelopment, the City could take the first step with intersection improvements that set the tone and create a “place.” Gateway and wayfinding signage, landscaping, public art, streetlights, and pedestrian and bike improvements are all features that convey place and identity, similar to what has occurred downtown but not in North Madison. Work with the existing or proactively seek a developer/partner interested in redevelopment opportunities at the SW corner of the intersection. The project could support a limited amount of new retail and restaurant activity. The site on the NE corner of the intersection is well-positioned for industrial use and may have some reuse opportunities for small businesses or a single large user. If the building was razed, the entire property could be reconfigured to support an office/ light industrial business park suitable for a prominent corner. Work with JCIDC to ensure an assessment indicates readiness for development and advertise regionally and nationally. The suggested investments by the City will pay off in increased interest by the private sector.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> The Redevelopment Commission should have a plan to allocate TIF funds to support private reinvestment in these properties. Continually engage with the Jefferson County Industrial Development Council to advertise sites in the city to site selection firms. 	<ul style="list-style-type: none"> City could work with USDA and EDA to acquire a grant/loan that would support and stimulate new private investment on either of these locations along Clifty Drive West. 	<ul style="list-style-type: none"> The existing owner, private developers (commercial and multifamily/senior residential), local industries, and local/regional banks would be potential partners for the redevelopment of these sites.

ACTION STEPS

1. The City and the JCIDC should begin the discussion with existing property owners to share the City’s concepts for the area and determine the owner’s goals for these properties and how the City might be able to participate in meeting the goals.
2. Identify ownership and possibly assemble additional property to support future private redevelopment initiatives.
3. Using the gateway plan in Chapter 3: Quality of Life as a guide, create a gateway and wayfinding plan that will address this and other identified locations to reinforce the brand and image of Madison.
4. Conduct an assessment to ensure site readiness for the 28-acre parcel. Prepare advertising materials and market the site online and at events attended by site selectors.
5. The Redevelopment Commission and the Council should approve incentive packages that the City is prepared to offer when searching for future site investors/developers.

8 | Targeted Redevelopment

Area 3

Existing Conditions - Green Road



GREEN ROAD ROUNDABOUT

The intersection of Green Road, Gate Road and Lanier Drive (depicted below) is an awkward and sometimes confusing intersection. A roundabout can improve the safety of travel between the adjacent neighborhoods, the Rucker Sports Complex, the Boys and Girls Club and EO Muncie Elementary School, and provide an opportunity for aesthetic enhancement.

This challenging intersection is an important cog in the overall plan for the Madison Connector. It is part of the east-west bridge across the community, potentially providing future bicycle and pedestrian access into Clifty Falls State Park.



Roundabouts can offer aesthetic enhancements as well as increased functionality.

Illustrations below indicate the typical location for bicycle and pedestrian crossings of a street in a roundabout. A public improvement such as this can be a signature gateway and inspire redevelopment of the underutilized parcels north of Green Road. The area has the potential for neighborhood commercial and/or multifamily infill development to serve both neighbors and sports complex visitors. Any future design should acknowledge the unique location adjacent to the historic and grand state hospital.



Proposed Roundabout



Action Plan

TIMING: MID-TERM (3-5 YEARS)

Redevelopment Goals: This project is characterized as mid-term as it involves a major roadway improvement to a state highway controlled by INDOT. Still, it is important for City leadership to illustrate to INDOT the importance of this improvement for safety and community redevelopment potential, so that it can be included in future highway plans and appropriations. The City should prepare plans at a level of detail which opinions of cost can be based.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> • City of Madison Parks and Public Works Departments • Madison Consolidated Schools 	<ul style="list-style-type: none"> • INDOT - Seymour District • Safe Routes To Schools Program • Safe Routes to Parks Program • IDNR - Clifty Falls State Park 	<ul style="list-style-type: none"> • Sports Complex Owners • Bicycle and Trail Nonprofit Groups • Heritage Trail Conservancy • America’s Best Communities Implementation Committee

ACTION STEPS

1. The City engineer and public works director should engage a consultant to create engineering drawings for a roundabout that would facilitate traffic movement and increase bicycle and pedestrian safety and connectivity to schools, neighborhoods, and parks.
2. Pursue grant funding from programs such as “Safe Routes To Schools” and others that support multimodal transportation for bicycles and pedestrians.

8 | Targeted Redevelopment

Area 4

MARINA DISTRICT

The Marina is under new management after several years of financial and operational challenges. A well-operated, functional and attractive marina has the potential to attract regular water craft owner, not just event users. The Marina continually fills with silt from the Ohio River, which is a common occurrence. The City should partner with the private entity (marina operators) to ensure proper maintenance (regular dredging and /or the installation of pumps to prevent siltation) and upkeep as it is a resource for the whole city and not just boat owners. There may be an opportunity to leverage public funds through the nonprofit Riverfront Development Committee.

A successful waterfront is not just about getting watercraft in and out. Places like Carrollton, Kentucky, just up the river, maximize the advantage of visual and physical access to water by incorporating boardwalks or promenades, shops, restaurants, and diverse residential offerings. Every component of the development should exemplify the design excellence that Madison was once known for. The city may want to consider repositioning of public lands near the WWTP. Recent improvements to the WWTP should control any unpleasant smells and allow for this property to be used.

Appropriate design precedents are featured in images left.



Existing conditions



An example of waterfront townhomes



A waterfront park



Enhanced Marina



Existing Conditions - Marina District



Action Plan

TIMING: MID-TERM (3-5 YEARS)

Redevelopment Goals: Increase the amount of use of the marina and support redevelopment of the area around the Marina proper. This may include more multi-family development adjacent to the existing residential development at the entry to the Marina area.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> The City of Madison and local developers and realtors on the possible interest and how best to site a new multi-family residential development near the existing Marina. 	<ul style="list-style-type: none"> IDNR and US Army Corp of Engineers (Corp) are critical partners to work with for funding, as well as to minimize potential pollution or flood impacts on the Ohio River floodplain. IOCRA may provide financial assistance for placemaking projects in and around the Marina that could be matched using local TIF funds. IHCDA may provide private developers tax credits to assist with residential development in the development opportunity sites on the west and east sides of the Marina. 	<ul style="list-style-type: none"> Create a developer list for properties around the Marina. Approach the Marina Owners to understand any existing development plans and aspirations. Coordinate with the Envision subcommittee charged with facilitating development opportunities along the river. Riverfront Development Committee

ACTION STEPS

1. Work with the private operator to convey the goals for this plan for the waterfront.
2. In the spirit of a public private partnership, the city should consider placemaking improvements (multiuse paths, decorative lighting, landscaping, shade trees, public parking, wayfinding signage) that would bolster the success of the marina.
3. Update the zoning ordinance to ensure that future land side development by private investors is of the quality appropriate to this special riverside location. It's not just gangways and slips, it is part of a waterfront district.
4. The City should consider extending the TIF District or be prepared to create a property specific TIF, that would be used to support private investment in and/or around the Marina. The TIF designation could generate future revenues from the private investment to support necessary upgrades that would not occur "but for" the TIF supported projects.

For example, the City may need to dedicate all or a significant portion of the future TIF proceeds generated by a project to go back to the project to assist the private developer with closing the financial gap, making the project financially feasible for a private developer to undertake.



Existing Conditions

8 | Targeted Redevelopment

Area 5

Cragmont South District



View north from Cragmont and Main Streets.



Hawks Development, Goshen, Indiana



Lofts for Rent, Hawks Development, Goshen, IN



Existing Conditions - Cragmont South District

The Cragmont South District refers to the area in the vicinity of Main and Cragmont Streets at the western end of downtown. This intersection is a major arrival spot and secondary gateway to the downtown. This intersection is mentioned in Chapter 3: Quality of Life, suggesting physical improvements that include gateway and wayfinding signage, landscaping, art and other elements of a well-designed streetscape. Existing streetscape elements are found further east on Main Street, but end at Cragmont Street. Extending the streetscape present on Main Street east of Cragmont Street west to the entrance of Clifty Falls State Park will improve the western gateway into downtown.

The former Tower Manufacturing site is a key redevelopment site that could support neighborhood commercial development for residents and visitors alike. This 2.8-acre site is available for redevelopment. A mixed-use development at this site could be a catalyst for the revitalization of the west side of downtown.

There are several precedents throughout Indiana of adaptive reuse of old industrial buildings. One example is Hawks Development in Goshen, Indiana (left). A site such as this downtown and near the river could be a perfect place for Arts-oriented live/work opportunities -- a sort of "Makers District" where artists and other "creatives" live and practice their craft. This scenario also strengthens the existing food-centric and other retail businesses by putting more people working and residing in the area. A continuation of the historical development of small homes on small lots would be welcome and marketable in this district.



Action Plan

TIMING: MID-TERM (3-5 YEARS)

Redevelopment Goals: Placemaking is the most important word to guide improvements and redevelopment of the Cragmont South District. Located a distance west of the heart of downtown, it is no less important as it serves as the front door and foyer into downtown. In addition to suggested intersection improvements, abandoned and vacant structures should be redeveloped, and additional open space and connections to it would contribute to a vibrant successful district.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> City of Madison Redevelopment Commission and Council should work aggressively with local developers and realtors to convey site possibilities. 	<ul style="list-style-type: none"> IOCRA, IEDC, Indiana DNR-Historic Landmarks, USDA-Rural Development, US-EDA will be critical partners to work with for potential project funding, tax credit programs, and revolving loans for the development and its future tenants. IHCDA may provide assistance with residential tax credits to support ground and upper floor residential development. 	<ul style="list-style-type: none"> Work with private developers on all or portions of the Tower Redevelopment project. Heritage Trail Conservancy

ACTION STEPS

- The City Redevelopment Commission and JCIDC should assemble a package to market the Tower Building and address the challenges identified in the Phase 1 and Phase 2 environmental studies. Part of the package has to be permitting flexibility in uses and assistance meeting historic district requirements. Incentive packages might include facade grants, tax abatements, TIF financing, reduction in application and permit fees, etc.
- Prepare and list the site on the Economic Development site list indicating its unique setting and character. Reuse as a "Maker Space" for small artisans and craft businesses which may require significant underwriting to prepare the space for these new uses. Both USDA Rural Development Business Loan Programs or USEDPA project funding may be available to provide significant grants for rehabilitating the building.
- Extend the TIF District or create a property specific TIF site for the Tower Building. This will allow the City to capture future tax revenues from the site improvements. These TIF funds would allow assist the private developer in closing the financial gap and enhance project feasibility. Or the funds may be used to support public improvements in and around the property that would enhance placemaking and increase desirability of the neighborhood.
- Implement the suggested gateway and wayfinding signage at the Cragmont and Main Street intersection as shown in Chapter 3: Quality of Life. Extend Main Street streetscape elements to the west of Cragmont to help signal arrival into the downtown on SR 56. Coordinate the variety of signage (historic district, arts and cultural district, etc.). Provide enhanced definition at street corners and crosswalks using change of pavement texture or color, special landscaping, appropriate signalization or signage. Work with the Madison Area Arts Alliance to develop ideas to establish a unique character.

8 | Targeted Redevelopment



Existing Conditions = Vacant and upper floors on Mulberry Street.

Area 6

MULBERRY STREET DISTRICT

The Mulberry Street District is part of Madison's historic downtown core and ripe for redevelopment. This district refers to an area encompassing Mulberry Street especially between Main Street and Vaughn Drive. Along this corridor there are a number of projects, that when accomplished, could create a positive and prosperous synergy in downtown. Those proposed projects include:

1. The Madison Connector - a "Complete Street"
2. Riverfront Welcome and Activity Center
3. Mixed-use infill, adaptive reuse and preservation of existing residential and commercial structures
4. Ongoing improvements to the River Terrace Health Campus (formerly KDH)



Existing Conditions - Mulberry District

ACTIVATING THE EXISTING PROPERTIES ALONG MULBERRY STREET

Mulberry Street was identified in the America's Best Communities Revitalization Plan as part of the Madison Connector. It is envisioned as a multimodal corridor with curb appeal that would catalyze private investment along it. Proposed connector improvements, similar to the Indianapolis Cultural Trail, would connect the services, retail, residential, open space, grocery to the riverfront. It would shift Mulberry Street from a little traveled local street with multiple commercial and residential vacancies, to a historic connector tying the hillside to Downtown to the riverfront.

The Indianapolis Cultural Trail, constructed over the last 5 years, and has had enormous positive economic impact on many of the neighborhoods it passes through, is an apt precedent for Mulberry Street (See description and images on page 163). Districts such as Fountain Square in Indy, had some revitalization momentum before the urban trail construction, but the public investment was a major catalyst for accelerating the neighborhood revival.

Madison is also one of six designated cultural districts in the state and should leverage the designation into a destination for visitors and residents alike.

The Indianapolis Cultural Trail

- 8 Miles
- 6 Cultural Districts
- Iconic Branding
- Custom Trail Signage and Markers
- Color Coordinated Site Furnishings
- Integrated Trail Heads



Design Precedent- Cultural Trail in Indianapolis , IN

RIVER TERRACE HEALTH CAMPUS (FORMER KDH SITE) REDEVELOPMENT

The former King’s Daughters’ Hospital in Madison (now River Terrace Health Campus) has undergone redevelopment. This hospital campus now contains an assisted living facility with a focus on providing a continuum of care services. This is a welcomed use to serve the city’s aging population of long time residents and those who have chosen to retire in Madison. Also, the Madison Police Department is moving adjacent to the campus.

Still there are several under used or vacant properties along Mulberry Street. This district has opportunity to bring many more residents into downtown by with both new infill development and adaptive reuse of existing structures.



8 | Targeted Redevelopment



Existing Conditions - Mulberry Street and Vaughn Drive (below) The Mumbles Barbecue location is a prime opportunity for redevelopment to enhance the waterfront. With a Riverfront District Designation from the State, there are opportunities for restaurant or entertainment venues that can serve alcohol, if desired. All development in this area is subject to the restrictions and constraints of the floodplain.



MADISON CONNECTOR/COMPLETE STREET IMPROVEMENTS

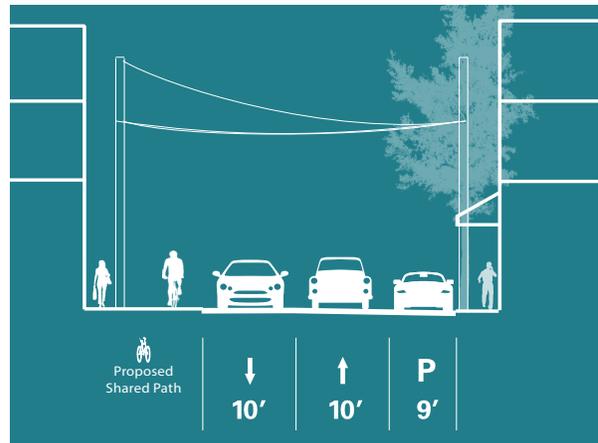
The following descriptions and images illustrate proposed Mulberry Street improvements primarily consisting of a multi-use path and streetscape to improve the pedestrian and vehicular experience, accessibility and quality of place. This also will positively impact businesses and is an example of a public investment catalyzing private investment.

On Mulberry Street, the trail would take the form of an sidewalk expanded into an existing parking lane with space for outdoor dining, bicycle parking, benches, street trees and street lights with directional, interpretive, and gateway signage. It would terminate on Vaughn Drive at a welcome center or kiosk that might also offer rentals for cyclists, skaters and more. The walkway is shown on the west side of Mulberry Street, but the location may switch sides as appropriate, and as decided after design and engineering phases.

CONNECTING PEOPLE TO MULBERRY STREET

The City of Madison hosted an event on July 26, 2016, designed to help the community to reimagine Mulberry Street as a multi-modal pedestrian and vehicular corridor. This is one another major implementation step of both this Comprehensive Plan and the America's Best Communities Grant Application. The City seeks to win one of three Grand Prizes and distinction of being named one of America's Best Communities in April of 2017. The America's Best Communities Process has been an integral part of the Comprehensive Plan process and continues to be an early indicator of the desire for the City to implement this and other planning initiatives.

Images of the design vision are on the following pages.



Proposed Mulberry Street Streetscape Section



Design Vision - Mulberry Street between 1st and 2nd Streets



Design Vision - Mulberry Street trailhead at First Street adjacent to Ruler Foods.

8 | Targeted Redevelopment



POTENTIAL DEVELOPMENT BENEFITS

Mulberry Street has significant opportunities for mixed-use and townhome infill redevelopment. Most of the mixed use development would likely be in the first block or two south of Main Street while townhome-style infill would likely occur north of Main Street in the primarily residential portion of the corridor. There is the potential for about 40 residential units as part of mixed use developments which could be located south of Main Street, and potentially result in about \$11 million of new investment. North of Main Street, the Mulberry Street Corridor could accommodate around 50 residential units of mostly townhomes designed to complement the existing historical residences on the northern portion of Mulberry Street. This would create an additional \$9.5 million in new infill investment north of Main Street for a total of more than \$20 million in total residential investment. The private development may require a variety of financing underwriting from state and federal agencies, but it is projected that most of the residential units would support market rate rents or for sale units.

Action Plan

TIMING: SHORT TERM (1-3 YEARS)

Redevelopment Goals: Redevelop the Mulberry Street corridor from the south end at the Ohio River to the Saddle Tree Historic Museum on the north end. The Mulberry Street District would be a mix of commercial and residential redevelopment. The Madison Connector project which parallels this alignment, could be a public investment that catalyzes private investment in adjacent properties.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> • City of Madison should work with private developers who will be able to reinvest in underused or vacant properties along Mulberry Street. • The City of Madison should construct the Madison Connector from Vaughn Drive to Milton Street. 	<ul style="list-style-type: none"> • The City of Madison should work with partners to apply for funding such as the as the Recreational Trails Program (DNR), TAP funds (INDOT), and other partners to construct the trail. Also, the city can leverage TIF funds if the TIF district is expanded to capture downtown to pay for improvements to Mulberry Street. • IOCRA, IEDC, Indiana DNR-Historic Landmarks, USDA-Rural Development, US-EDA will be critical partners to work with for potential project funding, tax credit programs, and revolving 	<ul style="list-style-type: none"> • Work with private developers on various properties along Mulberry Street. • Work with realtors to communicate potential to prospective buyers and also value added propositions once the trail is built. • Work with Kroger/Ruler Foods to share in the cost of trailside improvements and planned parking lot improvements.

ACTION STEPS

1. Extend the current TIF District to include Mulberry Street properties from the Ohio River to the Saddle Tree Historic Factory and the River Terrace Health Campus. The TIF District Allocation area will generate revenue to spur economic development in a more targeted redevelopment area.
2. Identify potential state and federal matching grant sources. The City may use local TIF funds and the City’s existing revolving business loan funds as a match. At the state and federal levels, several agencies could play a key role in underwriting projects with grants, loans, and tax credits to support either public or private investments.
3. Establish a Riverfront Development District as permitted by Indiana law that would allow more liquor licenses for additional dining and entertainment establishments within the Mulberry Street corridor. These new venues would create a more vibrant corridor especially from Main Street to the Ohio River.
4. Develop additional streetscape and public amenities on the north-south streets that intersect Main Street. Concepts for West Street are illustrated on page 214.

8 | Targeted Redevelopment



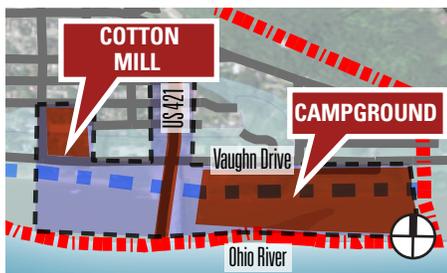
Connectivity Concerns - US 421 Bridge ramp drops pedestrian into the travel lane.

Area 7

US 421 BRIDGE DISTRICT

The US 421 Bridge District refers to large redevelopment area on the eastern end of Madison's historic downtown adjacent to the waterfront. Some of the most significant potential redevelopment projects are in this area and they can be viewed as impacted by or opportunities created from the half-mile bridge approach to the Milton-Madison Bridge of US 421. INDOT proposed up to nine realignment alternatives which pass through part of the National Historic Landmark Madison Historic District. Other potential major projects in this district which greatly impact the image, identity and prosperity of Madison include:

1. US 421 Re-alignment Property and Access
2. Cotton Mill Redevelopment
3. Madison Campground Improvements



Existing Conditions - US 421 Bridge District

REALIGNMENT IMPACT

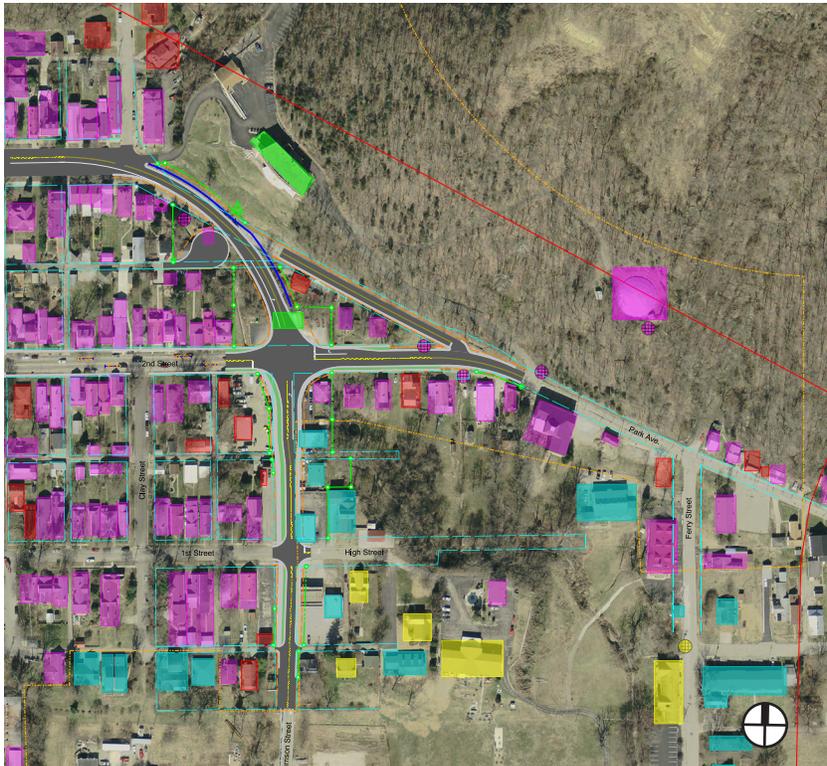
The current phase of the bridge reconstruction project focuses on re-aligning US 421 between Main Street/SR 56 and the Milton-Madison Bridge. The goal of this project is to select a route that best addresses safety concerns, mobility challenges and economic development potential. The current alignment routes nearly 11,500 vehicles per day on US 421 through a portion of the National Historic Landmark Madison Historic District. For the past 50 years this neighborhood has been plagued by slow truck traffic traveling east on Main Street, south on Baltimore Street, east on 2nd Street and south on Harrison Street to the Ohio River and Milton/Madison bridge. In addition to adversely impacting area property owners, this has caused adverse environmental, economic, and safety conditions. INDOT and consulting engineers Crawford, Murphy and Tilly (CMT) developed with public input, nine potential alternatives for multiple modes of travel including pedestrian and bicycle. The impact of this realignment is contingent on the alignment that is ultimately selected by INDOT in November 2016.

Targeted Redevelopment | 8

The INDOT alternatives are varied but the leading candidates, vetted during seven public meetings, are designed to mitigate the potential negative impacts to historic neighborhoods and minimize property loss. This planning process studied realignment alternatives independently of INDOT and CMT. Community clarity and the consensus were not reached, however, early analysis led to the elimination of alternatives 2, 3, 5, 7 and 9 due to traffic routing and excessive retaining walls. As a result alternatives 1 (no project), 4,6, and 8 appear to have the most positive reaction. Alternatives 4,6, and 8 are pictured below and on the following page.

Based on the vision and goals of the Comprehensive Plan, alternative 6 would be most appropriate for Madison with one revision – removal of the cul-de-sac in the alley between Main and 2nd Streets east of Baltimore Street which is out of character for a historic neighborhood. A hammerhead is suggested (see sidebar).

ALTERNATIVE 6 (PREFERRED ALTERNATIVE)



EXAMPLE HAMMERHEAD DESIGN

LEGEND

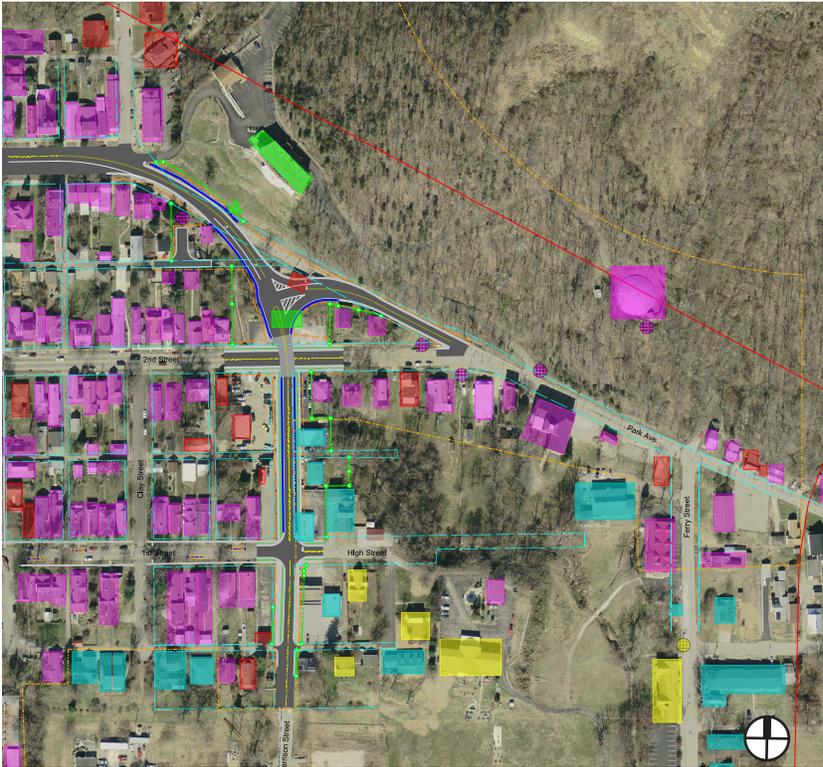
- Pavement
- Bridge
- Sidewalk/Path
- Grass
- Retaining Wall
- Construction Limits
- Proposed Right of Way Line
- Contributing to NRHP / Outside NHL
- Non-Contributing to NHL & NRHP
- Contributing to NRHP / Non-Contributing to NHL
- APE
- NHLD Boundary
- Structure
- Site
- Object
- Existing Right of Way Line

8 | Targeted Redevelopment

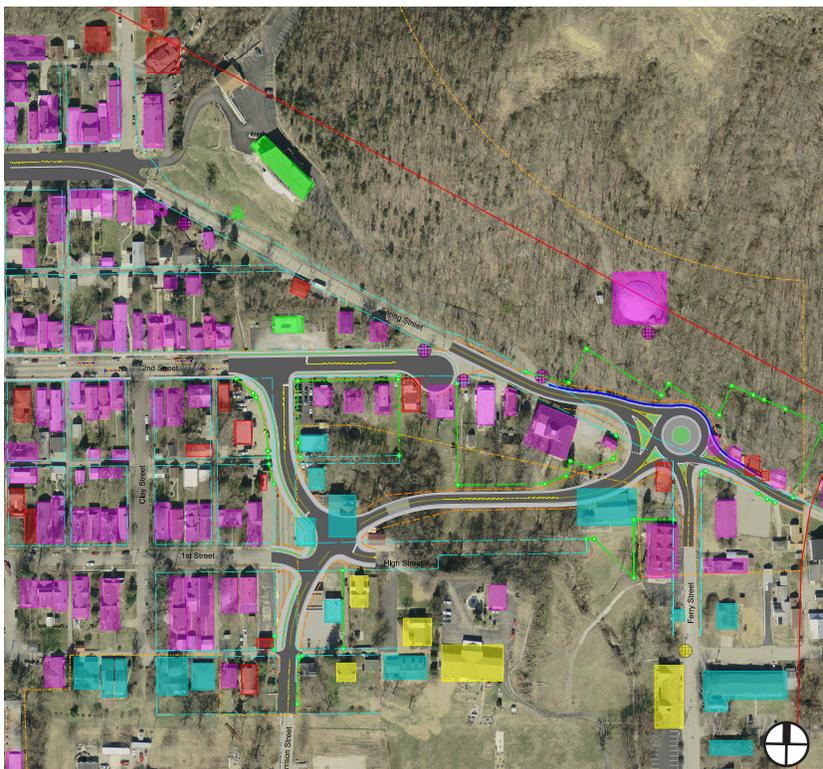
ALTERNATIVE 4

LEGEND

- Pavement
- Bridge
- Sidewalk/Path
- Grass
- Retaining Wall
- Construction Limits
- Proposed Right of Way Line
- Contributing to NRHP / Outside NHL
- Non-Contributing to NHL & NRHP
- Contributing to NRHP / Non-Contributing to NHL
- APE
- NHLD Boundary
- Structure
- Site
- Object
- Existing Right of Way Line

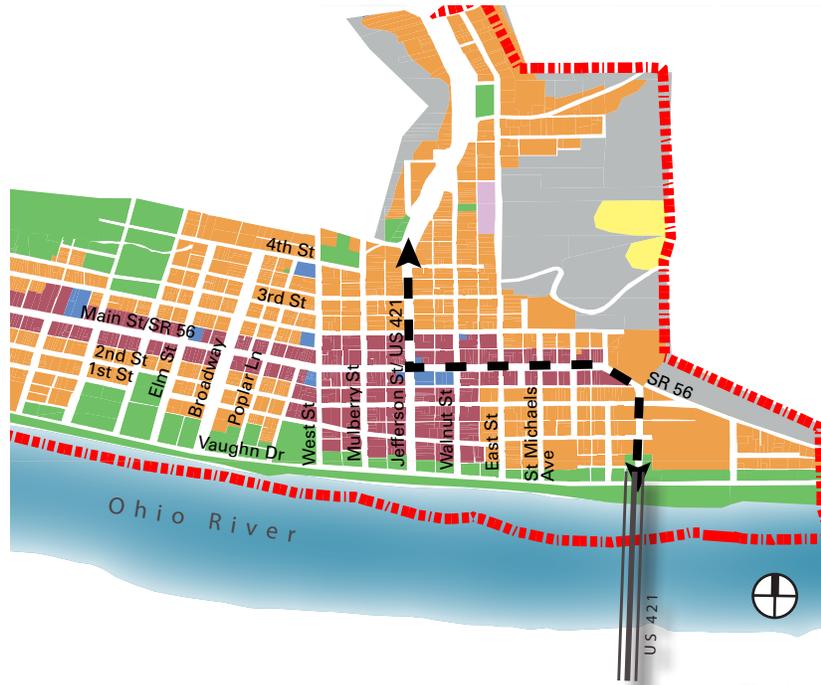


ALTERNATIVE 8



FUTURE LAND USE

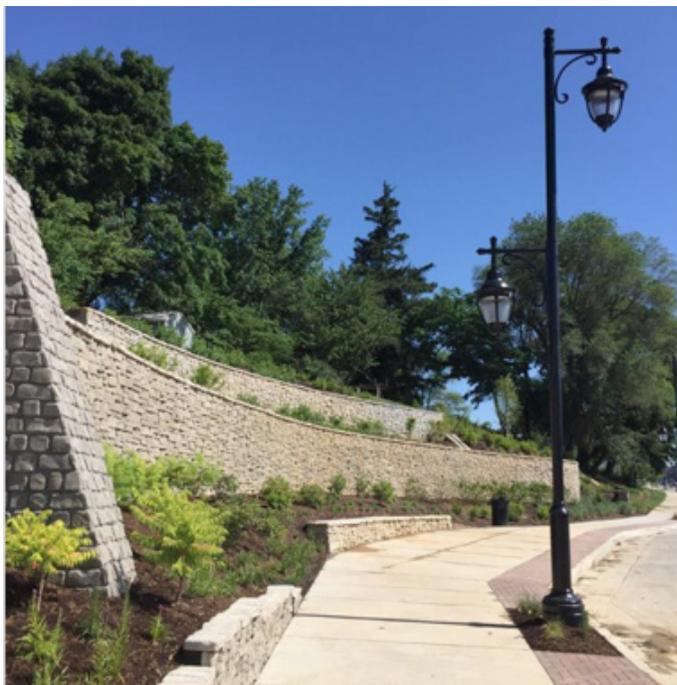
An enlargement (below) of the Future Land Use Map from Chapter 4: Land Use indicates modifications to the current land use which is needed to support the redevelopment of properties in this area. Proposed future land uses include an extension of the Downtown Core Mixed-Use along Harrison Street and Neighborhood Mixed-Use east and west of Harrison Street. See Chapter 4: Land Use for more detail on land use descriptions.



LEGEND

- - - - - Corporate Limits
- - - - - 2 - Mile Extra Territorial Jurisdiction
- Agriculture/Rural Residential
- Park/Open Space/ Cultural
- Hillside
- Suburban Residential
- Neighborhood Mixed-Use
- Downtown Core
- Community Commercial
- Institutional/Civic
- Light Industrial/Business Park
- General Industrial
- - - - - US 421 Routing

The impacts to land use and economic opportunities are part of the benefits of the proposed new bridge approach. There is an opportunity when designing the roadway, walks, supporting wall and other structural and functional elements for placemaking, urban design, and art that speak to the uniqueness of Madison's location and citizens, and definitely will enhance its image coming from the south.



8 | Targeted Redevelopment



Existing Conditions above and below.

COTTON MILL REDEVELOPMENT

The Cotton Mill located on Vaughn Drive and St. Michael's Street overlooks the Ohio River. The property has been vacant for many years and fallen into disrepair. There has been interest in redeveloping the site for a mixed-use development. The site is a prime location for multi-family, commercial/riverfront retail and entertainment development. The Cotton Mill was constructed with an internal column spacing that supports a fairly efficient layout for residential apartments. This property has the potential to attract premium rents in the Madison market due to its historical significance and beautiful views of the Ohio River.



Due to the challenges and constraints, a private developer may be interested in the site, but success typically requires partnerships and financing support. The City of Madison, through the Redevelopment Commission or similar entity, will likely need to assist any future developers to close the financial gap presented when developing difficult sites throughout the city but especially downtown. Expanding the existing TIF District or including a specific TIF site is one method. Most top market rents in Madison currently are below \$1.00/sf per month. An experienced developer could also use Historic Tax Credits (HTC) and Low Income Housing Tax Credits (LIHTC) to leverage enough capital to narrow the financial gap and make the project feasible.

It is strongly recommended that the developer use 4% LIHTC tax credits and also mix in premium market rate rental units, and not the 9% credit, because the goal besides preserving the Cotton Mill is to help revitalize downtown Madison and the Bridge District. Households eligible for the very low 9% monthly rents would likely have very limited disposable income to support the businesses in the Downtown and Bridge Districts. This mix of top income renters and low-moderate income renters would help support the growth and expansion of businesses in Downtown and the Bridge District.

It is projected that approximately 75 - 100 residential units could be constructed in the Cotton Mill. The project may require an investment of more than \$20 million to preserve the historic character of the building and adapt the



Design Precedent - Example of Adaptive Reuse above and right.



interior for residential reuse. The City should be prepared to go beyond just supporting the project with the TIF proceeds from the project. The City should consider if financially necessary to support an experienced private developer with an additional \$300,000 to \$500,000. There would be a potential 20-30% financial gap to fill on this estimated \$20 million project. While a general “rule of thumb” or guide in redevelopment is that a City should normally consider filling financial gaps in the range of 10-20%, because of the historic significance and economic impact of the Cotton Mill project, this project is an exception to that general redevelopment project guide. It is likely the only means to redevelop this historic giant under current market conditions is for a slightly higher gap must be filled in the 20-30% range to make the project feasible to attract the private investment. Again, Madison is a nationally recognized historic place, the Cotton Mill represents the community’ largest and most significant historic asset if properly preserved. It is a one of a kind redevelopment opportunity in a one of a kind historic community. Therefore, it is well worth the extra effort on behalf of the City and the Madison community as a whole to financially assist the right private developer with the right vision for an adaptive residential reuse of the majestic Cotton Mill.

MADISON CAMPGROUND REVITALIZATION

The Madison Campground is another catalyst project in the vicinity of the bridge and riverfront. It has the potential to provide lodging opportunities for scores of recreational vehicle owners throughout the spring, summer, and fall. The city has indicated that the campground is popular during the summer and festivals, but is not maximized during other times of the year. Also, the campground is in need of repair and improvements. If the city were to invest in paving the campground sites, providing utilities and enhanced restroom/shower facilities, this could be a prime destination and revenue generator for the city. The Madison Campground should further be connected via a pedestrian path to the Madison Connector trail and downtown as illustrated on the map on page 175.

OPTIMIZING THE AMENITY - REINVESTING IN THE BOAT LAUNCH

The other amenity present at the Madison Campground is a second, public boat launch which is currently closed. This is an optimal location for a revitalized launch. The new launch could complement the existing boat launch and refueling station downtown and the marina located west of downtown. These three amenities combined could draw potentially thousands of visitors to the community, strengthen downtown, and provide needed revenue for the City parks department.



Appropriate Design Precedent- Campground Site Improvements . See also page 67.



Appropriate Design Precedent - Revitalized Boat Launch



Existing Conditions - Madison Campground

8 | Targeted Redevelopment

Action Plan

TIMING: MID-TERM (5-10 YEARS)

Redevelopment Goals: The Bridge District will include the former Cotton Mill property, City Campground along the Ohio River, and along the new US 421 alignment to the new bridge over the Ohio River.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> The city of Madison should work with private developers who will be able to reinvest in the Cotton Mill. The city needs to partner with potential private operators of the City's Campground. 	<ul style="list-style-type: none"> IOCRA, IEDC, Indiana DNR-Historic Landmarks, IHEDA, USDA-Rural Development, US-EDA will be critical partners to work with for potential project funding, tax credit programs, and revolving loans for mixed-use redevelopment at the Cotton Mill, and along the new alignment of US 421. 	<ul style="list-style-type: none"> Work with private developers on various properties within the Bridge District especially the former Cotton Mill property which when redeveloped will act as an economic catalyst to the entire district.

ACTION STEPS

- Extend the TIF or create a property specific TIF site(s) for the Cotton Mill and other Bridge District properties. The TIF should be created to enhance public improvements and support the redevelopment of challenging properties.
- Continue to engage with current property owners and potential developers of the Cotton Mill who have experience with Historic Tax Credits, New Market Tax Credits, TIF Bonds, HUD Financing and Housing Programs. Consider a package of incentives to assist the owners with the redevelopment of this important, prominently located, but challenging project. Alternatively, recruit an experienced developer who understands how to use a variety of funding sources and tax credits to leverage the capital necessary to complete the project. It also requires a developer who understand and appreciates the importance and magnitude that the Cotton Mill represents to the economic and historic impact to the Madison community.
- Improve and expand the Madison Campground. Consider a private operator for the City's municipal campground. Develop amenities, formalize sites, and establish stay policies to increase use by visitors and residents, and to attract additional private investment to the Bridge District beyond the Cotton Mill project.
- Update the zoning for this area and prepare a Bridge District Small Area Redevelopment Plan that will consider residential, business and public amenities.
- Once the Gateway and Wayfinding plan is developed, install gateway signage that announces the entry point into Madison, the downtown and the historic district. Install wayfinding signage that directs drivers and pedestrians to significant points of interest or recreation.
- Implement the 2016 Bicycle and Pedestrian Plan to link the campground to the Bridge District, the downtown and the balance of the Ohio River front west.

Area 8

MADISON CONNECTOR

The Madison Connector is a trail designed to spur investment for underutilized properties throughout the entire community. Many of the major thoroughfares and intersections in Madison will connect to this trail once connected. What this will allow is for a pedestrian amenity for residents and visitors to use.

To read the full Madison Connector plan, visit <https://americasbestcommunities.com/meet-the-communities/5604/>

TRAILHEADS AS CATALYST SITES FOR REDEVELOPMENT



8 | Targeted Redevelopment



Design Vision - Mulberry and 2nd Street Trailhead



Design Vision - Hatcher Hill Trailhead



Design Vision -Rucker Sports Complex and Michigan Road and Clifty Drive (same design).

OBJECTIVES: Generate new residential, commercial and mixed developments that would represent an estimated \$45-60m in new property investments. This would be divided approximately between Clifty Drive with around \$22m-\$27m, Mulberry Street Corridor about \$14.5m-20.5m, and along the Riverfront about \$9.5m-12.6m.

TACTICS: The City would use existing economic development programs for small loans and possibly tax abatement on significant real estate projects. Also, the City may use TIF proceeds or other local/state or federal grant funds to complete project improvements in the public realm such as streetscape and parking in support of the Hatcher Hill Trail and related redevelopment projects.

RESOURCES + RELATIONSHIPS: The City will use local resources such as TIF funds, tax abatement options, and local revolving funds to leverage private investment decisions along the Madison Connector. This will require public and private partnerships between VisitMadison, Madison Main Street, Envision Madison, Chamber of Commerce, banks, local realtors, and local developers.

MEASUREMENT + OUTCOMES: The project outcomes will be measured for each redevelopment property and will include number of jobs created and maintained, amount of private investment, and the ability to sustain a public/private ratio of leverage between 10:90 or 20:80 per project, as public resources may be necessary to attract and sustain long-term private investment. Finally, it is important to track fiscal impact of the redevelopment projects on local property values to the enhancement of future tax revenues.

HIKE AND HAND FOR HATCHER HILL

The City of Madison hosted a Hike and Hand event on March 5, 2016. This activity focused on bringing awareness to Hatcher Hill as a multi-modal pedestrian corridor by hosting a community hike and cleanup. Hatcher Hill is planned to be improved as a safe and accessible pedestrian corridor with Funds from the America's Best Communities Competition of which Madison is a finalist. This is one of the major implementation steps of both this Comprehensive Plan and the America's Best Communities Grant Application.

Action Plan

TIMING: QUICK-WIN (1-3 YEARS)

Costs: Approximately 5,500,000.00

Redevelopment Goals: Construct phases of the Madison Connector trail starting with the Hatcher Hill trail to create a citywide pedestrian system. This system will be used as a redevelopment catalyst, park amenity, and tourism draw which will benefit the City of Madison and its citizens for years to come.

PARTNERSHIPS

Local	State/Federal	Public/Private
<ul style="list-style-type: none"> • TIF funds, Quality of Life Bond • Local grants 	<ul style="list-style-type: none"> • TAP funds, Recreational Trails Grant Program , Safe Routes to Schools, Land and Water Conservation Funds 	<ul style="list-style-type: none"> • Corporate partnerships

ACTION STEPS

1. Establish a grant matching fund and writing committee
2. Establish a fundraising committee
3. Obtain funding from the ABC Grant (1-3 million potential)
4. Apply for and obtain a Recreational Trails Grant through the Indiana DNR (200k with a 25% match)
5. Apply for and obtain a Land and Water Conservation Fund Grant (50k with property used as a match)
6. Apply for funds through the TAP Program
7. Apply for Safe Routes to Schools Funding
8. Modify the existing TIF to capture large portions of the planned trail routing
9. Establish a Quality of Life Bond to cover the remaining funding gaps.

Goals and Recommendations

In the previous chapters of this Comprehensive Plan, the Goals and Recommendations have followed the analysis and descriptions of various topics. The Targeted Redevelopment Chapter was constructed to identify specific projects, each with its own Action Plan. Action Plans are found at the end of each Redevelopment Area Project Description in the preceding pages within this Chapter.

Case Study: Industrial Heritage Tourism

What is Industrial Heritage Tourism?

Industrial heritage tourism is an outgrowth of the historic preservation and heritage tourism movements. The goal of industrial heritage tourism: breathe new life into a heritage that is quickly dying away, and do it with the help of preserved industrial buildings and technological artifacts. Historic preservationists of the 1970s and 1980s found their goals very much aligned with the tourism industry of the same period. Preservationists were eager to salvage the reputation of a dying industrial heritage in order to cast the buildings and artifacts of that heritage in a more favorable light. The heritage tourism industry had similar goals—provide educational experiences for a growing group of heritage-savvy tourists, and give cultural currency to marketable places and artifacts.

Lowell, Massachusetts

There can be no question about Lowell's industrial heritage—the "Boston Associates" and their leader, Francis Cabot Lowell, conceived Lowell as a city completely dependent on the cotton textile industry. Forces were already in motion by the turn of the twentieth century to spell the downfall of the city, however. After a brief boost in textile production as a result of World War I military demand, Lowell's textile industry began heading to cities of the American southeast, like Madison, where labor was cheaper and unorganized, and closer to the raw inputs of the industry.

In the mid 1960s, a grassroots effort was launched to revitalize Lowell through historic preservation and tourism promotion. Local politicians and community activists enlisted the help of heritage and design consultants, preservationists, city departments, state agencies, and the National Park Service (NPS) to tie together a number of disparate preservation and heritage tourism initiatives as an "urban national cultural park" that would concentrate

simultaneously on restoring historic buildings and artifacts while demonstrating that older cities of the Industrial Revolution can slough off their reputation of economic despair and poor quality of life.

What began with mill restorations, educational exhibits, a restored



and operational trolley line, and recreational amenity development in the middle of the 1970s soon snowballed into the private development of industrial heritage museums, industrial building reuse by notable corporations, and the arrival of two minor-league sports teams with industrial heritage-themed mascots (and their respective new venues). In the meantime, hotels, restaurants, and shops have reoccupied the downtown tourist district. An economic analysis of Lowell immediately after the period of NPS investment indicated that the city's unemployment had dropped significantly and downtown investment had reached nearly \$86 million.

Resource: Lowell: A proposal to develop an Urban National Cultural Park, David Crane and Partners, 1975.

Resource: "Revitalizing industrial cities through cultural tourism," International Journal of Environmental Studies 25.4, Robert H McNulty, September 1985.

Profile: Downtown Enhancements

The City's network of streets represents the largest collection of "public places" in the community and the design of public spaces affects their success.

The City's streets should be treated as safe and attractive public settings for all users whether motorized or non-motorized. The basic goal of all public spaces is to provide an inviting setting that attracts people. If such a place not only attracts people, but draws them back on a consistent basis, it can be considered successful.

Enhancements to Consider

Parking Area Edge Treatments

Screening parking areas can provide safety and comfort for pedestrians and establish a definite barrier. Screen parking areas, loading, and service facilities from residences and local streets by utilizing landscaping, walls, or buildings. Materials for screening parking can include shrubs, trees, masonry walls or decorative metal fences combined with landscaping. Encourage natural stormwater solutions such as vegetated swales and pervious pavement for parking lots where possible.

The style and placement of street furnishings has a significant impact on the function and visual quality of the urban environment. Best management practices for downtown streetscape includes a focus on the following.

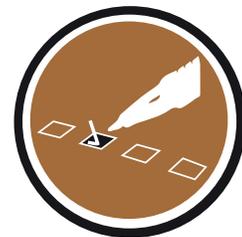
- Street trees
- Benches and seating
- Landscaping and planters
- Street lights
- Sidewalk cafes
- Public art and/or water features



Appendix | A



- A. Implementation Strategies
- B. Historic District Guidelines Example
- C. Funding Resources
- D. Community Mobility Survey Results
- E. West Street Improvements



A Appendix

Abbreviations:

AA	Arts Alliance
ALT	Active Living Team
AP	Airport/Port and Railroad Authority
BR	Board of Realtors
BZA	Madison Board of Zoning Appeals
CC	Madison Consolidated School System
CD	Madison Community Development
CM	City Staff
CN	City Council
CF	Community Foundation
CV	Chamber of Comm., VisitMadison
CS	Cornerston Society
DNR	IN-DNR/ US Army Corps of Engineers / EPA
EC	ENVISION Plan Implementation Committee.
FE	Festival Committee
HPC	Historic Preservation Commission
HMI	Historic Madison
HTC	Heritage Trail Conservancy
HC	Hanover College
HR	Madison HR/ Budget Department
IT	Ivy Tech
IL	Indiana Landmarks/Indiana State Museum
INDOT	Indiana Dept. of Transportation
IND	Industry Leaders
JC	Jefferson County Elected Officials
JDIC	Jefferson County Ind. Dev. Council
KDH	KDH Health
LB&E	Local Businesses & Employers
MO	Madison Mayor
MS	Madison Main Street
MU	Madison Utilities
NP	Madison Non-Profit Organizations
PARK	Madison Parks Dept.
PC	Madison Plan Commission
PD	Madison Police Department
PL	Madison Public Library
PW	Madison Public Works/Streets
RC	Riverfront Commission
RDC	Redevelopment Commission
SB	Madison School Board

Implementation Strategies

INTRODUCTION

This Plan was prepared with input from residents, property owners, and those that care about the future of Madison. Though the Plan is primarily a tool of the Mayor, City Council and Plan Commission it should also be used by those considering land use, transportation, and education decisions and business investment in the community.

The success of the One Madison Comprehensive Plan will be measured in part by the application and practice of the goals and recommendations contained within. These recommendations are strategies to be included as performance indicators to assess the success of implementation measures, laws, plans and other programs. The performance indicators should be measured annually, deleting what has been accomplished and re-shifting priorities as necessary until the plan is updated in the future.

AGENCIES AND PARTNERS

As the Comprehensive Plan is intended to be implemented over several years during which administrations, boards and commissions may change, it is important to identify which organization is taking the lead in a particular task (shown in **bold** in the "Partners" column). These organizations may not always be part of City governance or management, nor even part of the public sector. A list of agencies and abbreviations is shown in the adjacent sidebar. It is important to note that the goals and recommendations outlined in this matrix are for consideration only, and do not constitute an obligation on any organization's part to lead or even participate in any given activity; this matrix simply identifies recommended activities and potential partners in furthering goals.

TIME FRAME

The following recommendations are assigned approximate time frames for implementation which may vary based on economic influences and other factors:

- **Quick Wins:** Tasks that could be undertaken immediately and/or implemented within twelve months of the Comprehensive Plan's adoption.
- **Mid-Term Opportunities:** Tasks that could be initiated within 1-5 years of the Comprehensive Plan's adoption.
- **Long-Term Opportunities:** Tasks that are on a 6-10 year or greater timeframe after the Comprehensive Plan's adoption.
- **Ongoing Opportunities:** Tasks that may be implemented in a series of incremental steps involving numerous agencies or departments or tasks that are ongoing, continuous efforts. Also, these recommendations may go beyond the time frame of this Comprehensive Plan.



Chapter Quick Wins

QUICK WIN SUMMARY

In addition to implementation strategies included in the Implementation Matrix (starting on page 186) each of the seven chapters contained within this Comprehensive Plan have “quick wins” described on the chapter cover. These quick wins are a summary of the most easily attainable projects and policies included within each chapter. Those strategies are detailed below.

1

INTRODUCTION

Regularly convene ENVISION Subcommittee implementation teams. Ensure each team has a City Council or Redevelopment Commission liaison so there are decision makers and champions in the room.

2

GOVERNMENTAL EXCELLENCE

Engage the services of a professional urban planner with a specialty in one or more of the following: historic preservation, urban design, or economic development. This position could serve as staff to the Plan Commission, Redevelopment Commission, and Historic District Board of Review.

3

QUALITY OF LIFE

Work with the ABC Implementation Team and Heritage Trail Conservancy to reopen Hatcher Hill as the first part of the Madison Connector; a trail with potential to link the Riverfront, and Heritage Trail with north Madison and Clifty Falls State Park. Continue community trail events to increase awareness.

4

LAND USE

Update the zoning ordinance to firmly guide and facilitate desired new development, redevelopment and infill envisioned by the community.

5

MOBILITY

Exemplifying cooperation and unity for the betterment of the community, open Hatcher Hill for a trail connection between the hilltop and the riverfront.

6

INFRASTRUCTURE & PUBLIC SERVICES

Prepare a 5-Year Capital Improvements Plan (CIP) 2017-2022, that prioritizes projects, identifies funding sources and establishes a timeframe. Evaluate and update annually.

7

ECONOMIC DEVELOPMENT

Expand the Tax Increment Financing (TIF) district in order to capture funds from new development and redevelopment for future project implementation.

8

REDEVELOPMENT

Promote and market Madison’s available sites and how the city and its partners are prepared to help overcome challenges to investment.

Ch.2: Governmental Excellence		
Goal 1. Get the Job Done; education, experience, and expertise are the key to implementation.	Timeframe	Responsible Party
1. Engage the right people on staff, boards and committees (pg. 24).	Ongoing	MO, CN
2. Consider a specialist in public administration (pg. 24.)	Mid	MO, CM, HR
3. Create a staff position for an urban planner (pg. 25).	Quick	CN, HR, MO
4. Meet regularly with the Jefferson County Economic Development Specialist (pg. 25).	Ongoing	MO, CM
5. Increase expertise on Boards and Commissions (pg. 25).	Ongoing	EC, MO
Goal 2. Government Coordination; establish regular inter- and intra-governmental communication.		
1. Consolidate redundant services offered by both city and county to increase efficiencies (pg. 26).	Ongoing	JC, CN
2. Increase intergovernmental cooperation and coordination (pg. 26).	Ongoing	CN, MO, JC
3. Reorganize Departments (pg. 26)	Mid	MO, HR
4. Consult all plans when making decisions (pg. 26).	Ongoing	CD
Goal 3. The right tools for the job; tools needed for change do not stop with the Comprehensive Plan.		
1. Prepare a new Zoning and Subdivision Control Ordinance concurrently (pg. 27).	Mid	PC, BZA, CD
2. Develop a Capital Improvements Plan (pg. 27).	Quick	MO, CN
3. Establish a technical review committee (pg. 27).	Quick	PC, BZA, CD
4. Assist with ongoing education and training (pg. 27).	Ongoing	CD
Ch.3: Quality of Life		
Goal 1. Preservation; maintain and improve quality of life facilitated by dense, pedestrian-friendly historic urban neighborhoods.		
1. Preserve the historic structures and open spaces that define Madison’s character (pg. 59).	Ongoing	HMI, HPC, CD
2. Support the historic rehabilitation efforts of private property owners (pg. 59).	Ongoing	CN, HPC, CD
3. Work to establish a positive relationship between the Historic District Board of Review (HDBR) and community (pg. 27).	Ongoing	MO, HPC, CD
4. Place signs to denote the Historic District edges (pg. 27).	Quick	PW, HMI, AA
Goal 2. Character; expand and reinforce the symbolism of One Madison.		
1. Bring the Downtown and Hilltop areas together symbolically and physically (pg. 28).	Ongoing	COC, MO, EC
2. Continue to expand and support local arts. Celebrate the City’s designation as an Indiana Cultural Arts District (pg. 28).	Ongoing	AA, CC, FE, MS

Goal 2. Character; expand and reinforce the symbolism of One Madison.	Timeframe	Responsible Party
3. Recognize and elevate the influence of the Arts (pg. 28).	Ongoing	AA, MO, CV
4. Extend the reach of recreational, cultural, and entertainment offerings to the north side of Madison (pg. 61).	Ongoing	AA,MO, CV
5. Provide more recreation opportunities to attract more visitors and residents to use the Ohio River year round (pg. 61).	Ongoing	ALT,HTC,RC
Goal 3. Gateways; enhance the physical definition of the City.		
1. Devise gateway treatments which communicate the City's brand and identity (pg. 62).	Mid	MS,AA,MO
Goal 4. Housing and Neighborhoods; revitalize and improve struggling neighborhoods.		
1. Identify catalyst sites or blocks for cleanup (pg. 62).	Mid	IND, RDC, CD
2. Encourage a mix of housing options that support affordability, accessibility, and diversity (pg. 62).	Ongoing	CD,BR
3. Increase the frequency of inspections and code enforcement to ensure the quality and safety of new and existing housing (pg. 63).	Quick	CD,PW
4. Investigate and create residential infill development guidelines for urban properties (pg. 63).	Mid	CD,RC, RDC
Goal 5. Affordable Housing; to create and maintain affordable housing within the Region.		
1. Utilize the Indiana Housing and Community Development Authority's Community Development Block Grant program for owner-occupied housing rehabilitation (pg. 63).	Mid	CD,NP,EC
2. Utilize the USDA Rural Development's Housing Preservation Grant Program for owner-occupied housing rehabilitation for all communities in the region that are classified as rural (pg. 63).	Mid	CD,IL,HMI
3. Utilize various programs offered through the Indiana Housing and Community Development Authority that promote and develop affordable housing opportunities for rental, homeless, and persons living with HIV. (HOME and Tax Credits (pg. 63).	Mid	CD,NP
4. Utilize various programs offered by the Federal Home Loan Bank through the Neighborhood Improvement Program (NIP) and the Affordable Housing Program (pg. 63).	Mid	CD,LB&E,NP
5. Leverage partnerships between local community foundations and state and federal programs to further the goal of creating and maintaining affordable housing (pg. 63).	Mid	CF,CN,BR

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Goal 6. Wellness; approach improvements to health from multiple avenues.	Timeframe	Responsible Party
1. Support groups that make moving fun! (pg. 64)	Ongoing	ALT,FE,PARK
2. Recruit an inpatient facility for substance abusers (pg. 64).	Mid	KDH,MO,NP
Goal 7. Education; improve the quality and reputation of the local educational system.		
1. Continue to strengthen relationships and programming connections between Ivy Tech Community College and Hanover College (pg. 64).	Ongoing	MO,HC,IT,SB
2. Continue to support the Madison Fine Arts Academy at Madison Consolidated High School (pg. 64).	Ongoing	NP,AA,CF,CC
3. Partner with local businesses and schools to promote to produce highly trained and capable individuals for the diverse local employment opportunities (pg. 65).	Ongoing	IND,CC,NP
4. Support Madison Consolidated District initiatives to address K-12 student needs, increase graduation rates, and ensure that each student has the basic skills to successfully enter the workforce (pg. 65).	Ongoing	CF,CN,NP
5. Create a quality education task force (pg. 66).	Ongoing	CF,CN,NP
Goal 8. Parks & Recreation; leverage recreational assets for enjoyment of residents and tourists, as well as economic development potential.		
1. Promote the Ohio River (pg. 66).	Ongoing	DNR,ALT,RC
2. Expand and enhance the campground (pg. 66).	Mid	CN,MO, PARK
3. Build a zipline (pg. 66),	Quick	DNR, PARK
4. Plan for growing recreational needs on the north side of Madison (pg. 67).	Quick	PARK, CD
5. Coordinate with Grassroot Park Efforts (pg. 67).	Quick	PARK, CD
6. Implement the recommendations in the 2016 Bicycle and Pedestrian Plan (pg. 67).	Mid	CD,ALT,HTC,EC, MO
7. Fund Park Improvements with a Quality of Life Bond (pg. 67).	Mid	MO,CN,HR
8. Fund Park Improvements through Fund Raising (pg. 68).	Mid	MO,CF,CV,FE
9. Update the Parks and Recreation Master Plan (pg. 69).	Mid	PARK, CD
10. Implement the Master Plan For Lanier State Historic Site (pg. 68).	Long	DNR,CF,RC
11. Develop a Master Plan for the Riverfront (pg. 68).	Mid	RC,RDC,CD

Ch.4: Land Use

Goal 1. Balance & Diversity; continue to provide a balance of land uses to ensure a diverse tax base.

	Timeframe	Responsible Party
1. Use the Future Land Use Plan for making decisions regarding future development (pg. 80).	Ongoing	CD,PC,RDC
2. Right-size the amount of land available for business parks (pg 80).	Mid	CD,RDC,CN

Goal 2. Right-size Madison; understand the realities of growth and development.

1. Reduce the current extents of Extra-Territorial Jurisdiction (ETJ) to align with utility extensions and staff capacity to serve (pg. 82).	Mid	CD,CN,JC
2. Encourage development in areas with existing infrastructure. Preserve agricultural areas (pg. 82).	Ongoing	CD,RDC,JDIC
3. Collaborate with Jefferson County on location and extent of proposed development near the new King’s Daughters’ Hospital (pg. 82).	Quick	CD,RDC,KDH

Goal 3. The Right Tools; planning and Zoning tools must be maintained and updated to reflect best planning, development, design, and construction practices.

1. Update the Zoning and Subdivision Ordinances to facilitate desired development (pg. 83).	Mid	CD,PC,HPC
2. Prepare a City Engineering Design Standards Manual (pg. 83).	Mid	PW,MU,CD
3. Proactively Update the Zoning Map (pg. 83).	Ongoing	PC,CD

Goal 4. Establish Procedures; offer education and training to Plan Commission, Historic Development Board or Review, and Board of Zoning Appeals members in land use, planning and development related best practices.

1. Ensure that commissions’ staff prepare reports (pg. 83).	Ongoing	CD,HPC,PC,BZ A,RDC
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Ch.5: Mobility

Goal 1. Transportation Policy; maintain and Implement the Transportation Plan

1. Refer to this Transportation Plan and the 2016 Bicycle and Pedestrian Plan when reviewing development proposals (pg. 91).	Ongoing	PC,RDC,CD
2. Seek Alternative Funding (pg 91).	Ongoing	CN,CM
3. Create a Capital Improvement Plan (pg. 91).	Ongoing	HR,CN,MO

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Goal 1. Transportation Policy; maintain and Implement the Transportation Plan

	Timeframe	Responsible Party
4. Intergovernmental Cooperation (pg. 92).	Ongoing	CN,MO,JC
5. Continue to Support Efforts to Enhance Air Travel to Madison (pg. 92).	Ongoing	AP,CV,IND

Goal 2. Multimodal; provide a transportation system that supports active living

1. Create an interconnected system of multi-use paths and greenways that includes the Heritage Trail (pg. 92).	Mid	CD,PARK,ALT, HTC
2. Support regional trail and greenway efforts (pg. 92).	Mid	CN,HTC,ALT
3. Close gaps in the City’s sidewalk network (pg. 92).	Mid	PW

Goal 3. Improve Connections; improve mode equity along arterials / collectors

1. Establishing bicycle routes to tackle mode equity on Main Street (pg. 94).	Quick	MS,PARK
2. Tackle mode equity on Clifty Drive, US 421, & SR 7 (pg. 94).	Long	INDOT,MS,CN
3. Improve connections – Michigan Road/ Mouser Street / Orchard Street / Taylor Avenue and more (pg. 96).	Mid	MS,CN,CD,MO
4. Provide Bicycle, Pedestrian And Trail Amenities (pg. 96).	Ongoing	MS,PARK

Ch.6: Infrastructure and Public Services

Goal 1. Provide well-designed, efficient and constructed infrastructure with adequate capacity for a community that desires enhancement and growth.

1. Prepare a Water and Sewer Service Area Plan for future extensions of service (pg. 126).	Mid	MU,IND,BR
2. Create a 5-Year Capital Improvements Plan outlining project priorities, potential funding, and timing (pg. 127).	Quick	CN,MO,HR
3. Prepare a City Design Standards Manual (pg. 127).	Mid	CD,MU,MS
4. Develop a city-wide strategy for identifying, monitoring, and facilitating the remediation of suspected brownfield sites (pg. 127).	Mid	CD,RDC

Goal 2. Manage the City’s stormwater.

1. Integrate green infrastructure best management practices into public realm improvements (pg. 128).	Mid	PW,PARK,MS
2. Increase awareness of the importance of stormwater management (pg. 128).	Ongoing	PW,PARK,MS
3. Require a drainage analysis for all developments over five acres (pg 128).	Ongoing	CD,PC,RDC

Goal 3. Enhance public infrastructure to promote investment/reinvestment. **Timeframe** **Responsible Party**

1. Secure high-speed Internet access throughout Madison (pg. 129). Quick CN,IND,CV

Goal 4. Maintain an aesthetically appealing environment that attracts investment.

1. Address neighborhood image needs (pg. 129). Ongoing CD,HMI,NP

2. Develop a public realm tree program for streets, parks, and public spaces (pg. 129). Mid PARK, CD

3. Help Madison to be a more resilient community (pg 129). Ongoing DNR,PW,CD

4. Pursue opportunities to preserve and restore natural areas and their function to reduce the impact of hazards (pg. 130). Long DNR,PW,CD

Ch.7: Economic Development

Goal 1. Tactics; implement an agreed to Comprehensive Economic Development Plan.

1. Work closely with the County’s Economic Development Specialist (pg. 129). Ongoing CD,CN,MO,

2. Support the ENVISION Economic Development Committee (pg 129). Ongoing CN,MO

3. Create a Quality of Life Bond Initiative (pg. 139). Mid CN,MO,CD,HR

4. Establish a Riverfront Development District (pg. 140). Mid RC,CD

5. Don’t Forget Business Retention (pg. 140). Ongoing MS,CV

Goal 2. Continue to Diversify; nurture growing 21st century economic sectors.

1. Support advanced manufacturing (pg. 140). Ongoing IND,JDIC,CN

2. Nurture health care (pg. 140). Ongoing CF,KDH,ALT

3. Improve Digital Wi-Fi Coverage (pg. 140). Quick CN,FE,CV

Goal 3. Hometown Prep; improve workforce development and vocational education options within the

1. Work closely with Workforce One - State of Indiana - tailored to Madison’s specific needs. Ongoing CN,NP,IND

2. Address the education and training needs of the local workforce and employers (pg 141). Ongoing LB+E,NP

Goal 4. Capitalize on local entrepreneurship and innovative thinking.

1. Support and incentivize small business incubation (pg. 141). Ongoing CF,CN,LB+E

2. Create a small business mentorship program (pg 141). Quick CF,HC,IT

3. Reorient philanthropic giving toward innovation (pg. 141). Ongoing MO,CN,CF,NP

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Goal 5. Bold Moves for Change; task the Redevelopment Commission with establishing methods to implement significant projects and reduce the focus on utility and infrastructure extension and maintenance.

	Timeframe	Responsible Party
1. Promote infill development by marketing vacant properties owned by the City and investigating forming a land bank (pg. 142).	Mid	CD,MO,RDC
2. Identify and monitor at-risk properties (pg 142).	Mid	CD,PW
3. Consider purchasing vacant properties at tax sale and work with neighborhood organizations on a better blocks program (pg 142).	Ongoing	CD,MO,CN

Goal 6. Arts + Economics; continue to support tourism and the arts as economic drivers.

1. Continue to promote Madison as a destination with historic, cultural, and natural assets (pg. 143).	Ongoing	AA,CV,FE,MS
2. Promote and expand arts and culture throughout the City (pg. 143).	Ongoing	AA,CV,FE,MS

Goal 7. Commuters; Madison as a Bedroom Community?

1. Promote Madison as a City with a quality of life worth commuting for (pg. 143).	Mid	MO,EC,CV
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Ch.8: Targeted Redevelopment

Goal 1. Redevelopment; task the Redevelopment Commission with establishing methods to implement significant projects and reduce the focus on utility and infrastructure extension and maintenance.

1. Promote infill development by marketing vacant properties owned by the City and investigating forming a land bank (pg. 178).	Mid	CD,MO,RDC
2. Identify and monitor at-risk properties (pg. 178).	Mid	CD,PW

Goal 1. Redevelopment; task the Redevelopment Commission with establishing methods to implement significant projects and reduce the focus on utility and infrastructure extension and maintenance.

3. Consider purchasing vacant properties at tax sale and work with neighborhood organizations on a better blocks program (pg 142).	Ongoing	CD,MO,CN
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Goal 2. Redevelopment; generate redevelopment revitalization Madison.

1. Use the city's historic assets as a catalyst for redevelopment (pg. 179).	Ongoing	HMI, HPC, CD
2. Activate underused real estate along major thoroughfares and the Madison Connector trail (pg. 179).	Ongoing	PARK, CD

Goal 2. Redevelopment; generate redevelopment revitalization Madison.	Timeframe	Responsible Party
3. Provide for enhanced residential, commercial and tourism opportunities within Madison through redevelopment (pg. 179).	Ongoing	RDC,CD,RC
4. Re-open Hatcher Hill to the public as a phase one of the Madison Connector. Plan a phased development of the Madison Connector trail.	Ongoing	HTC,ALT,PARK

B | Appendix

Sample Guidelines for Historic Buildings/Districts

THE FOLLOWING GUIDELINES ARE AN EXCERPT FROM THE LAWRENCEVILLE, IL COMPREHENSIVE PLAN AND PRE-DISASTER MITIGATION PLAN. THESE GUIDELINES ARE REPRESENTATIVE OF A HIGHLY GRAPHIC SET OF GUIDELINES THAT MADISON MAY WANT TO CONSIDER PREPARING IN THE FUTURE.

Before any further discussion of preservation issues, it is important to know there are standards for four distinct, but interrelated, approaches to the treatment of historic properties — preservation, rehabilitation, restoration, and reconstruction.

“Preservation” means the act or process of applying measures to sustain the existing form, integrity and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

“Rehabilitation” means the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

“Restoration” means the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

“Reconstruction” means the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

Rehabilitation Standards

In order to be eligible for Federal and State tax credits, grants or special low interest loans available through other funding sources, rehabilitation projects must comply with the Secretary of the Interior’s “Standards for Rehabilitation,” listed below. The Standards include ten basic principles created to help preserve the distinctive character of a historic building and its site, while allowing for reasonable change to meet compatible new uses.

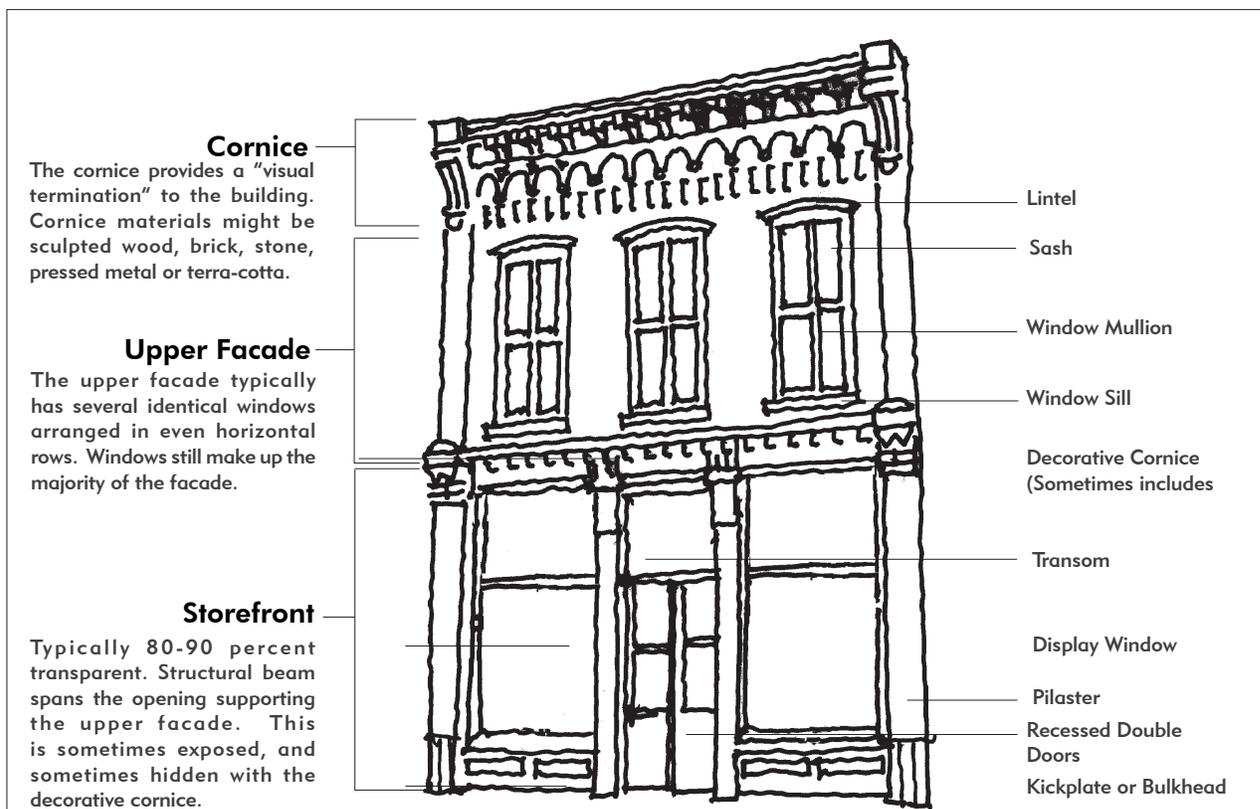
The Standards apply to historic buildings of all periods, styles, types, materials, and sizes. They apply to both the exterior and the interior of historic buildings. These Standards also encompass related landscape features and the building’s site and environment as well as attached, adjacent, or related new construction. The Standards are applied in a reasonable manner, taking into consideration economic and technical feasibility.

The Secretary of the Interior’s “Standards for Rehabilitation”:

- A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

- Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Rehabilitation Standards
- Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

When discussing rehabilitation projects, it is important to know the terms for the different elements that make up the facade of a historic building. The graphic below summarizes and describes the various components of a typical building facade. For additional information on rehabilitation standards contact the Technical Preservation Services of the National Park Service at: (202) 513-7270. Information can also be obtained from the TPS's website at: <http://www2.cr.nps.gov/tps>.



Anatomy of a Building Facade (Images Courtesy of the National Main Street Center - National Trust for Historic Preservation)

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This building's facade was concealed by a slipcover, large wooden canopy, and artificial stone veneer. Uncovering the windows, brick facade, and architectural features made the building more inviting and desirable for business.



Boarded or infilled windows result in fewer "eyes on the street," remove important details from the facade, and give the appearance the upper floors are vacant.



A metal slipcover, downsized and infilled windows, a heavy cedar-shake canopy, and an infilled storefront conceal all of this building's architectural features. These inappropriate alterations detract from the downtown's character and present a blighted, uninviting appearance to customers.



Downsized windows, infilled storefronts, a wooden canopy, and an inappropriate paint scheme give this building a neglected, uninviting appearance. The appearance of a building's facade can impact perceptions of its business tenants.

Common Problems or Issues

The maintenance and remodeling of historic buildings can often lead to inappropriate results. Several practices were widespread enough throughout the country that the National Trust published them as the six most common design problems for downtown buildings. The following is an overview of those issues along with photographs of relevant examples.

Slipcovers

Perhaps the most obvious attempt to make downtowns look like suburban malls, "slipcovers" were usually metal or exterior insulation panels placed over existing facades to create one massive cohesive appearance.

False Historical Themes

Attempts have been made time and again to try and create interest in buildings or streetscapes by assigning them an arbitrary time period and basing improvement efforts on that theme. Buildings and sites should be restored to the period of significance for that building or place.

Ground Floor Separation From Upper Facade

During the last half of the twentieth century many building owners installed large contemporary metal awnings and canopies at the first floor level, covering up windows and historic features. We know now that historic facades are meant to be appreciated as a single composition and that awnings and canopies should be carefully designed to provide shade and shelter without harming the building's character.

Filling in Display Windows, Transoms or Doors

The pattern of openings in a facade is a critical component of the building design. Filling in these spaces creates a monolithic street environment, making the street feel unsafe and unwelcoming. Tinting windows has nearly the same effect as filling them in, and should also be avoided.

The Role of Signage

Much of this document is designed to reinforce downtown Lawrenceville's identity as a unique and memorable place. Signage is one component of the environment that can quickly convey a suburban or urban setting depending on its design. One of the goals of signage design in the downtown is to distinguish the area as a unique historic place. Signage serves three primary purposes:

- Identify a business
- Promote merchandise or a service
- Attract customers inside

The intent of this section is to provide guidance for the use of sign forms and materials that enhance the visual quality, and create an exciting atmosphere downtown. The intent of these recommendations is to promote creativity and originality within a framework that is intended to help avoid common problems.

The five most common types of signs used in downtown Lawrenceville include:

- Awning sign
- Flush mounted wall sign
- Blade sign
- Projecting sign
- Window sign

Signage Placement and Size

New signs on historic buildings should be designed to enhance, yet be somewhat secondary in nature to the building façade. The arrangement and size of windows, the division of the façade, and the form at the base of the building will all suggest logical places for signs. When considering the design and placement of building signage, determine what the existing façade is suggesting, how the sign should appear, and where it should be placed.

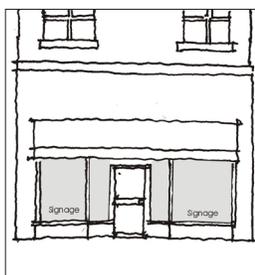
Another way to help determine the style, size and shape, or the placement of signage, is by reviewing historic photos of Lawrenceville. Applicants can review old photos of buildings to determine where signage has been placed historically. The Carroll County Historical Museum has an extensive photo archive that is available online, including many photographs of downtown buildings.

Generally, signage on historic buildings should not be placed on the roof or above the first floor. Historically the most common locations for signage on buildings were:

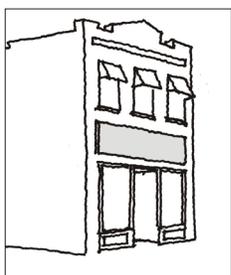
- Under the storefront cornice
- Painted on the storefront glass
- On the side of the building
- Projecting from the building at the first floor
- On the awning valance or return
- On the canopy fascia

The most common problem related to signage in any given urban district is that it is too big, too bold, and too brash. It is important to remember the entire building is a sign. The appearance of the building can be more effective advertising than the sign itself. A well-maintained facade free from inappropriate alterations can draw attention to the building and to the businesses that occupy it.

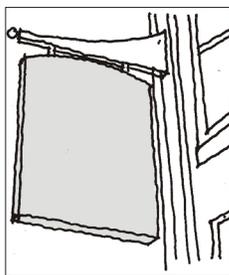
Many downtown destinations would benefit from projecting signs on buildings, or A-frame (sandwich board) signs on sidewalks. These examples are better suited for the pedestrian and urban street traffic as they are perpendicular to the travelway. Temporary / movable plastic signs on trailers should not be used in the context of an urban downtown.



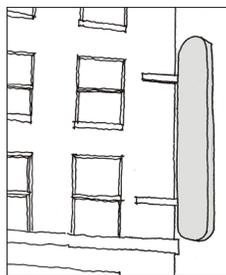
Window Sign



Flush Mounted Sign



Projecting Sign

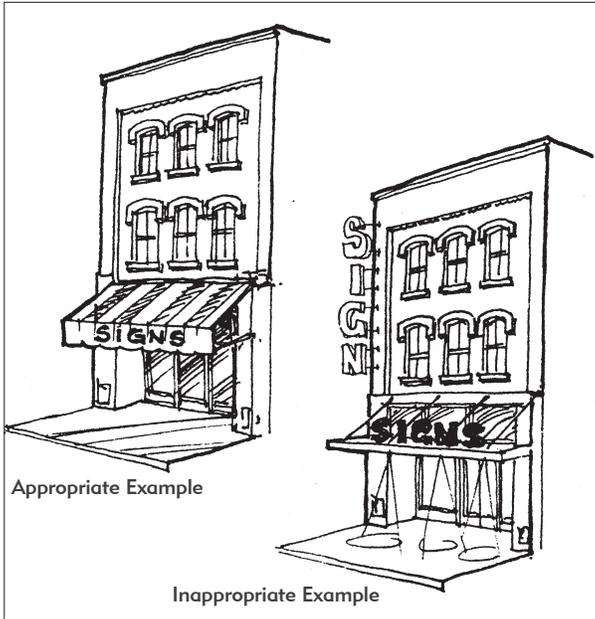


Blade Sign



Awning Sign

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Placement of Building Signage

Signage Lighting

There are generally two ways of illuminating signs – internally, or indirectly. Internally-lit signs have the light source contained within the sign, whereas indirectly-lit signs are illuminated with an external light source. Internally-illuminated signs are not appropriate in an urban environment like Lawrenceville’s historic downtown. In downtown Lawrenceville, indirect lighting should be the preferred method of illuminating signs. When illuminating a sign, it is important that the indirect light source is always directed downward and not upward on the sign and the light should be placed to avoid glare. Additional reasons why signs should be illuminated with an indirect light source include:

- Indirect light fixtures are more accessible and therefore easier to replace than internally-mounted tubes.
- Indirect lighting is more consistent with the way signage was illuminated historically.
- Indirect lighting is more urban in character than internally illuminated signage.
- Indirect lighting tends to suggest a more human scale.
- Specific design features of signs can be highlighted with spot-lighting.
- More creative sign forms can be achieved when the limitations imposed by internal illumination do not need to be considered.



The use of individual letters mounted to the panel over the storefront is an attractive, appropriate way to incorporate signage on a historic building. Indirect illumination is another appropriate detail that provides added detail to the overall storefront composition.



This inviting storefront features a flush-mounted sign, a projecting sign using a symbol rather than lettering, and an A-frame (sandwich board) sign on the sidewalk

Examples on this and the following page illustrate appropriate signage based on the issues discussed previously. It is anticipated that by showing these “real world” examples, business owners and downtown organizations will understand how the various components combine to create an attractive addition to a building’s facade.



This is an excellent hanging sign that has been conceived as a cohesive sculptural form. The colors are a simple four-tone palette, the message is concise, and includes a nice graphic. It is indirectly illuminated, and placed sensitively on the building.



Restoration of historic painted wall signs can draw attention to a building. Compatible contemporary painted wall signage could be considered for buildings that are already painted.



Temporary vinyl signs are discouraged and should only be used until permanent signage can be installed. Refer to the city's zoning ordinance for specifics on the amount of time allowed temporary signs can be up.

Awnings



Carroll County Historical Museum

In the past, awnings provided shade, shelter, and signage.

Storefront awnings serve two primary functions: to shade the storefront and sidewalk and to provide pedestrians with some shelter from the elements. Awnings on south and west elevations are most critical for shading, reducing glare, heat gain (thereby saving on cooling costs), and preventing the fading of interior materials and goods in window displays.

Awnings on north and east elevations are less critical for shading but can offer shelter to pedestrians. In the late nineteenth and early twentieth centuries, awnings often featured colorful stripes, logos, and lettering, serving as a form of signage. These awnings were often retractable, and could be rolled up on overcast days or in the winter, when additional daylight and heat gain were desirable.



Wood, asphalt shingle or metal pent roofs and quarter-round plastic awnings are inappropriate for downtown buildings.



The awnings at left are too small and are mounted at an arbitrary height; the domed awning over the door is an inappropriate style for a downtown building. The awning at right is too large and covers up large portions of the facade.

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Storefronts

Historic storefronts featured large areas of glass to provide daylight to the interior of the store as well as space for window displays. Storefronts often feature wood or metal windows, recessed entries, and transoms. Many transoms feature prismatic glass tile, which was designed to project light deep into the store. These storefronts were designed to attract pedestrians with their large window displays and inviting entrances.

After World War II, many storefronts were covered over with brick, wood or metal siding, or other unsympathetic materials. These alterations detract from the historic character of Lawrenceville and are not inviting to pedestrians. In many cases, elements of the historic storefront may be concealed under these later treatments.

In providing daylight and catering to pedestrians, historic storefronts fulfill present-day standards for desirable downtown commercial space. Wherever possible, historic storefronts should be retained and restored. The storefronts that have suffered unsympathetic alterations tend to be uninviting and often provide little daylight to the interior. This can make these commercial spaces undesirable for tenants. Such storefronts should be renovated to match the downtown's character and promote business activity.

A useful guide, Preservation Brief 11: Rehabilitating Historic Storefronts is available from the National Park Service (<http://www.nps.gov/history/hps/TPS/briefs/presbhom.htm>).



Well-maintained historic storefronts with recessed entries, transoms, and large display windows seem bright and inviting.



Infilled storefronts with small windows can make a building seem gloomy and uninviting. Elements of the historic storefront may be concealed underneath.



Compatible new storefront featuring recessed entry, transoms, and display windows.



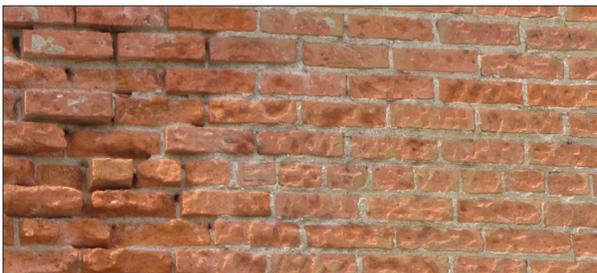
Compatible new storefront featuring original iron columns, recessed entry, transoms, and display windows.



Left: Windows should fill the entire opening. Right: Inappropriate infill with siding and downsized window units.



Windows help define the character of a building. Historic windows should be repaired and retained wherever possible. The addition of storm windows will dramatically increase the efficiency of single-glazed windows.



Sandblasting and inappropriate tuckpointing can permanently damage brick, causing deterioration. Masonry should always be cleaned using the gentlest means possible.



Many brick masonry buildings in Lawrenceville retain a historic stucco finish in imitation of stone. This contributes to the unique historic character of Lawrenceville's downtown.

Windows

Historic windows were designed to provide daylight and fresh air to the interior of the building. In later years, many windows were boarded up or reduced in size. Wherever possible, historic windows should be retained and restored. Adding storm windows to historic windows will make them as efficient as most replacement windows while also increasing the life of the window.

Downsizing windows—installing a smaller window and filling in part of the opening around it—dramatically decreases the energy efficiency of the window opening by providing many opportunities for air infiltration and mars the exterior appearance of the building. Replacement windows should always fill the entire opening and should match the style of the original windows. For additional information refer to Preservation Brief 9: The Repair of Historic Wooden Windows from the National Park Service

www.nps.gov/history/hps/TPS/briefs/presbhom.htm

Masonry

The majority of the buildings in Downtown Lawrenceville are of brick masonry construction. Some buildings feature stone accents, and several feature a historic stucco finish in imitation of stone. Historic masonry can be very durable if properly maintained. Improper maintenance can permanently damage the masonry and may lead to deterioration.

Brick should never be sandblasted. When brick is baked, it develops a tough outer-skin (think of a loaf of bread and its crust). Sandblasting removes this durable surface and exposes the soft inner core of the brick, leading to deterioration. Damage from sandblasting is permanent and cannot be reversed. If a building has been previously sandblasted, measures can be taken to seal the brick to slow deterioration. The National Park Service provides Preservation Briefs which give details on the proper maintenance of historic masonry. These include Preservation Brief 2: Repointing Mortar Joints in Historic Masonry Buildings and Preservation Brief 6: Dangers of Abrasive Cleaning to Historic Buildings (www.nps.gov/history/hps/TPS/briefs/presbhom.htm)

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New Infill Construction

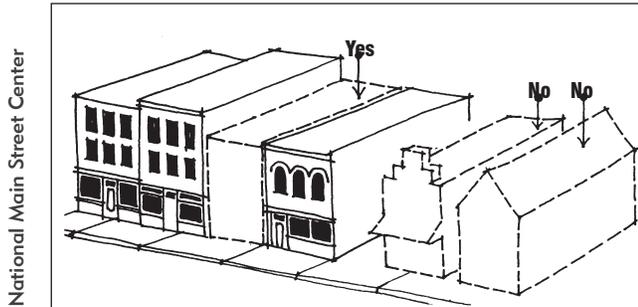
There are several parking lots or vacant areas in the downtown - both within the historic district as well as just outside the boundaries - that could be redeveloped with new buildings. Because this type of construction fills a "hole" in the built environment, it is often referred to as infill construction. The proper design and placement of a new building presents a variety of challenges within the context of a historic downtown such as Lawrenceville's. A new building should be designed to look appropriate and compatible with surrounding (older) buildings, yet reflect today's contemporary use of materials and programmatic requirements.

What is good infill design? Since a good infill design responds to its surroundings, it is difficult to develop specific guidelines that can be universally applied. However, there are several general concepts that should govern the visual relationship between a new infill building and its neighbors. Each site has unique design challenges and opportunities. The following section explores a number of design issues that should be considered to ensure a new building fits within Lawrenceville's downtown urban fabric.

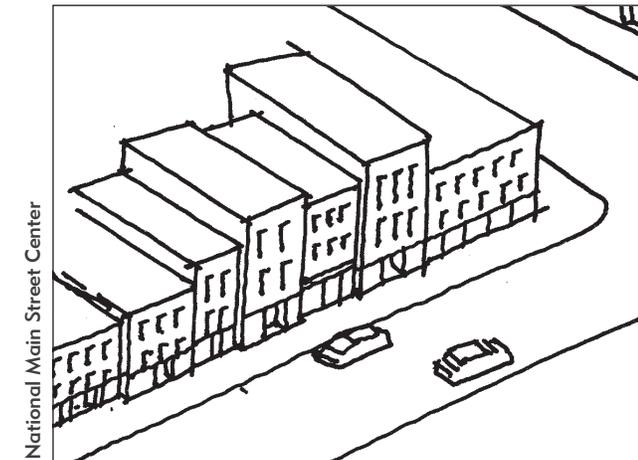
Building Placement

The manner in which parking and buildings are arranged on a site distinguishes urban places from suburban areas. Suburban development typically results in parking being located in front of buildings. While this may be convenient for drivers, it is not an arrangement that places importance on the quality of the pedestrian space in front of, or around, the buildings. In traditional downtowns, buildings are typically located adjacent to the sidewalk. This relationship tends to create a more human-scaled and interactive street (when the buildings have been designed with human scale in mind). In downtown Lawrenceville, consideration should be given to locating parking in a manner that emphasizes the importance of pedestrian circulation. The most effective way of achieving this is by placing most, if not all parking, at the rear of the building.

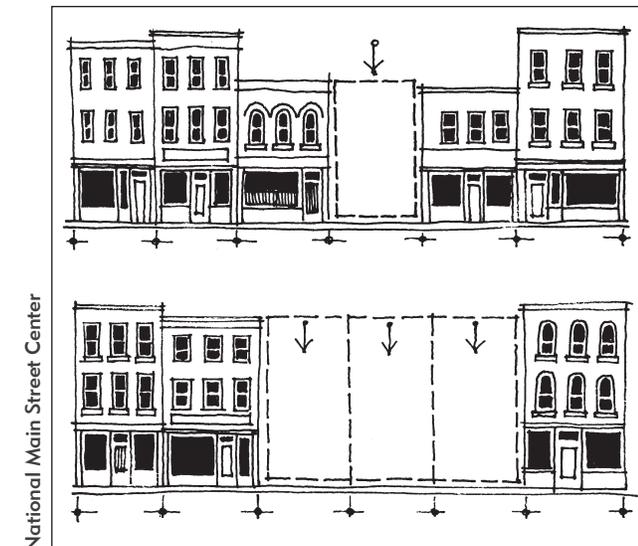
If certain site conditions do not allow for this arrangement, some parking can be placed beside a building as long as it is properly screened from public view.



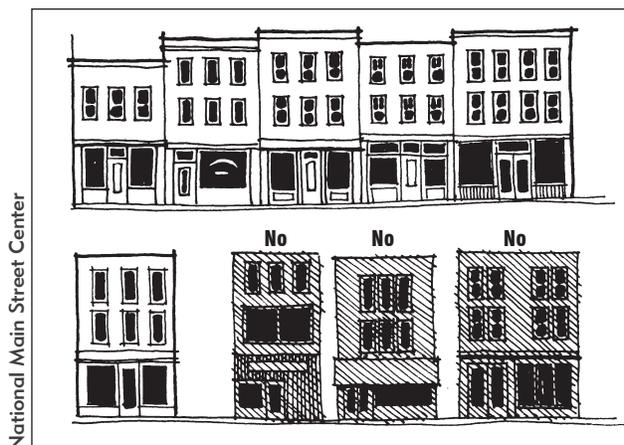
The roof line or building cornice should be similar to those on adjacent structures. The proportion (relationship between height and width) of existing facades should also be respected.



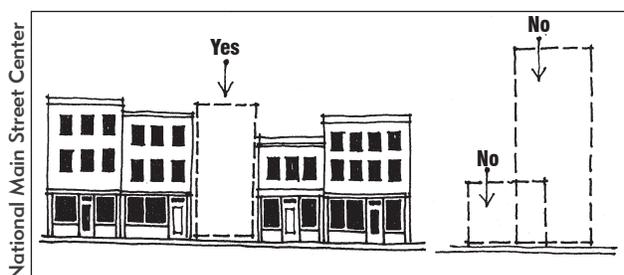
The relationship of building facades along streets should be consistent with those of neighboring buildings. Maintaining this consistency helps to "frame" the outdoor room of the downtown and enhances the pedestrian experience along sidewalks.



A new building should reflect the characteristic rhythm of the facades along the street. If the site is large, the mass of the facade can be divided into a number of small bays.



The composition of facades on infill development should be comprised in a similar manner to those facades on adjacent or nearby buildings.



Buildings in traditional downtowns share a similar height. Infill construction should respect this. A new facade that is too high or low can interrupt this consistent quality.



Compatible infill construction matches the scale, setbacks, and material palette of its context, blending into the urban fabric.

Building Facades

From an urban design standpoint, the facade or front of a new building is one of the most important components of infill development within a downtown setting. To a large degree, the design of an infill façade should be an outgrowth of its surroundings. If the design of the new façade is based on those of its neighbors, it is sure to be compatible. It should be authentic and should not copy or replicate older facades. In fact, falsely replicating historic features can ultimately detract from the character of the historic district by compromising what is truly authentic and historic.

Building Materials

The goal of new architecture in the historic district is to utilize high quality materials particularly at the pedestrian level. This term “high quality” materials often refers to brick, limestone, granite, terra cotta and glass in new architecture. Wood and cast iron elements may be appropriate in some instances, particularly when a new building needs to complement an adjacent historic structure. As noted earlier, it is important to create authentic facades utilizing durable materials. One way to achieve this is by avoiding any material that is fabricated to look like another material (i.e., precast panels made to look like brick, vinyl imitation stone).

Transparency

When a significant amount of visibility into and out of buildings is desired, particularly at street/sidewalk level, glass is encouraged as a primary component. Not only will this create a more attractive building storefront, the adjacent sidewalk can become a more comfortable and attractive public setting as well. Seeing the activities inside a building, and viewing street life from within a building, creates a dynamic and exciting environment that distinguishes the downtown from suburban areas.

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Pedestrians are more likely to enter a business they are visiting for the first time if they are able to see in. If it is a restaurant, they can get answers to the usual questions as they consider entering: Is it crowded? What's the character like? Is it smoky? Are there children? Retail establishments rely heavily on the attraction that results from a potential customer viewing merchandise in the window.

In spite of the logic behind the benefits of transparency between the inside and out, windows all too often are removed from historic structures. They are often reduced in size, shaded with blinds, or heavily tinted. Windows in new buildings are also often specified with little regard to how the design may affect the quality of the street. The cumulative effect of several buildings in a block that have done this is a dead street that feels unsafe and uninviting.

The nighttime appearance of the downtown will also benefit from clear glass at the first floor elevation. Not only will views into the buildings be highlighted, ambient light from inside the buildings will spill onto the sidewalks. This can make sidewalks feel safer and reduces the need to use pole lights for sidewalk illumination. For these reasons, large amounts of clear glass as a first floor component of buildings in the historic district is strongly encouraged. Existing businesses are encouraged to open the shades and remove tinted applications wherever possible.

Mixed Use

Mixed use development is strongly encouraged within the historic district. Mixed use refers to incorporating different uses or activities within a single building or site. This was the historic pattern of development in downtown Lawrenceville, with retail space on the first floor and office, residential, or entertainment uses on the upper floors. Several downtown buildings contain residential uses above street-level retail or office uses while many upper floors remain vacant. An appropriate mix of uses can result in several objectives for a vibrant downtown. Housing above retail can ensure there is life on the street and lights in the windows after retail or commercial establishments close. Residential uses on upper floors can also provide building owners with an additional source of income, helping with long-term maintenance of the building.

“BUILDING FROM LAWRENCEVILLE’S HISTORIC BEGINNINGS”

Lawrence County Historical Society Project Summary

The Lawrence County Historical Society created a project called “Building From Lawrenceville’s Historic Beginnings” as part of the update to the society’s website: www.lawrencelore.blogspot.com. This project’s primary goal is to publish the history of the businesses around Lawrenceville’s historic square with a goal of promoting heritage tourism. Since the city and the Downtown Revitalization organization is also focusing on the restoration and revitalization of the downtown area the historical society felt this project would compliment and strengthen all efforts.

Most of the present buildings were built in the 1910-1920’s but before that, there were other buildings around the square as far back as the 1820’s. This continuity of trade in the county seat needs to be remembered by our present merchants and town planners. Not many communities are fortunate to have a town square, and by presenting the history and by building pride in this downtown area, we hope others will see the promise of the future, superimposed over the past.

A secondary objective, but beyond the Historical Society’s ability, is to show building owners how beautiful the original architecture was under those ‘slipcover’ facades and hopefully convince the owners to restore the facades.

Summary of the Building from “Lawrenceville’s Historic Beginnings” project

- Continually update the site by locating photos and abstracts, and reading old newspapers and city directories to find business histories.
- Work with the schools to provide walking tours for students that will meet Illinois Learning Standards;
- Develop a phone app for city visitors.
- Encourage the city to publicize the site to realtors, both local and national, in order to advise them of the opportunities for new business growth.
- Provide documentation of a historic nature to aid property owners (or the city as a whole) in acquiring possible grants or designations of historic nature.
- Invite an architect or historic preservationist to present a program about the Mesker facades, and other historic features that are prominent in the downtown to educate the community.
- Work with the City/Chamber of Commerce/Merchants to have informative plaques placed on buildings.
- Continue promoting heritage tourism.

The Lawrence County Historical Society provided the above summary.



Lawrence County Historical Museum (pictured above)

The County’s Museum is located on the square in a historic bank building. In the last 4 years, our membership has grown from 11 members to 111, our monthly programs are standing room only, and our local tours are sold out weeks in advance. The Society has just embarked on a capital improvement program to expand the museum and library into an underutilized upstairs space which should bring in more family researchers from out of state.

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Information & Funding Resources

Example Historic Preservation Ordinances

The Role of A Local Preservation Commission - Indiana Landmarks.

http://www.indianalandmarks.org/SiteCollectionDocuments/PreservComms_12.pdf

Example Historic Preservation Commission - Whitestown, IN.

http://www.whitestown.in.gov/vertical/sites/%7BB8BE8AC3-9DE8-4247-BCB0-1173F48CC7C3%7D/uploads/Whitestown_Historic_Preservation_Commission_Description_and_Roster_2016.pdf

Example Preservation Ordinance and Information - Greensburg, IN.

<http://www.cityofgreensburg.com/historic.html>

Example Historic Preservation Ordinance - Kendallville, IN.

<http://www.kendallville-in.org/Ordinances/GO%201157.pdf>

Model Ordinance for Historic Preservation - Indiana.

<http://balancedgrowth.ohio.gov/Portals/0/BLLUP/Toolkit/historic1.pdf>

Informational Resources

The Indiana Division of Historic Preservation and Archaeology offers online info about Certified Local Government (CLG) status: <http://www.in.gov/dnr/historic/3681.htm>

The Indiana Landmarks website contains an entire page of links to valuable preservation resources : <http://www.indianalandmarks.org/Resources/Pages/default.aspx>

National Alliance of Preservation Commissions offers on-line publications and resources, including design guidelines used by commissions from coast to coast: <http://napc.uga.edu>

National Trust for Historic Preservation's website contains a great deal of helpful information on commissions and design guidelines: <http://www.preservationnation.org/resources/faq/historic-districts/how-do-you-create-a-historic.html>

Preservation and Property Values in Indiana, a report from Indiana Landmarks: <http://www.indianalandmarks.org/SiteCollectionDocuments/Publication%20PDFs/pvIr.pdf>

The Technical Preservation Services section of the National Park Service website contains links to the Secretary of the Interior Standards for Rehabilitation and other helpful information:

<https://www.nps.gov/tps/standards.htm>

Financial Resources

The following section summarizes the most common funding sources for historic preservation projects. Schedules and general requirements for acquiring the funds should be confirmed with the funding agency as these items tend to change from year to year. This is a very simple overview; the process of obtaining loans and grants can be complicated, and space does not permit a detailed description of each opportunity.

Various Grants Offered by OCRA (Office of Community and Rural Affairs)

The Community Development Division receives both federal and state funds and distributes these funds to municipalities, and in some cases non-profit organizations.

<http://www.in.gov/ocra/2371.htm>

Indiana Division of Historic Preservation & Archaeology (DHPA) Historic Preservation Fund (HPF)

Local governments and non-profit organizations can apply to the Division for financial assistance to maintain, restore, and document historic properties. The Division, through the State Historic Preservation Review Board, awards matching grants of federal funding each January.

<http://www.in.gov/dnr/historic/3671.htm#hpf>

Place Based Investment Fund

The Place Based Investment Fund (PBIF) is a competitive grant program that assists Indiana communities in their local efforts to become even greater places to visit, live and work. PBIF is a collaborative effort between the Indiana Office of Community and Rural Affairs (OCRA) and the Indiana Office of Tourism Development (IOTD). The objective of the fund is to encourage community partnerships as they work together towards a unique crowd gathering project. Community partnerships are vital for the success of the application and project.

<http://www.in.gov/ocra/pbif.htm>

Certified Local Government Grant Program

This program is available only to the local governments designated by the DHPA as having certified local preservation planning programs. A CLG is a city or town that has decided to have an intensive local preservation program that enacts a special historic preservation ordinance, enforces that ordinance through a local preservation commission and meets minimum standards for CLG's as determined by the DHPA.

<http://www.in.gov/dnr/historic/3681.htm>

RECREATIONAL TRAILS PROGRAM

The Recreational Trails Program is a matching assistance program that provides funding for the acquisition and/or development of multi-use recreational trail projects. This grant is administered through the IN-DNR.

<http://www.in.gov/dnr/outdoor/4101.htm>

Indiana Land and Water Conservation Fund

The LWCF is a matching assistance program that provides grants for 50% of the cost for the acquisition and/or development of outdoor recreation sites and facilities.

<http://www.in.gov/dnr/outdoor/4071.htm>

OCRA Downtown Revitalization Implementation Funding

Planning and Construction grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the program is to encourage communities to plan for longterm community development. Community leaders can apply for projects relating to such issues as infrastructure, downtown revitalization, and community facilities. Construction grant award ceiling is \$400,000 for construction.

<http://www.in.gov/ocra/2371.htm>

OCRA Downtown Enhancement Grant

The Downtown Enhancement Grant program is designed to foster innovative approaches to activities, which support and promote community based planning, pre-development, and

C | Appendix

research initiatives. The goal of these projects is to improve the quality of life and opportunities for increasing private investment and employment in Indiana Main Street (IMS) communities.

<http://www.in.gov/ocra/2362.htm>

IDNR Investment Tax Credit Program

Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings

<http://www.in.gov/dnr/historic/3680.htm>

Historic Renovation Grant Program

This grant preserves and rehabilitates historic properties in order to further incentivize downtown economic development

<http://www.in.gov/ocra/hrgp.htm>

Stellar Communities Program

The Stellar Communities Designation Program is a multi-agency partnership designed to recognize Indiana's smaller communities that have identified comprehensive community and economic development projects and activities as well as next steps and key partnerships.

<http://www.in.gov/ocra/2601.htm>

USDA Rural Development Grant and Loan Programs

The USDA Rural Development Grant and Loan Programs are available to small towns in rural areas of Indiana.

<http://www.rd.usda.gov/programs-services/all-programs>

REHABILITATION INVESTMENT TAX CREDIT (RITC)

The federal government offers a Rehabilitation Investment Tax Credit (RITC) that permits owners and some lessees of historic buildings to take an income tax credit on the cost of rehabilitating buildings for industrial, commercial or rental residential use. The historic rehabilitation tax credit (20%) is available for buildings listed in the National Register of Historic Places which, after rehabilitation, are used for commercial or residential rental use. A certified historic structure is one listed individually in the National Register of Historic Places, or contributing to a National Register listed Historic District. The non-historic tax credit (10%) applies to any pre-1936 building used for commercial but not residential rental purposes. The work does not have to be reviewed for the 10% credit. Neither credit is available for private, owner-occupied residences. The owner of the restored building must maintain ownership for at least five years in order to avoid having the tax credit rescinded by the federal government.

<https://www.nps.gov/tps/tax-incentives.htm>

Rehabilitation Tax Deduction

Taxpayers undertaking rehabilitation of historic structures are eligible for a tax deduction if the work has increased the assessed value of the building. Typically, it is a 50% deduction of the increase in property tax resulting from the rehabilitation to a maximum deduction of \$300,000. This deduction is applied for through the office of the auditor in the county in which the property is located.

<http://www.in.gov/legislative/ic/code/title6/ar1.1/ch12.html>

Indiana Humanities Council

The Indiana Humanities Council strengthens communities through targeted initiatives in leadership, education, and culture.

<http://www.ihc4u.org>

Partners In Preservation Program

Indiana Landmarks' Partners in Preservation National Register Program provides assistance to list properties in the National Register of Historic Places.

<http://www.in.gov/dnr/historic/3675.htm>.

Hazard Mitigation - Voluntary Acquisition Program

Across the nation, more and more flood-inundated communities are choosing property acquisition as a hazard mitigation option.

<http://www.fema.gov/application-development-process/hazard-mitigation-assistance-property-acquisition-buyouts>

Additional Resources

<https://www.hudexchange.info/onecpd/assets/File/CDBG-DR-Housing-Voluntary-Property-Acquisition-Program-Slides.pdf>

<https://www.hudexchange.info/programs/bedi/>

http://www.epa.gov/brownfields/areawide_grants.htm

<http://www.mortonarb.org/trees-plants/tree-and-plant-advice/help-pests/coping-emerald-ash-borer>

<http://www.in.gov/dnr/outdoor/4071.htm>

<http://www.in.gov/idem/nps/3431.htm>

<http://in.gov/idem/cleanwater/2454.htm>

http://trade.railstotrails.org/state_profile?state_id=17

<http://www.in.gov/idem/nps/3388.htm>

<http://subaru-sia.wix.com/sia-foundation#!apply/ckmr>

<http://www.gannettfoundation.org/contacts.htm>

<http://in.gov/idem/cleanwater/2453.htm>

http://www.epa.gov/brownfields/grant_info/

<http://www.in.gov/arts/culturaldistricts.htm>

Community Mobility Survey Results

Q1 On average, how often do you walk along the following roads?

Answered: 370 Skipped: 9

	Daily	Weekly	Monthly	A few times a year	Never	Total
Clifty Dr	3.46% 12	5.48% 19	2.31% 8	13.26% 46	75.50% 262	347
Main St	26.36% 97	37.77% 139	19.29% 71	13.59% 50	2.99% 11	368
Lanier Dr	4.06% 14	10.72% 37	6.67% 23	14.49% 50	64.06% 221	345
Michigan Rd	3.44% 12	10.32% 36	9.46% 33	17.48% 61	59.31% 207	349

Q2 Please use the pictures below to answer the following questions about what design features would you like to see implemented in and around Madison to make walking safer. Rank your answers on a scale of 1-4.

Answered: 363 Skipped: 16

	1 (Not Important)	2	3	4 (Very Important)	Total
Curb ramps	13.16% 45	21.64% 74	26.90% 92	38.30% 131	342
Sidewalk without a space between the road and the sidewalk	46.02% 156	30.09% 102	17.40% 59	6.49% 22	339
Sidewalk with a space between the road and the sidewalk	8.84% 32	7.46% 27	25.97% 94	57.73% 209	362
Pedestrian signal heads at the intersections	9.78% 35	15.92% 57	23.18% 83	51.12% 183	358
High visibility crosswalks	7.78% 28	10.00% 36	20.56% 74	61.67% 222	360

Q3 Which of the possible pedestrian facilities would encourage you to walk along the following streets? Please refer to the above pictures. Note that all new facilities will be designed to be ADA compliant and fully accessible.

Answered: 347 Skipped: 32

	Sidewalk directly adjacent to the road (no buffer)	Sidewalk with green space between it and the road	Pedestrian crossings with ped countdown / signals	High visibility crosswalks	Mid-block crossings	Total Respondents
Clifty Drive	8.86% 28	85.76% 271	56.33% 178	53.80% 170	22.78% 72	316
Main St	26.63% 86	42.72% 138	56.04% 181	56.04% 181	26.01% 84	323
Lanier Dr	14.78% 43	79.04% 230	41.24% 120	43.64% 127	15.12% 44	291
Michigan rd	10.13% 31	79.74% 244	42.48% 130	51.31% 157	15.69% 48	306

Q4 Do you currently have access to a bicycle?

Answered: 357 Skipped: 22

Answer Choices	Responses
Yes	81.51% 291
No	18.49% 66
Total	357

Q5 What is your primary purpose for riding your bicycle?

Answered: 313 Skipped: 66

Answer Choices	Responses
For recreation	90.73% 284
For transportation to work	4.15% 13
For transportation for errands	5.11% 16
Total	313

Q6 On average, how often do you bicycle on the following roads?

Answered: 337 Skipped: 42

	Daily	Weekly	Monthly	A few times a year	Never	Total
Mulberry St	2.76% 9	7.98% 26	8.28% 27	20.55% 67	60.43% 197	326
Main St	5.14% 17	13.29% 44	10.57% 35	20.24% 67	50.76% 168	331
Jefferson St	3.96% 13	8.84% 29	9.76% 32	19.82% 65	57.62% 189	328
Michigan Rd	3.01% 10	9.34% 31	8.13% 27	14.46% 48	65.06% 216	332
SR 7 / Green Road	5.14% 17	11.18% 37	7.25% 24	13.60% 45	62.84% 208	331

Q7 Please indicate how comfortable you are bicycling on the following types of streets.

Answered: 337 Skipped: 42

	1 (Very Uncomfortable)	2	3	4 (Very Comfortable)	Total
A path or trail separate from the street	8.51% 28	5.78% 19	13.98% 46	71.73% 236	329
A quiet, residential street with traffic speeds of 25 miles per hour	4.50% 15	18.02% 60	32.43% 108	45.05% 150	333
A quiet, residential street with traffic speeds of 25 miles per hour with a bicycle route markings, wide speed humps, and other things that encourage only local car traffic	8.59% 28	7.98% 26	21.78% 71	61.66% 201	326
A two-lane street with traffic speeds of 30 miles per hour, on-street car parking, and no bike lane	54.35% 181	25.53% 85	12.31% 41	7.81% 26	333
A two-lane street with traffic speeds of 30 miles per hour, on-street car parking, and with a bike lane	14.46% 48	23.49% 78	34.64% 115	27.41% 91	332
A busy street with four lanes, on-street parking, traffic speeds of 30-35 miles per hour, and no bike lane	72.95% 240	12.77% 42	6.99% 23	7.29% 24	329
A busy street with four lanes, on-street parking, traffic speeds of 30-35 miles per hour, and with a bike lane	23.26% 77	32.33% 107	28.10% 93	16.31% 54	331
A busy street with four lanes, on-street parking, traffic speeds of 30-35 miles per hour, with a wide bike lane separated from traffic by a posts	14.16% 47	14.16% 47	28.01% 93	43.67% 145	332

Q8 Please use the pictures below to answer the following questions about what design features would you like to see implemented in and around Madison to make bicycling safer. Rank your answers on a scale of 1-4.

Answered: 326 Skipped: 53

	1 (Not Important)	2	3	4 (Very Important)	Total
Shared Lane Marking	30.65% 95	26.45% 82	18.06% 56	24.84% 77	310
Bike Lane	9.52% 30	12.70% 40	31.11% 98	46.67% 147	315
Buffered Bike Lane	11.95% 38	10.69% 34	32.08% 102	45.28% 144	318
Separated Bike Lane	11.60% 37	8.46% 27	24.45% 78	55.49% 177	319
Shared Use Path	10.90% 34	13.46% 42	28.21% 88	47.44% 148	312
Green Pavement Marking Mixing Zones	20.70% 65	20.06% 63	23.89% 75	35.35% 111	314

Q9 Which of the possible bike facilities would encourage you to ride on the following streets? Please refer to the above pictures.

Answered: 307 Skipped: 72

	Shared Lane Marking	Bike Lane	Buffered Bike Lane	Separated Bike Lane	Shared Use Path	Green Pavement Marking Mixing Zones	Total
Mulberry St	22.57% 65	30.90% 89	13.54% 39	18.40% 53	7.64% 22	6.94% 20	288
Main St	8.36% 25	24.08% 72	26.09% 78	26.42% 79	6.69% 20	8.36% 25	299
Jefferson St	9.76% 28	24.04% 69	24.04% 69	27.87% 80	5.92% 17	8.36% 24	287
Michigan Rd	4.90% 14	15.73% 45	22.03% 63	44.06% 126	6.99% 20	6.29% 18	286
SR 7 / Green Road	3.47% 10	15.63% 45	20.49% 59	46.88% 135	7.99% 23	5.56% 16	288
Clifty Drive	3.57% 10	10.36% 29	17.14% 48	54.29% 152	7.86% 22	6.79% 19	280

Q10 What is your age?

Answered: 339 Skipped: 40

Answer Choices	Responses	
18 to 24	4.72%	16
25 to 34	18.29%	62
35 to 44	23.01%	78
45 to 54	21.53%	73
55 to 64	20.94%	71
65 to 74	11.21%	38
75 or older	0.29%	1
Total		339

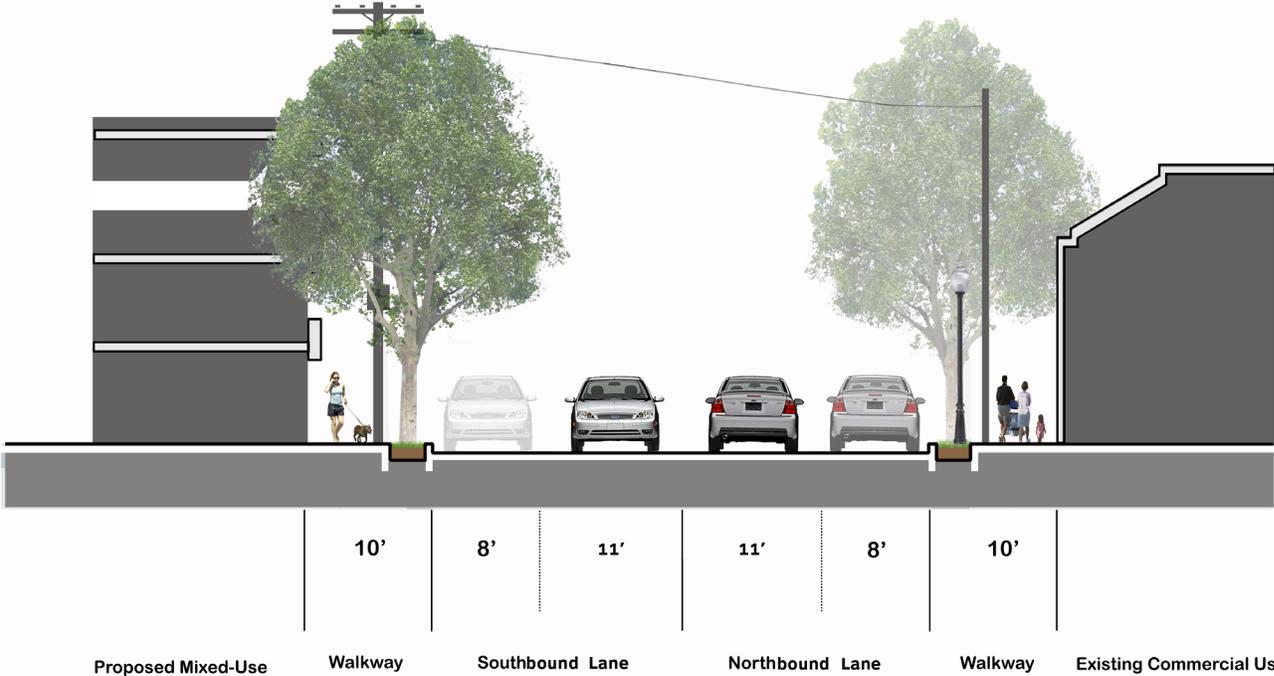
Q11 Which of the following categories best describes your employment status?

Answered: 339 Skipped: 40

Answer Choices	Responses	
Employed, working full-time	70.50%	239
Employed, working part-time	12.68%	43
Not employed, looking for work	1.47%	5
Not employed, NOT looking for work	3.24%	11
Retired	10.03%	34
Disabled, not able to work	2.06%	7
Total		339

Proposed West Street Improvements

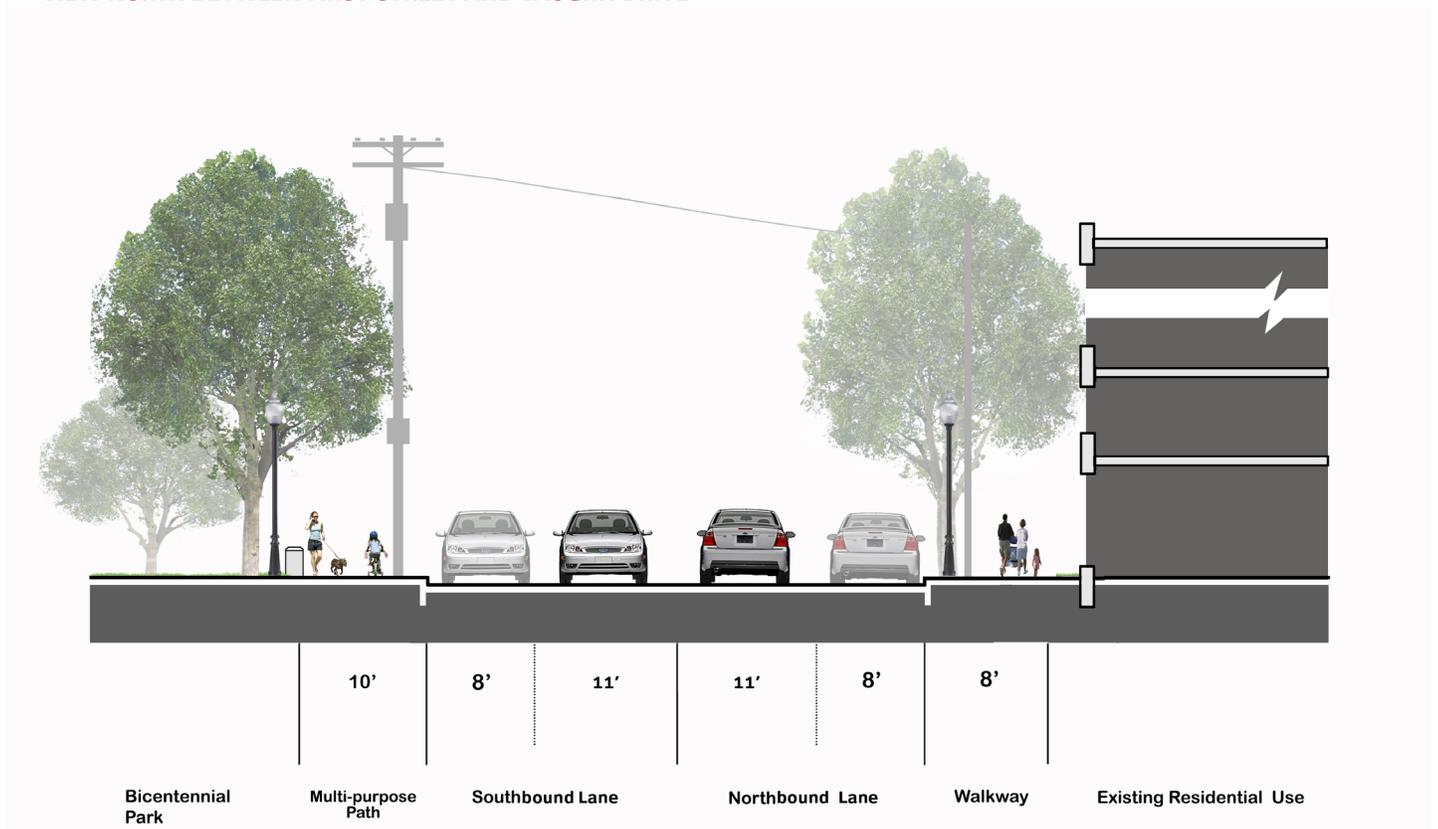
VIEW NORTH BETWEEN MAIN STREET AND SECOND STREET



In 2016, the City of Madison requested sketches for streetscape improvements for West Street which was slated for reconstruction Madison between Main Street and Vaughn Drive. Improvements focused on creating an accessible, pedestrian and vehicular street with amenities that could accommodate small and large events. Done well, this could set a streetscape standard for downtown streets going forward. In general, street design standards and specifications should be updated at the same time as the upcoming Zoning and Subdivision Control Ordinance updates. An enhanced West Street will act as a teaching tool to inform the public of best management practices in streetscape design and stormwater management.

Proposed West Street Improvements

VIEW NORTH BETWEEN FIRST STREET AND VAUGHN DRIVE



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