



Madison Growth Plan

CITY OF MADISON, ALABAMA

Acknowledgements

The City of Madison would like to thank all those individuals and organizations who made this plan possible:

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The Madison YMCA for hosting several of the public meetings.

All the Volunteer Residents and Owners who participated in focus groups, stakeholder interviews, and public meetings.

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Note: Chapters and figures in *italics* represent placeholders for additional information to be completed in subsequent plan updates.

A Message From Mayor Finley

Dear Madison Residents, Business and Property Owners, Investors and Developers:

The Madison Growth Plan sets forth a collective vision for the future of our City that we are excited to work together to achieve. Funded by the City Council, guided by the urban planning firm Urban Collage, and informed by the property owners and residents of the City, this document lays out goals and strategies for Madison's future for years to come.

The plan is to be used to guide private and public investment, alike, so that together we incrementally achieve the visions for our neighborhoods and commercial areas alike. Common themes of recreation, walkability, quality building design, connectivity, sustainable and mixed use buildings and developments, and a focus on adding long-term value, will strengthen and improve the City's revenues, services, retail and service offerings, and preserve the high quality of life that Madison is known for today.

Taking action is key to implementing the consensus developed around the concepts in the plan throughout the public process and stakeholder input and will serve our City well. Thank you to all who participated in the process and to those in the future who bring the vision to life!

Sincerely,



Mayor Paul Finley



What is the “Madison Growth Plan”?

It is no secret the City of Madison has been growing. Residents know the city is not only attracting more people, but is doing so at a rate that far outpaces the Huntsville metro area, the State of Alabama, and the nation. What is also becoming clear is that growth is going to continue for the foreseeable future.

Madison residents know the importance of planning a product or process before beginning implementation. When it comes to the development of the city, the same concept applies. Recognizing that people are going to continue to find Madison a desirable place to live, the city and its citizens have undertaken this Growth Plan effort.

This effort seeks to identify within Madison the areas with the highest potential for growth and redevelopment, and to lay out a vision for each of those areas. Each vision is tailored to the specific strengths, character and needs of each area, and sets out a series of policy and planning initiatives that will shepherd the respective visions towards realization.

At the end of the day, the goals do not simply include accommodation of new growth. Rather, they are oriented towards maintaining and improving Madison as a place that offers great schools, a high quality of life and all the amenities and services that make it a community of choice for everyone.



The Planning Process

In the summer of 2010, the City of Madison selected a team led by the Atlanta-based firm Urban Collage, Inc. to assist with the Madison Growth Plan effort. The process, laid out over ten months, used a thorough understanding of the city's economic, physical and cultural conditions to inform and shape a community-based vision for the future of Madison. This vision focused on several pre-identified "Key Development Areas" or KDAs - parts of the city that would be most likely to change or absorb growth in the coming decades. An important facet of the entire process was a grounding in realistic expectations and scenarios, with an eye on effective implementation. To realize these goals, the planning process was divided into four phases of work, the first of which was completed in October 2010.

Phase I: Inventory & Assessment

The first phase of planning was keyed toward information-gathering and analysis. Initial efforts focused in two areas: Compiling physical data via survey work and analysis of GIS information and existing studies and reports; and interviewing a broad range of local stakeholders in a variety of formats. The former investigated current conditions for land use, zoning, transportation network and community demographics, among many others. The latter was kicked off by a meeting with a "Core Team" of local citizens and officials who were selected to provide consistent oversight and guidance throughout the Growth Plan process. Their input was further supplemented by meetings with a series of area-specific KDA Teams, which met



to offer a more targeted background for each of the Key Development Areas. This outreach was further supplemented with individual interviews - by phone and in-person - and with the development of an on-line portal through the City's website. As all information was gathered and reviewed, the Planning Team began to create a series of analytical maps and reports to frame up the data in formats that were easy to review and discuss. These included large-scale maps of city-wide existing conditions, and KDA Summaries that focused on the strengths and challenges in each of the designated Key Development Areas. These products allowed the Core Team to check the direction of the process, and validate or edit preliminary conclusions. It also allowed for refinement of the KDA boundaries, based on community input and market conditions. The findings of the first phase are outlined in Part I of the Madison Growth Plan: Inventory & Assessment. Finally, the first phase transitioned into Phase II at the first community meeting - The Public Kickoff. The Kickoff - held to coincide with the opening of the new YMCA - introduced the general public to the planning process and used a series of interactive table exercises to solicit additional input on the direction and content of the Growth Plan effort.

Phase II: Framework Development

Building upon the information gathered and input received during the first phase, the Team fleshed out Framework Plans for each of the KDAs and for the entire City. These Frameworks served as graphic summaries of all the issues, concerns and desires that had been expressed to that point by the citizens of Madison. These Frameworks provided the working basis for the second public session, the KDA Charrette. The first part of this multi-day session involved small design meetings with each of the KDA Steering Committees. In these meetings, the respective Framework Plans were used as a point of departure for sketching out initial takes on Master Plans for each of the areas. Simultaneously, a series of six distinct on-line surveys was being conducted throughout the month of January, to gather additional input on the visions for each KDA. At the public Charrette, the evening began with an explanation of the Framework Plans and a presentation of the market economics of the city, and potential



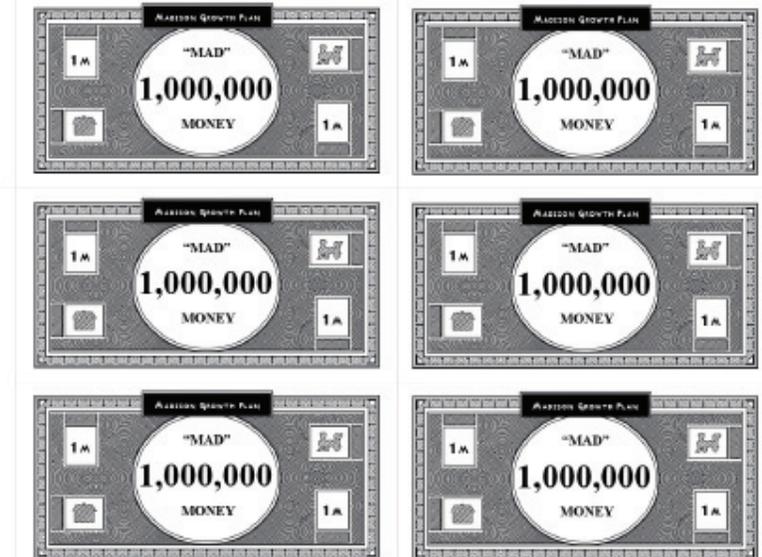
redevelopment strategies for each of the KDAs. During the subsequent interactive part of the charrette, the sketch master plans and preliminary results of the surveys were presented for comment and to garner more insight from the community.

Phase III: Growth Plan Development

With responses in hand from the surveys and from the charrette, the Team began to develop more detailed master plans for each of the KDAs. These began with City-wide plans and recommendations for universal concerns like greenspace and transportation. The process then focused on creating unique series of strategies for each of the areas, centered on graphic master plan diagrams specific to each KDA. The diagrams illustrated future land use in key locations; potential routes for multi-use trails, greenways and paths; targeted segments for roadway improvements; and, strategies for accommodating future development. Supporting these diagrams was a broad range of products: Strategic market recommendations for each KDA; graphic visualizations of how new growth might occur; character imagery of potential redevelopment; and a preliminary list of projects to help each KDA realize its particular vision. With drafts of all these products, the Team held the final public meeting, the Implementation Workshop.

Phase IV: Action Plan & Implementation

The last meeting marked the transition between Phases Three and Four. The workshop began with a presentation reviewing the steps that brought the planning effort to this point, and then launched into a review of the Master Plan products on display for comment and input. After the presentation, Madison residents could walk among eight different planning stations - one for each of the six KDAs and two that showed some of the visioning products. The central part of the evening was the expenditure of "Madison Money". Each participant received \$5 million in 'Mad Money' to expend on the projects of their choosing. The idea being that participants would gain a better understanding of the



prioritizing process and would put their money with the projects that they found most compelling. At the end of the night, the results were compiled, comments were collected, and the effort turned toward completing the document that is seen here.

The Madison Growth Plan is the result of many months of effort on the part of many people, primarily the planning staff at the City of Madison and the citizens themselves. It represents thousands of hours of talking and drawing and thinking and researching and - in more than a few cases - arguing, all distilled into a consensus-based, publicly-driven vision for the future of Madison. But though it is the culmination of so much time and effort, it should not be considered “the end” of the process. Indeed, though it is the final product of Planning Team, it is really the *first* step in the building of the community vision. It should not be considered a static reference. As an extension of its citizens, the Madison Growth Plan is a living document, one that may grow or change or be redirected as the future becomes the present. In the end, it will be the stewards of the Plan - City staff, representatives and involved citizens - who will truly decide how this vision becomes reality...

PART I: **INVENTORY & ASSESSMENT**



History

When John Cartwright first came to the Tennessee Valley in 1818, it is doubtful that he could have envisioned how his original settlement would grow over the next two centuries. Beginning with a federal land grant, the City (initially named Madison Station) would take shape along a rail corridor laid by the Memphis & Charleston Railroad Company. Created in 1856, Madison would - for roughly the next 100 years or so - experience the moderate growth typically associated with rural and agrarian communities. This would all change, however, after the end of World War Two. A confluence of national defense programs and technology industries found homes in nearby Huntsville, and the resulting growth swept up the adjacent communities, including Madison.

According to census and population figures, Madison had approximately 500 residents in 1940. Twenty years later, after the formalization of operations at Redstone Arsenal and the Marshall Space Flight Center, Madison's population had almost tripled to 1,400. This was only the beginning. By 1980 the population had more than doubled again, and by the turn of the century almost 30,000 people called Madison home - a sixty-fold increase in population from the onset of WWII.

This rapid growth is evidenced in the following historical aerials, which show development expanding outwards from the historic Downtown over the course of four decades.

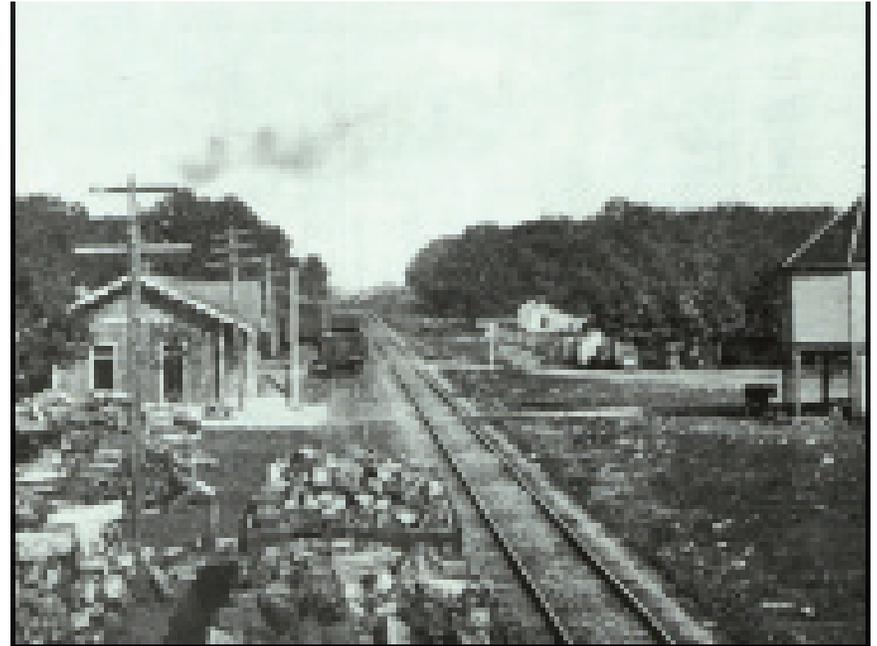


Figure 1.1 - Southern Railroad Depot in Madison AL

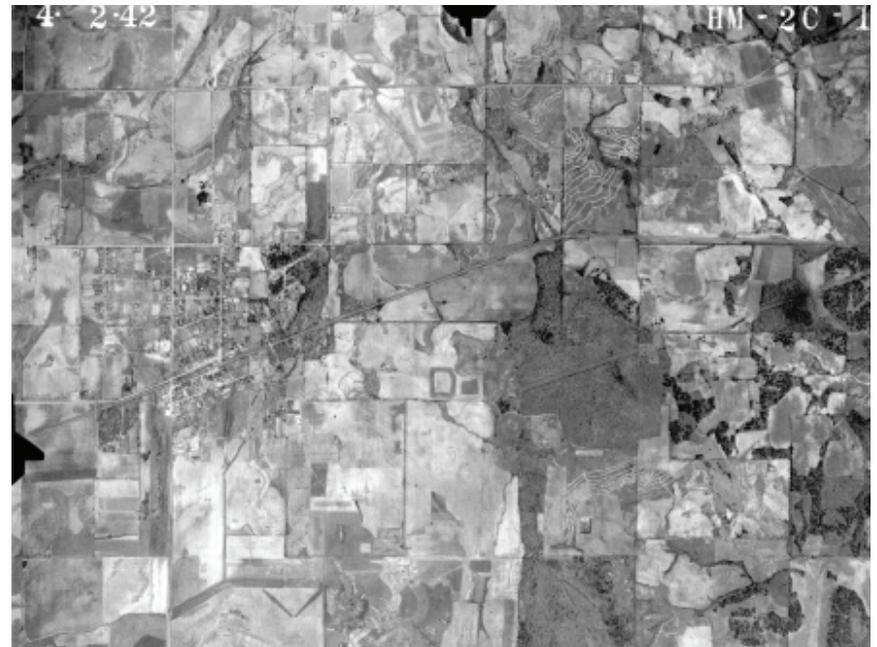


Figure 1.2 - Madison Aerial Image, circa 1942

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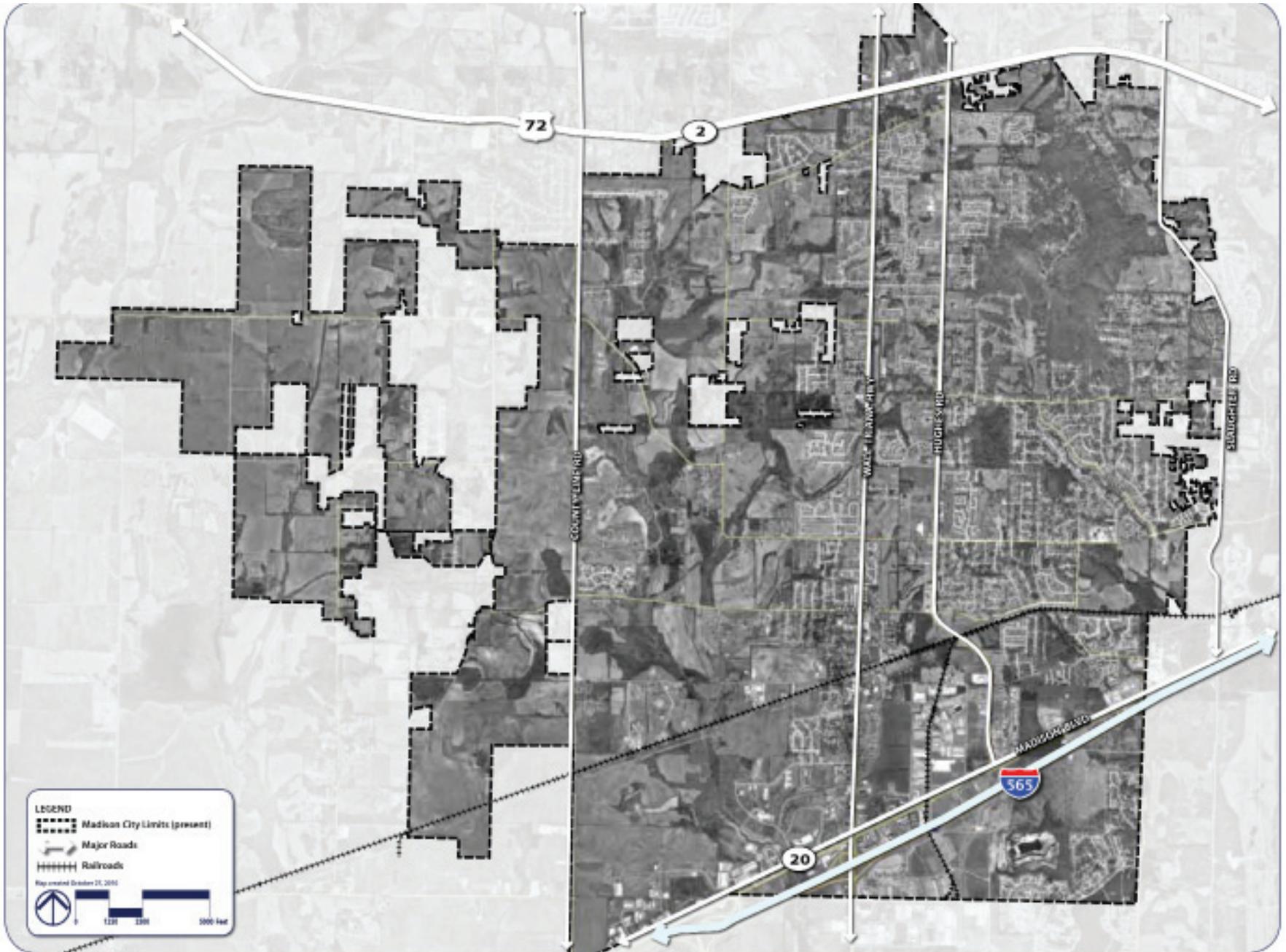


Figure 1.4 - Madison Aerial Photograph, 1999



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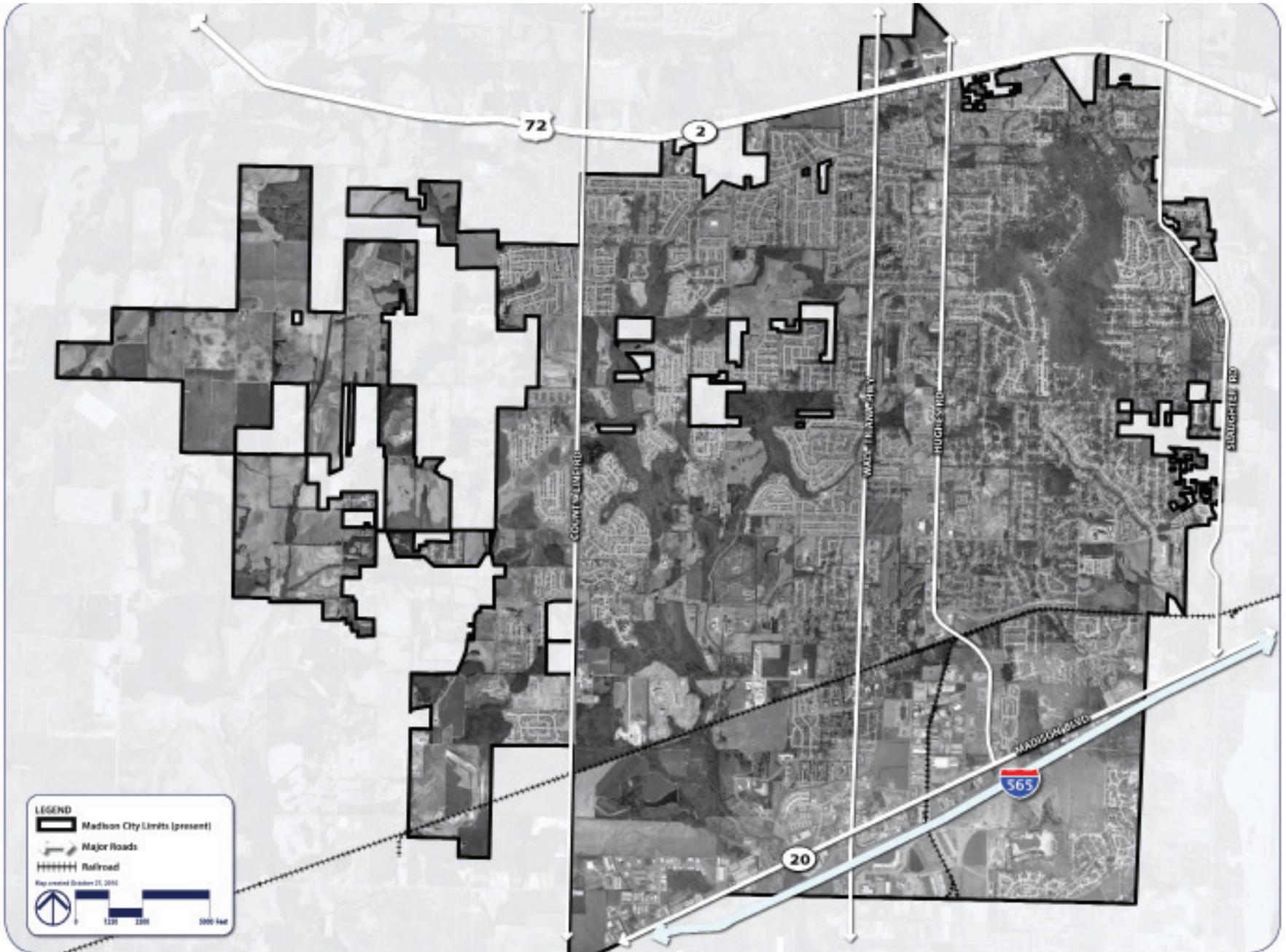


Figure 1.5 - Madison Aerial Photograph, 2010



Issues Summary

The Madison Growth Plan was intended to help devise a set of design strategies and policies to sustain and enhance the City of Madison. In particular, the plan focused on developing a vision for the city's downtown area, aging commercial centers, and emerging communities on the west side of the city.

Throughout the Fall of 2010, the Planning Team met with citizens, a series of advisory committees, and city leaders to develop a vision for the future that balanced land use, transportation, open space, and other community needs. The list below outlines a series of guiding principles based upon discussion with community members. While the list is not exhaustive or final, it provides an overview of the goals, objectives, and aspirations of the Madison Growth Plan.

- The local school system is the most significant defining aspect of Madison. When asked to list the City's strengths, the word "schools" was the first item mentioned in every planning group. The quality of education is reported to be uniform and high throughout the City, though there is some trepidation regarding the new high school and the potential effect it will have on the community dynamic.
- Madison is viewed as very family-friendly, but may have some "service gaps" with regard to young adults (what is there for them to do?) and seniors (where

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can they live if they want to stay in Madison but don't want to maintain a single-family home?).

- Recent leadership changes at City Hall have resulted in a municipality that is perceived to be easier to work with and more transparent. However, it will take time and continued improvement to overcome a lingering perception that Madison is a difficult place in which to do business.
- The City has almost ideal demographics for growth (as exhibited by the city's dramatic growth over the last 20 years): A young, well-educated, highly-employed, and growing populace.
- There is a great deal of housing variety, but within a very narrow range. That is, there is a lot of single-family detached stock at a very broad range of price points, sizes and styles. However, outside of that housing type, there is little variety to accommodate empty-nesters, individuals looking to downsize, or other residents who may be more interested in renting.
- There is a significant amount of commercial space in Madison, but some older, more visible inventory is falling into disrepair. Additionally, the types of retail (restaurants mentioned specifically on numerous occasions) are viewed as not meeting the demand of Madison residents.
- The limited range of Madison's commercial facilities lead residents to spend significant amounts of discretionary income outside the City limits, resulting in an export of tax base.
- Growing traffic congestion is problematic in some developed areas. The Highway 72 corridor was mentioned as a noted culprit in local traffic issues.
- Connectivity and infrastructure in general are concerns as the City ages. While the City has a growing greenway network, sidewalks throughout the City are disconnected and inconsistent (not uncommon for Sunbelt cities). Existing and new utility demands will draw attention from the City over the next few budget cycles.
- The City's relationship with Huntsville is improved, but will continue to influence Madison. Huntsville's aggressive annexation policies (Madison has

TALK OF THE TOWN...

Strengths:

Schools!

Sense of community

New leadership

Downtown character

Family-friendly

Did we mention schools?

Challenges:

Traffic!

Need more parks and trails

Better bike facilities

More retail variety

Walkability

Madison identity

Did we mention traffic?



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recently been “landlocked” by Huntsville) and the draw of sales tax revenue outside of Madison will have an impact on how the City grows and plans for growth.

- This planning process should result in a Madison that is “better defined”, in two senses of the word. One would be a clearer delineation of the physical boundaries and character of Madison (so you know when you arrive); the other is the creation of a cohesive “sense of place” that embodies Madison’s unique characteristics. For instance, the distinction between “bedroom community” (in which people reside, but perform most out-of-house activities in another town) versus a “suburb” (which is linked to a larger metro area, but offers a more complete range of services and activities within its boundaries).
- Current and future economic conditions will likely be a significant driver of implementation priorities. The need for a sustained (and growing) tax base must be balanced with the need to maintain and improve the overall quality of life for Madison residents.

Existing Conditions

Land Use and Zoning

Madison remains overwhelmingly a city of residents. The primary zoning designation is residential, of one type or another, and the bulk of that designation is single-family (detached) - that is, individual homes on single lots. Housing tends to be concentrated within the interior of the City, and much of it is clustered along or accessible from one of the numerous north-south routes through town.

Commercial/Retail uses tend to be focused along Highway 72 to the north and along Madison Boulevard to the South. To a lesser extent, Hughes Road serves as a north/south commercial corridor; County Line Road is likewise, but with a fair amount of growth potential. Of note are the limited number of opportunities to provide neighborhood-scale retail nodes closer to, or within, the residential zoning blocks. This has the practical effect of increasing auto trips and reducing accessibility of the residents to the goods and services they want and need.

Other major designations of note include Industrial uses - almost exclusively along Madison Boulevard - and those parcels with an Agricultural designation. Most of these are located in Limestone County, but a few remain within the older city limits - including some parcels that have already been redeveloped as residential.

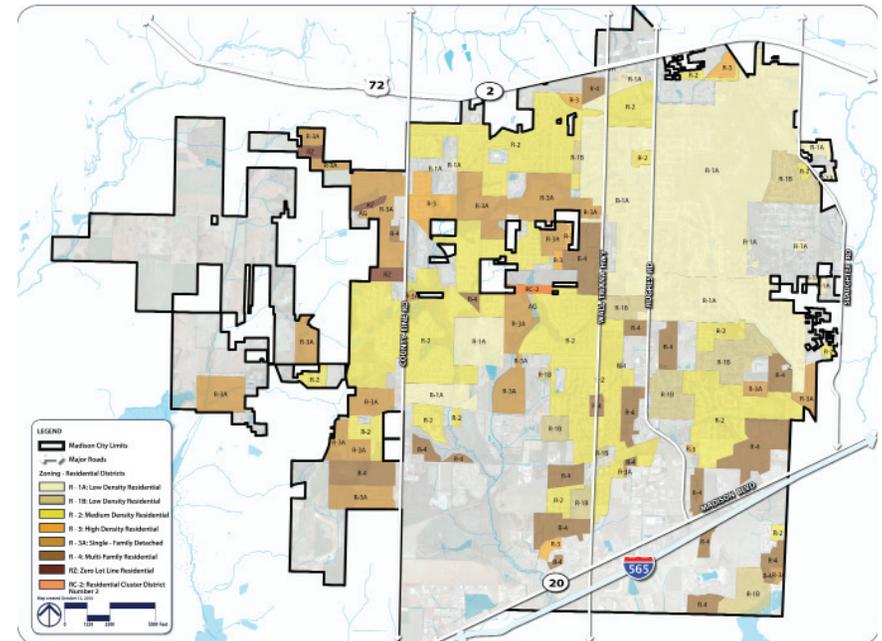


Figure 1.6 - Residential Zoning

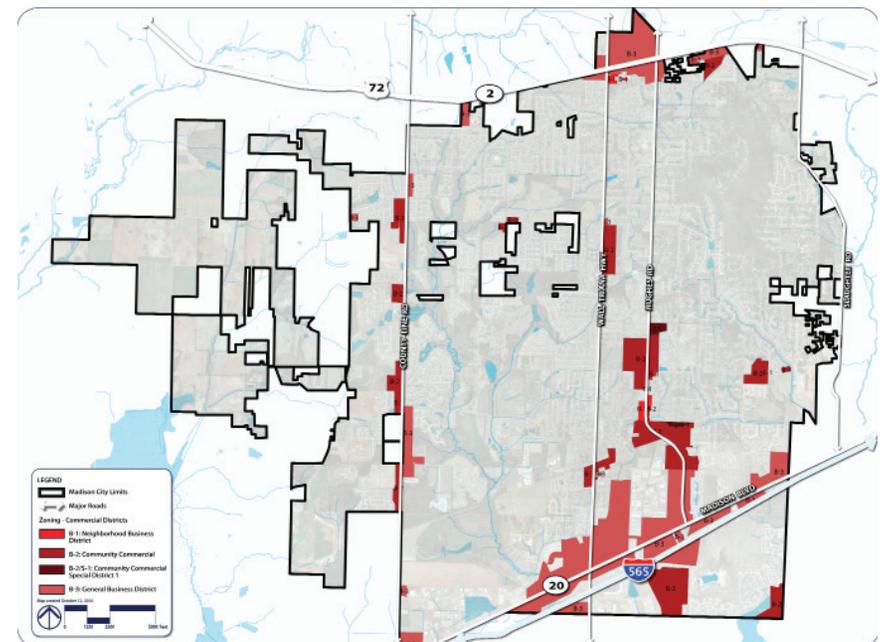


Figure 1.7 - Commercial Zoning

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Madison provides many services at a very high level. The City is well-respected for its school system and at the elementary school level in particular provides a wide net of excellent facilities. One item of note, however, is the relative lack of park space and green ways. This is less of an issue in the older, eastern portion of the City, but predictably becomes more evident as growth is tracked to the west. In many neighborhoods this is alleviated by private facilities like pools and parks, but those communities that don't have them internally have fewer options beyond their boundaries. The private facilities are also rarely sources for active recreation fields, a program element that is in particularly short supply in Madison (primarily due to the high level of demand). One opportunity to remedy the shortage is to improve access to existing facilities. The City is currently in the early phases of implementing a trails network, but based on the current inventory, the scope of the network plan should be coordinated with the development of additional public greenspace sites.

Some potential for greenspace can be found in charting the existing watersheds and preserves. As areas that are inherently not amenable to development, they can make logical targets for provision of parks and trails. In fact, the City has already located trails running along the watershed from Palmer Park. More opportunities are available, both in the eastern and western parts of the city.

A figure-ground analysis can be a good indicator of both development history and potential growth targets. Though Madison appears, when traveling its road corridors, to be thoroughly built-out, we can see that there are in fact numerous sections - even within the older parts of town - that are not densely developed. A great deal can be learned about Madison by looking, not just at where the buildings are as where the buildings aren't.

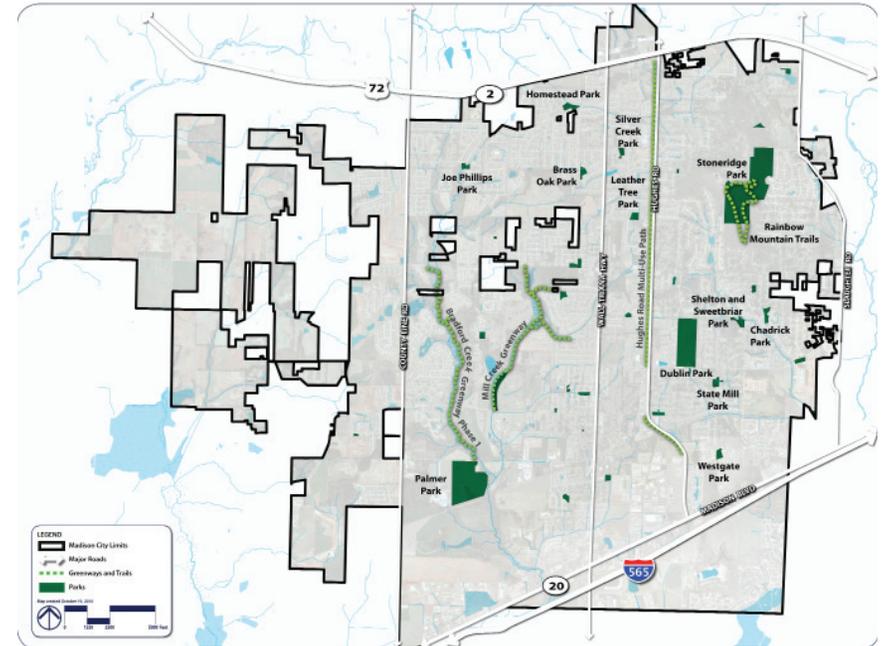


Figure 1.8 - Greenways and Parks

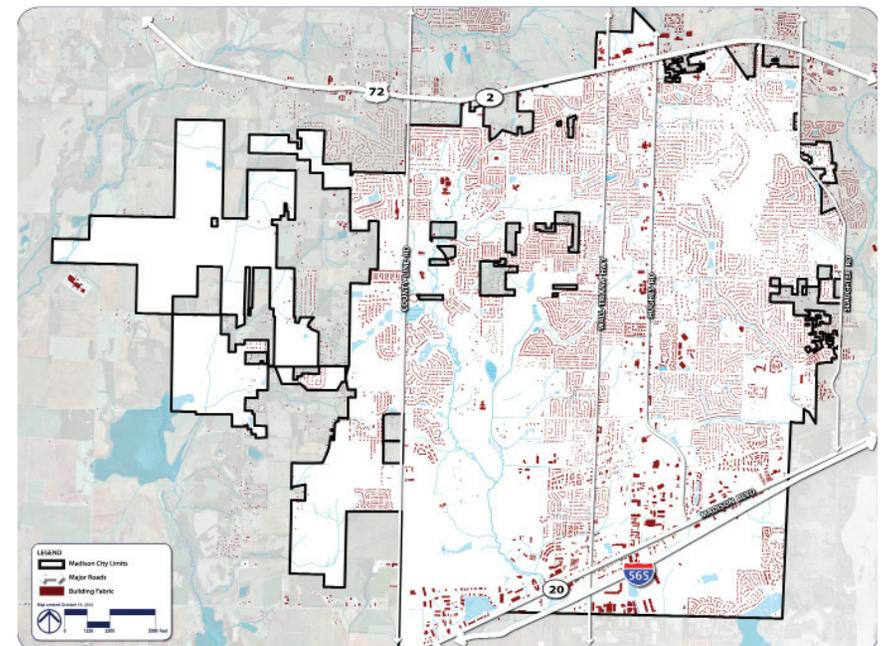


Figure 1.9 - Building Fabric

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Sustainability

Sustainability is gaining recognition as being a key to charting quality growth and identifying areas of need. In figure 1.10, the graphic locates desirable amenities (retail centers, schools and parks) and the plots all residential properties that are within walking distance (a quarter of a mile) of any given location. The map then “rates” the residential areas based on how many of these amenities are walkable to each parcel. Those areas in the dark brown are within walking distance to at least one school, one park and one retail center. In orange are the residential parcels that can walk to two of the three categories, and yellow represents walkability to one of the above. The pale tan represents residential sites that are not considered walkable to any amenity categories.

This analysis is useful not only in identifying gaps in service, but it can be illustrative of “lessons learned” - What areas are well-served, and why? What areas are lacking, and why? By looking at past patterns, future needs can be addressed before they even come to pass. Policy recommendations can be implemented as well, based on sustainability metrics - for instance, mandating better sidewalks or bike paths on certain types of streets, or a level of connectivity among neighborhoods that can improve overall walkability.

As the multiple layers of information are assembled, the planning effort begins to develop a picture of how and where potential change and growth might occur. Another analytical tool is the Growth Diagram (figure 1.11). In the growth potential map that identifies properties less likely to be developed or redeveloped, and highlights (or in this case, darkens) those that are vacant, open, undeveloped, non-wetland, etc., potential directions for growth (in black) are highlighted. By then layering on related considerations, like transportation and market (following pages), key areas of study in planning for future growth are identified.

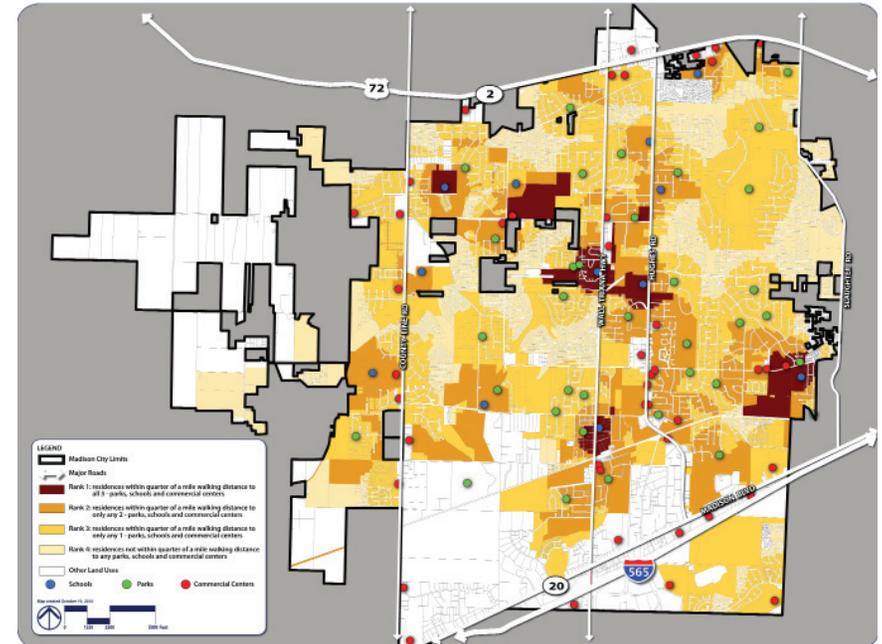


Figure 1.10 - Walkability

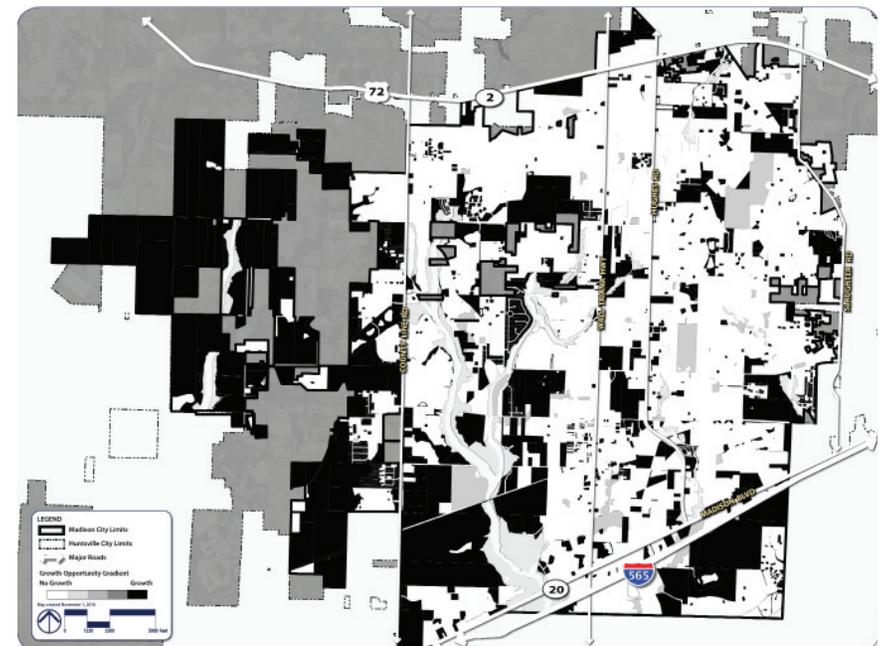


Figure 1.11 - Growth Potential

Transportation

In terms of traffic, Madison has a variety of conditions. When moving north/south, travelers have a number of options, most of which have adequate capacity. The story is very different when moving east/west. The principal arterials (shown as dark blue in Figure 1.12) of Highway 72 and I-565 have capacity, but there are few routes of east/west connectivity or capacity between them. No other east/west road runs the breadth of the City, and those that run at least half way do not have capacity to serve current loads, relative to their north/south counterparts. In short, it is much more difficult to travel east/west than north/south.

The Limestone County portion of the city is quite lacking in connectivity but given the current density, that is not yet as much of a concern as the Levels of Service (LOS) in the eastern half of the City, where the capacity-deficient roads are concentrated. Figure 1.13 shows the roads that move the best (in green) and the worst (in red), and the congestion - even on the high-capacity arterials gets noticeably worse as the study moves east.

In an attempt to address the LOS issues, the City has already initiated capital improvement projects (see Figure 1.14, next page) on Hughes Road, Wall-Triana Highway, along US 72, and Zierdt Road. A preliminary examination, however, anticipates that additional improvements will be needed in the near future, at least along I-565, Madison Boulevard, and Old Madison Pike.

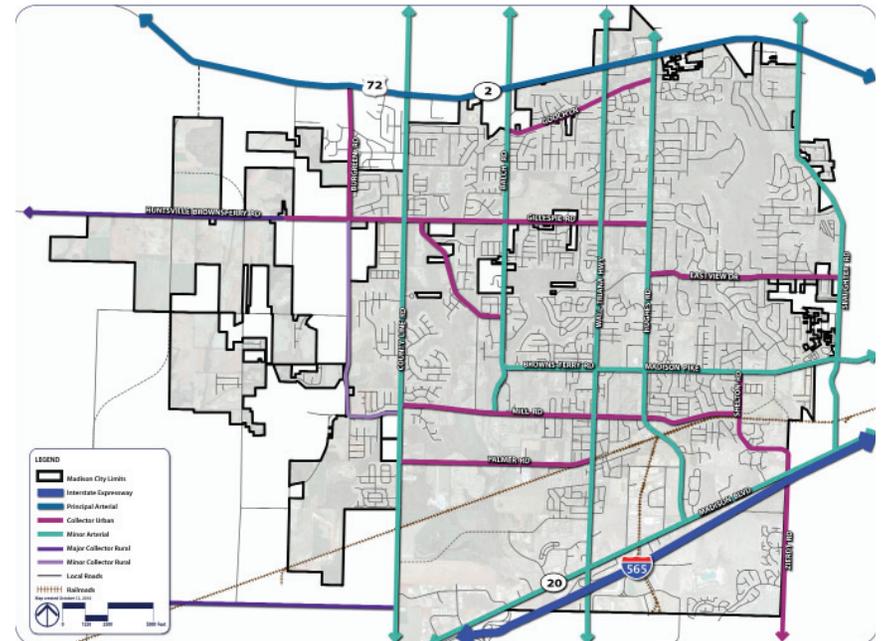


Figure 1.12 - Street Network

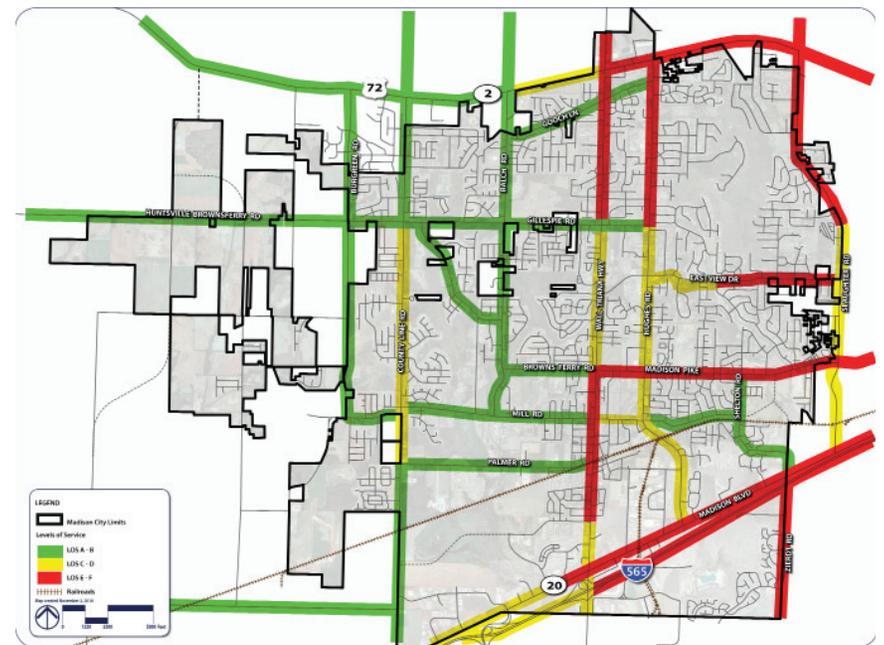


Figure 1.13 - Levels of Service

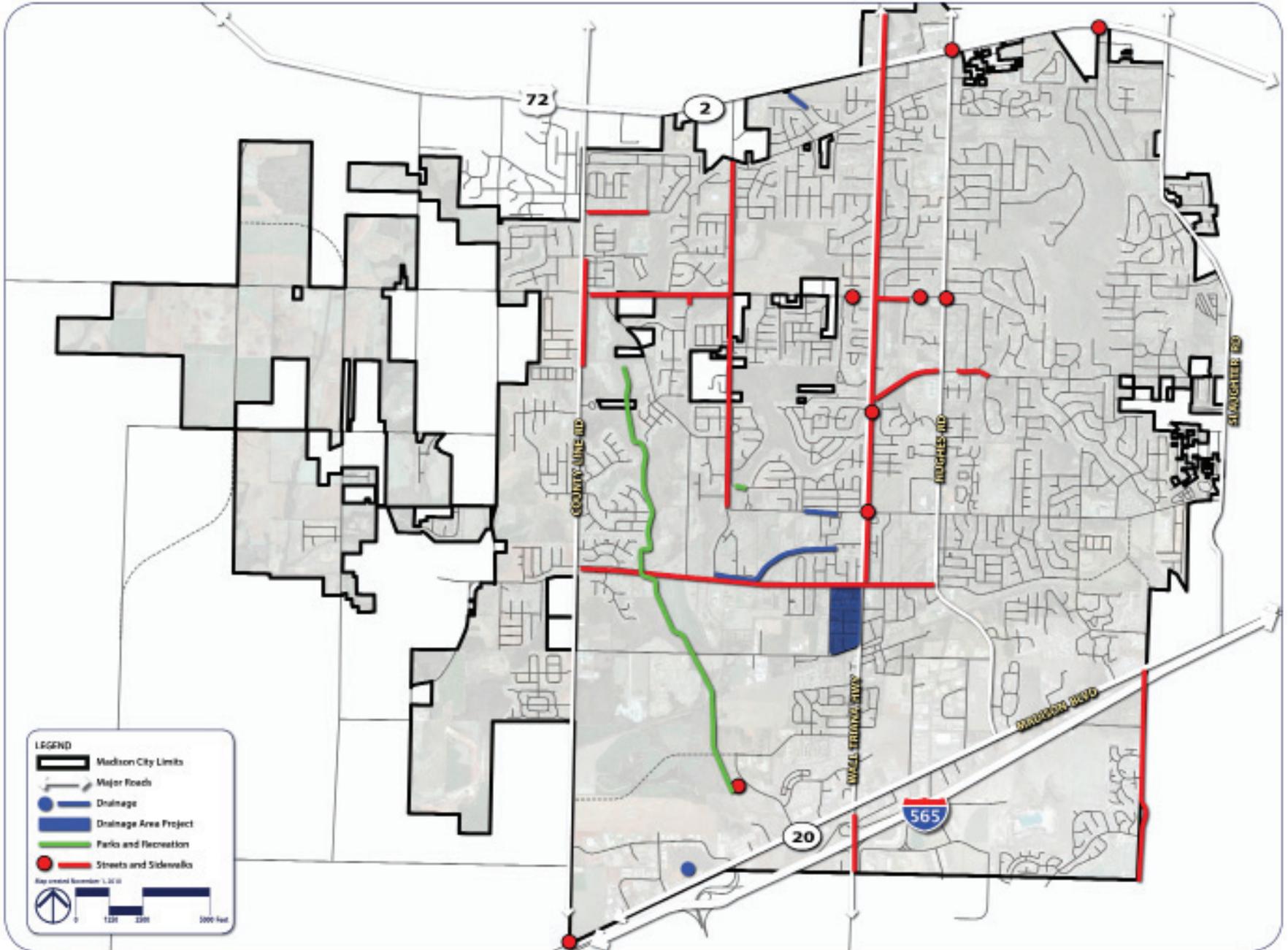


Figure 1.14 - Current Capital Improvement Projects (May 2011)



Socioeconomics

Rapid Growth

As almost anyone in Madison can tell, the City has over the past two decades experienced almost unprecedented growth. Population has expanded 41% since 2000, and is projected to continue to expand by 12% over the next five years. This growth exceeds the averages for both Madison and Limestone Counties, is twice the rate of metro Huntsville and four times the national average. In figure 1.15, it is important to note that while the percentage growth is in decline, net numbers have remained high and are predicted to continue. When a city adds that many people, obviously the built environment must follow. Almost 65% of all Madison housing stock was built in the last 20 years, an incredible boom for construction.

Age Distribution

When planning for growth, it is important to understand not only the basic population numbers, but also certain sub-categories as well. Age distribution in particular can have implications as it is projected over a decade or more. Growth in the “prime earning” age groups is much slower than that of the over-65 groups, signaling an overall trend to an older populace. This gradual aging of Madison’s population and loss of ‘mid-career professionals’ age groups could lead to a smaller employment base and lower wealth levels over time. One positive counterbalance is the relatively strong growth in the 18-to-34 age categories, representing a potential reinvigoration of the professional workforce.

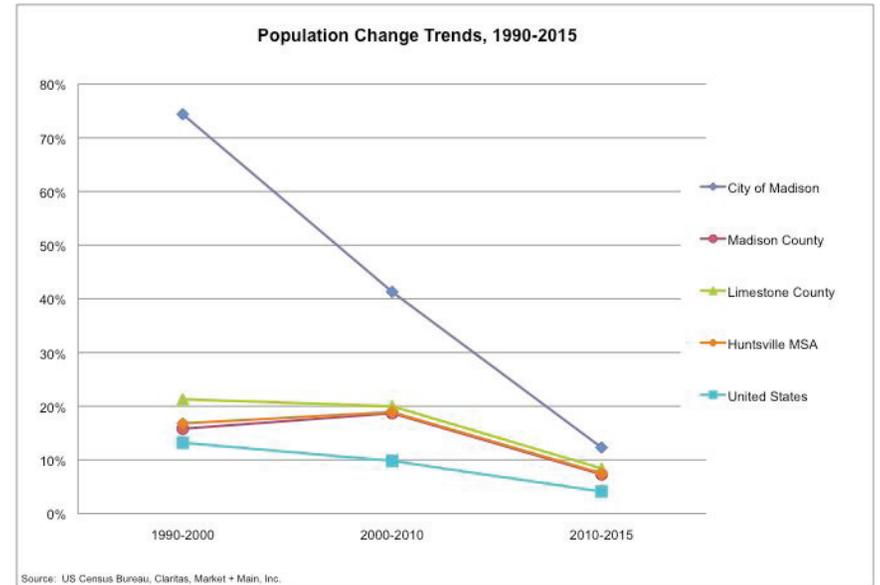


Figure 1.15 - Population Change

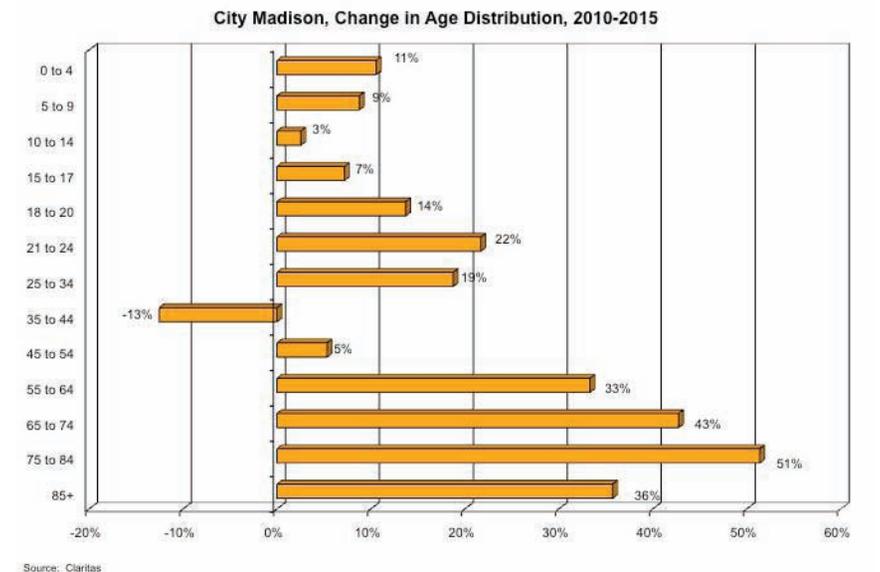


Figure 1.16 - Age Distribution

INVENTORY & ASSESSMENT

High Wealth & Education Levels

Most of the growth has been driven by the technology-based job sector, and this has had a profound effect on the types of households that are coming to Madison. The per capita income & average household incomes in the City of Madison are higher than that of either county, the metro Huntsville area, and the United States as a whole. More than one-third of Madison households earn above \$100,000, while only 12% earn less than \$25,000. Educational attainment parallels these trends. Madison has a smaller percentage (5%) with less than high school education, and more population with college degrees (55%) than any of the statistical counterparts mentioned above.

Function in the Metro Area

Not surprisingly, population growth was catalyzed by job growth (and to some extent vice versa). The number of jobs in the City of Madison grew by almost 50% in the past decade. Share of metro employment (12%) is slightly higher than share of population (10%), which to some extent belies the notion of Madison as a pure bedroom community. However, when looking at the two largest employment sectors - accounting for 73% of total - findings suggest that these are not in areas that offer the highest-paying jobs. From this it can be inferred that while the residents themselves have a high level of educational attainment, the jobs to which they commute are more likely outside of the City of Madison.

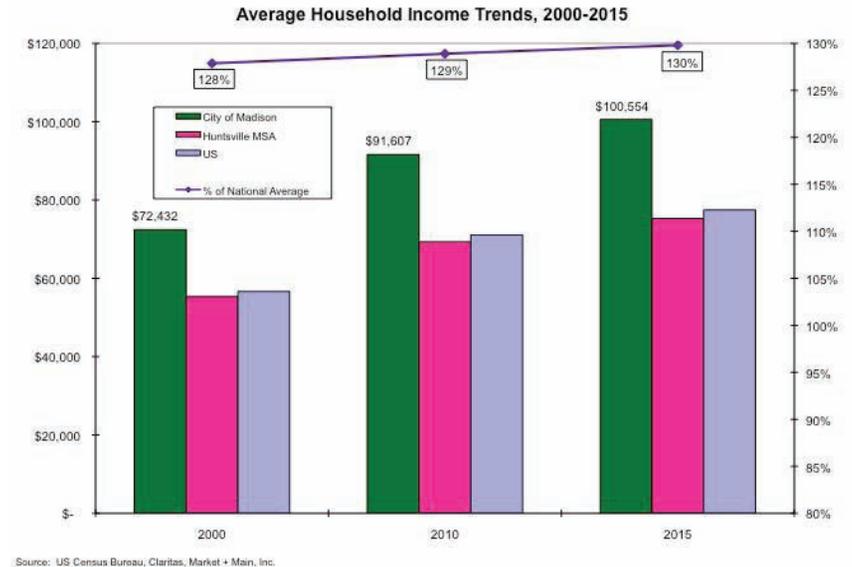


Figure 1.17 - Household Income Comparison

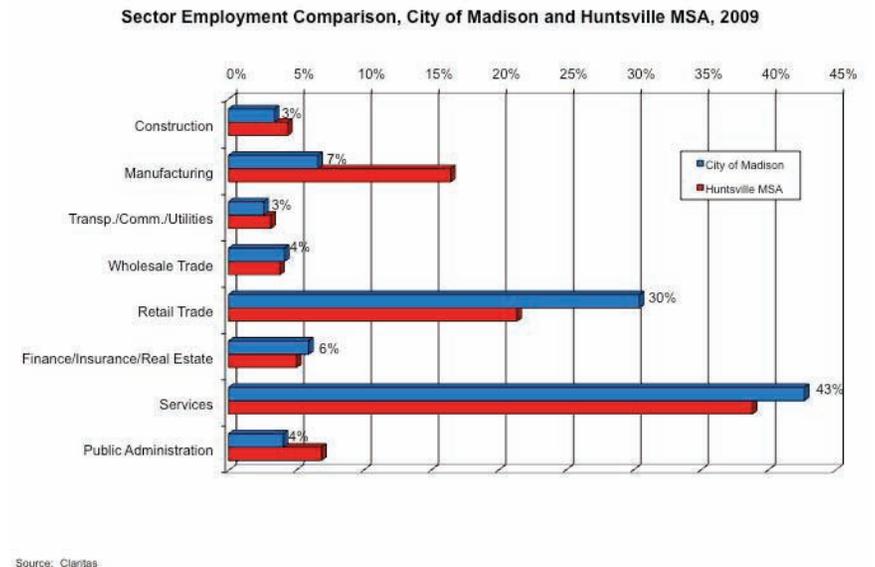


Figure 1.18 - Job Sector Comparison

INVENTORY & ASSESSMENT

Next Steps

There is no doubt that Madison has been growing rapidly over the last two decades, and this growth will most likely continue for the foreseeable future. The key to this growth is attempting to strategically guide and structure it. Concentrating on embracing the increased diversity is a must for long-term sustainability. In addition, ensuring that rapid growth does not erode quality-of-life and attractiveness to families will be an important component for effectively competing in today's fast-changing economy.

Currently, Madison compares very favorably to the surrounding area and nation in regards to wealth creation, income, and educational attainment. Education and wealth are strongly linked, and will become even more so in the future because of the globalization of the economy. Because the majority of Madison residents are relatively wealthy, they have many options when choosing where to live now and in the future. As consumer preferences and lifestyle choices evolve, the City must make sure that it continues to be a desirable place to live.

Historically, Madison's role in the larger Huntsville MSA has been that of a family-oriented bedroom community. However, over the past decade the City's job base has increased as commercial businesses have begun to follow the population. Much of this growth has been through retail and services development to serve local residents. As Madison embraces additional commercial development, it is important for the City to encourage a balanced development pattern where quality commercial growth complements and helps to sustain the residential development. Transforming Madison into a more balanced community is not likely to occur without continued strategic business recruitment and expansion efforts by the City.

- *Continue to make education a priority*
- *Maintain and improve amenities that sustain a high quality-of-life*
- *Continue to actively recruit high quality development*
- *Embrace diversity in population and employment*
- *Develop a balanced approach to commercial growth*

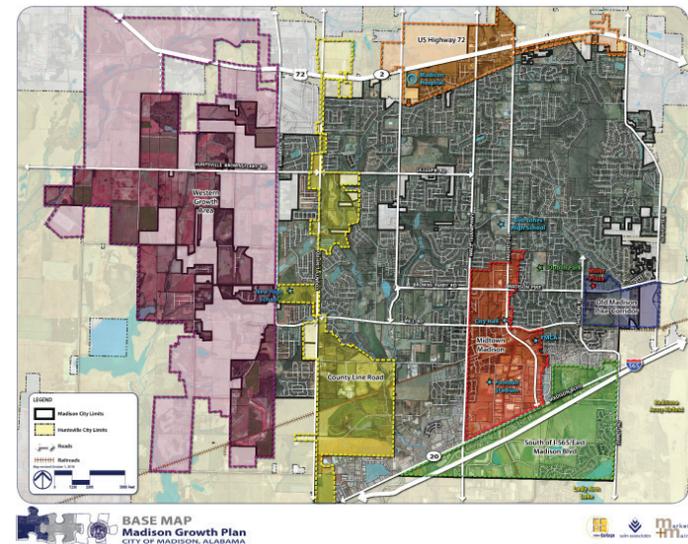
Key Development Areas (KDAs)

By filtering through existing physical and regulatory conditions, current transportation infrastructure and preliminary socioeconomic data, several targets are identified for more detailed study. In this instance, the exercise serves to both validate the predefined KDAs and provide a clearer framework for developing their respective visions.

In figure 1.15 (following page), the six Key Development Areas are illustrated within the city-wide context. The six areas are as follows:

- “Midtown” Madison (including the Historic Downtown core)
- Highway 72 (the corridor from Slaughter Rd. to County Line Rd.)
- Old Madison Pike (focused on the stretch from Miller Plaza to the City line)
- South of I-565 (including portions of Madison Boulevard)
- County Line Road (from Highway 72 to I-565)
- Western Growth Area (most of Madison within Limestone County)

These KDAs are the subject of detailed study by the planning effort, as they are the areas most likely, and most amenable, to change. By catalyzing quality development (or redevelopment) in these key areas, all of Madison will benefit from the sustainable growth.



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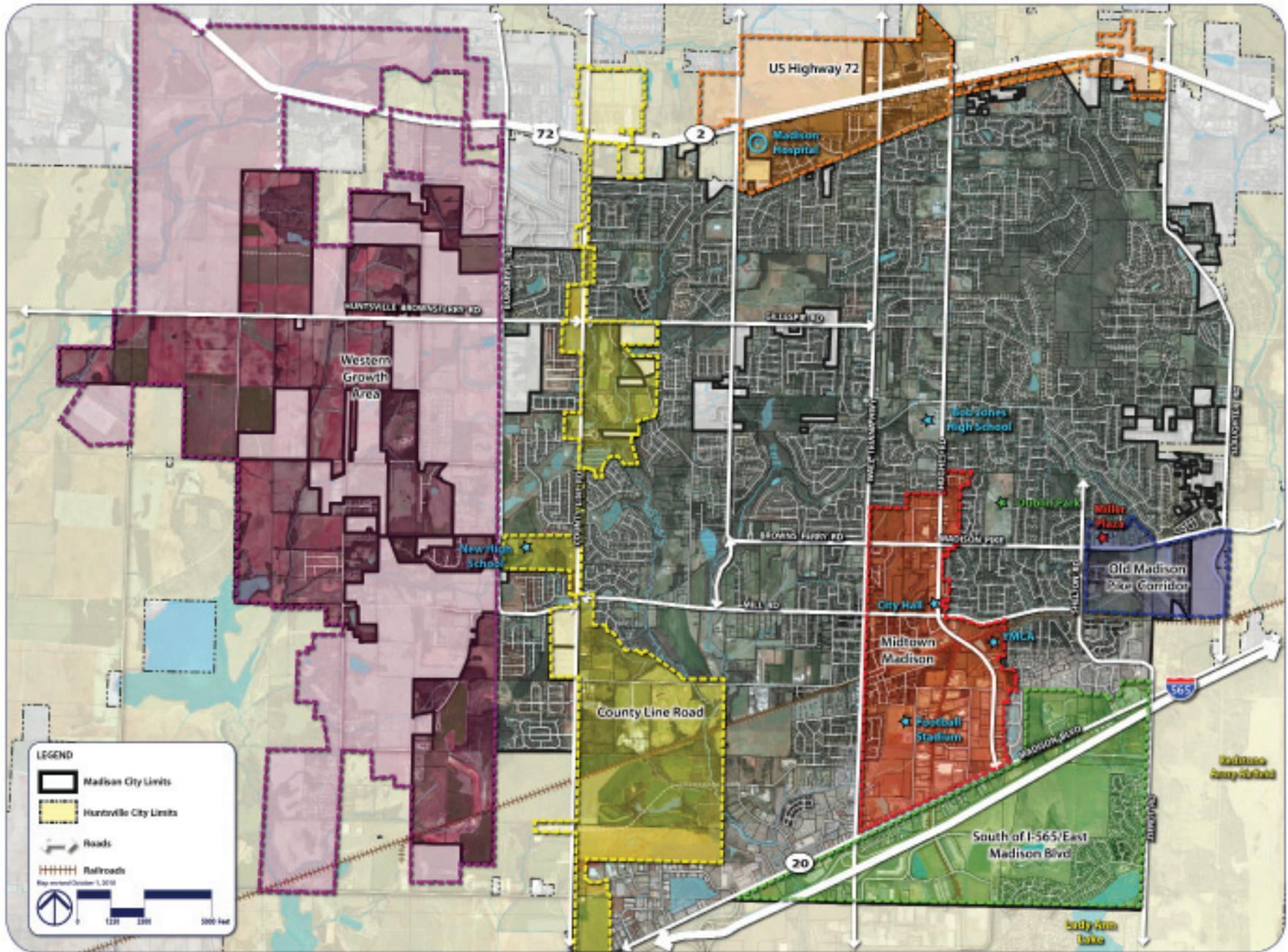


Figure 1.19 - Key Development Areas



INVENTORY & ASSESSMENT

Change in “Midtown” Madison over recent decades has embodied a range of development trends. The Madison Boulevard and Sullivan Road sections has seen commercial growth flourish and then struggle, while the area that includes the Historic Downtown has managed to maintain its distinct architectural character, scale and charm. Unfortunately, as the City has grown, it has out-grown its core, leaving the historic center hidden and the surrounding corridors under-utilized. Recognizing that a vital core is crucial to the social and practical “heartbeat” of a community, a particular focus of the Madison Growth Plan is revitalizing Madison’s hidden gem and the developing areas around it.

Strengths

- The existing style and character of the historic downtown area are apparent and alive
- Downtown storefronts and the Roundhouse provide architectural imagery that can be built upon to expand and revitalize the downtown area
- Park space along the tracks provides a green space that can accommodate social gatherings and serve as a focal point
- Adjacent undeveloped parcels present an opportunity to expand the physical reach of the Downtown
- The stadium, though somewhat distant, can be a potential draw for the district, if properly linked

Challenges

- Its location off a main thoroughfare makes the historic downtown difficult to find; there is little in terms of wayfinding directing people to the core
- The district lacks enough traffic (both car and ped/bike) to sustain downtown businesses and focal points
- The downtown lacks a civic facility and similar day-to-day functions that could generate traffic and draw patrons to the area
- The age of some structures and sites in the area present localized infrastructure and drainage challenges
- There is a need to catalyze reinvestment in both the historic downtown and the surrounding commercial areas



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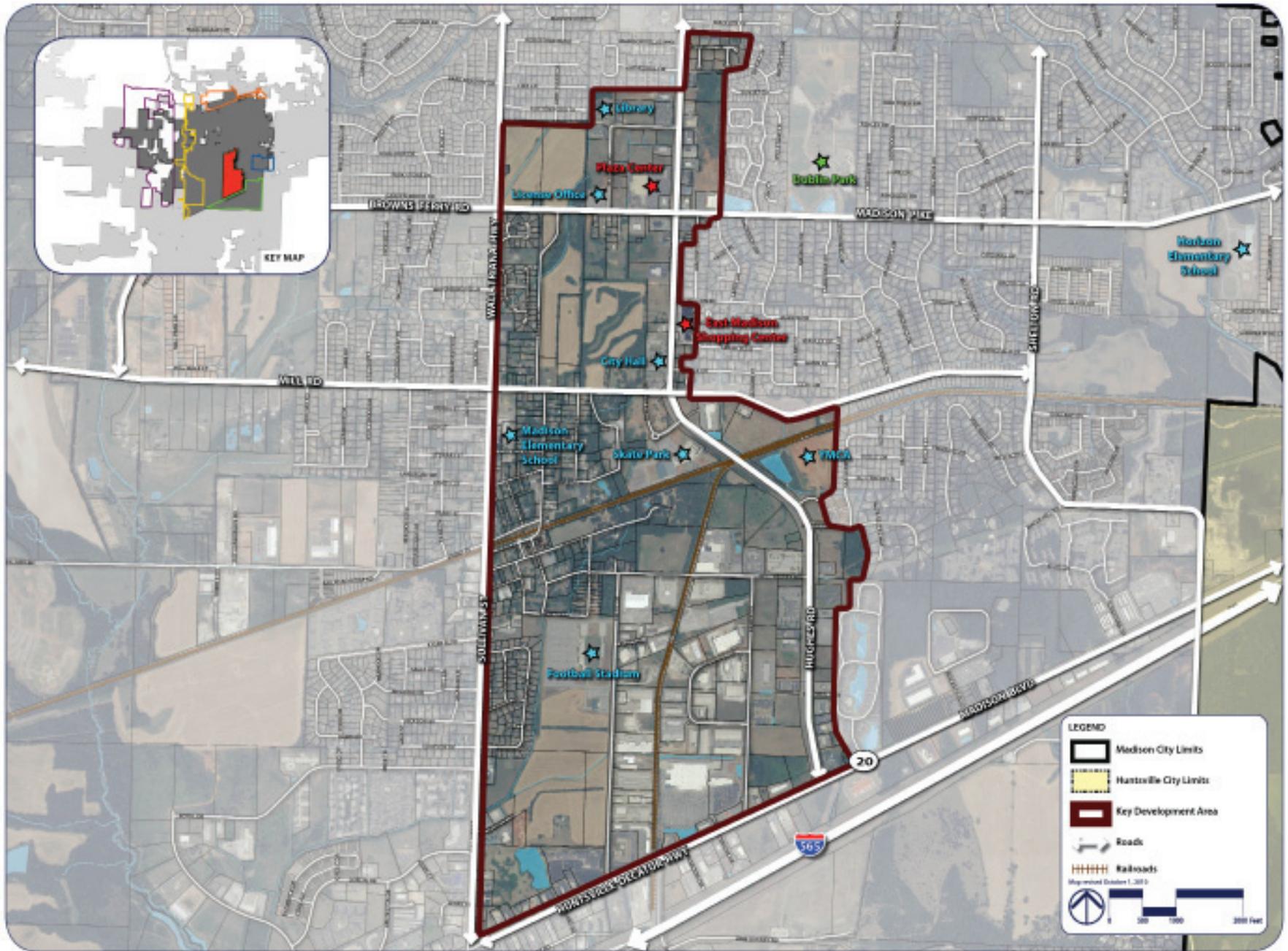


Figure 1.20 - Midtown Madison KDA

INVENTORY & ASSESSMENT

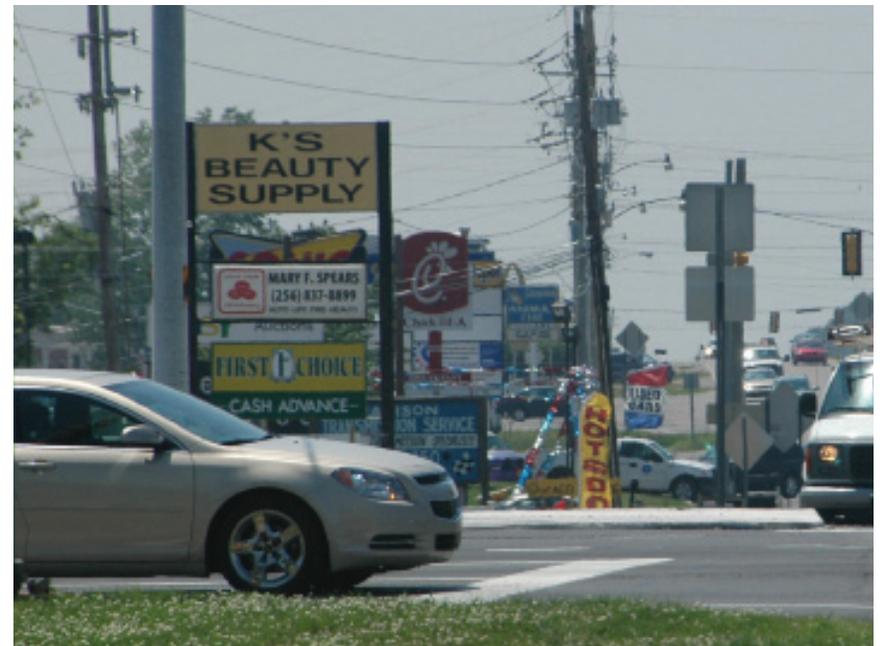
The **Highway 72** corridor forms the northern boundary of the City of Madison, and is an important retail spine. While the area has both community and commercial value, the corridor is in need of some improvement. The potential for reinvestment and growth in the corridor and its function as a “gateway” into Madison guide recommendations for the Highway 72 corridor.

Strengths

- The hospital is a huge catalyst for economic development and growth in and around the corridor
- Large, undeveloped areas could take on a special character (potentially similar to Jones Farm in Huntsville): Greenspace surrounded by quality development
- The location of the corridor within the MSA allows commercial uses to draw spending power from areas outside the City of Madison
- Large commercial developments have established a retail “center of gravity”
- The relatively undeveloped nature of portions of the corridor provides an opportunity for the City of Madison to “get in front of” future development, and have greater influence in shaping it
- The corridor’s wide medians provide opportunity to establish landscaping features that could improve and help “define” the northern edge of Madison

Challenges

- The Highway 72 corridor does not visually define the entryway into the City of Madison; It is often unclear where Madison stops and another municipality begins - the irregular boundary of the City limits exacerbates this issue
- The “edge” nature of Highway 72 means that some development pulls shoppers (and spending power) out of Madison
- The south side of the corridor is a “hodge-podge” of development types and does not present a desirable aesthetic for the area or the City
- Planning for the area must balance the desire for new development with the need to reinvest in existing properties and businesses
- Can Madison become a City in which residents can get everything they need within the City limits?
- Traffic congestion!



INVENTORY & ASSESSMENT

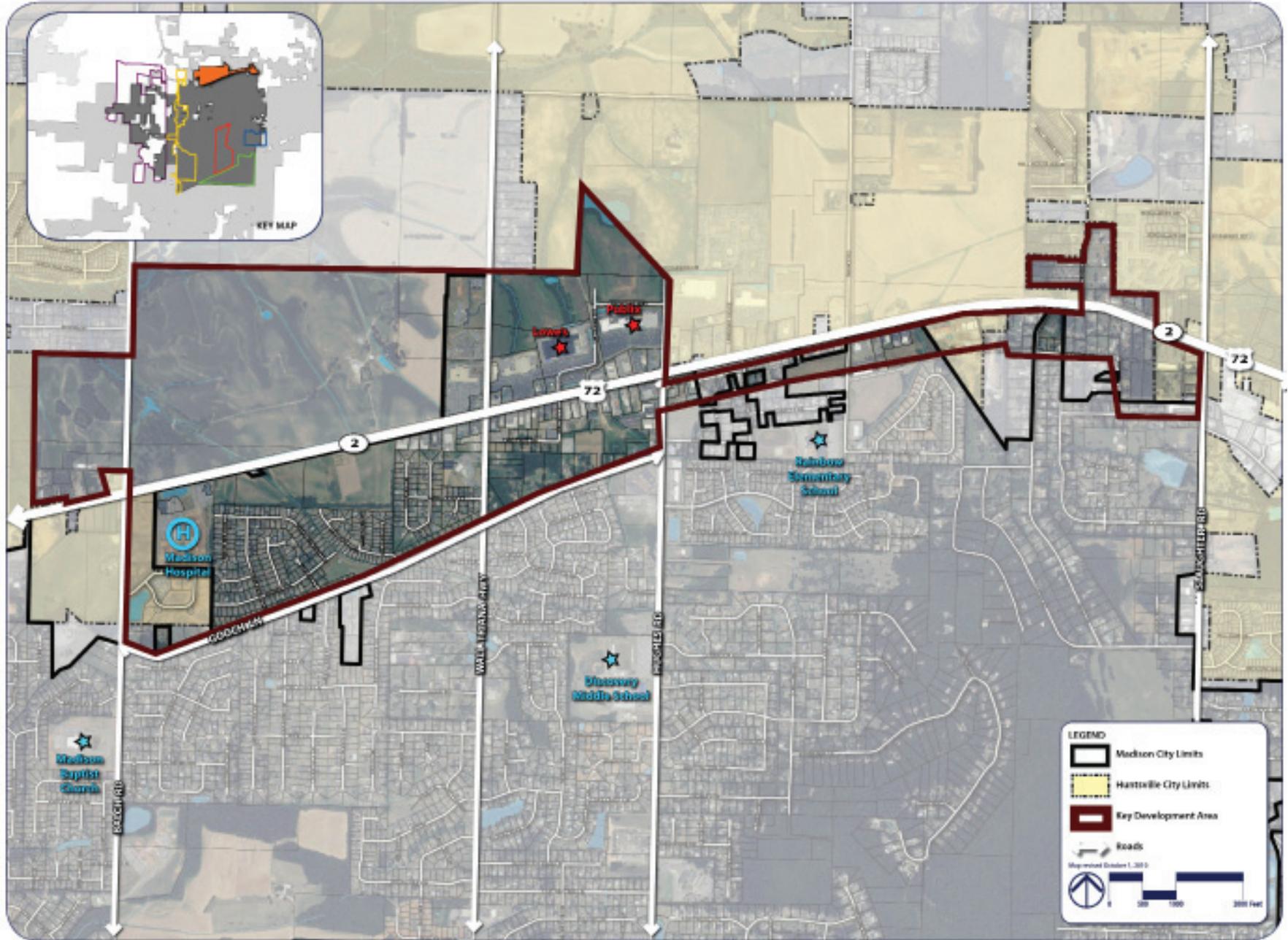


Figure 1.21 - Highway 72 KDA

INVENTORY & ASSESSMENT

The **Old Madison Pike** Key Development Area is a section from Shelton Road on the west to Slaughter Road on the east. Though not the scale of major corridors in Madison (compared to Highway 72 and Madison Boulevard), this segment occupies a key location between residential neighborhoods in Madison and the employment center at Research Park in Huntsville. As such, it sees a significant amount of traffic; in this case, traffic equals potential for redevelopment. A combination of contiguous undeveloped parcels and an aging Miller Plaza provides opportunities for investment and improvement, and more so than larger highway corridors, this KDA has the potential to be more “neighborhood-serving”.

Strengths

- The number of people who pass through this section of the Pike on a daily basis translates into a significant number of potential shoppers (potential that is currently untapped)
- Adjacency to schools, residential neighborhoods and an employment center represents “round the clock” demand, offering greater stability to smaller, neighborhood-focused tenants who might be attracted here
- The street network in this area is well-connected, making it easy to access future “centers” that could be created here

Challenges

- In general, and especially as a gateway to/from Research Park, the aesthetics of the area need significant improvement
- How can Madison create a “neighborhood center” to serve this area of town’s needs and ensure that it is vibrant?
- Smaller parcels may need to be assembled to better support the desired vision (whatever that might turn out to be)
- Before development is courted, the City needs to insure that current zoning and regulation is consistent with and supportive of the desired vision



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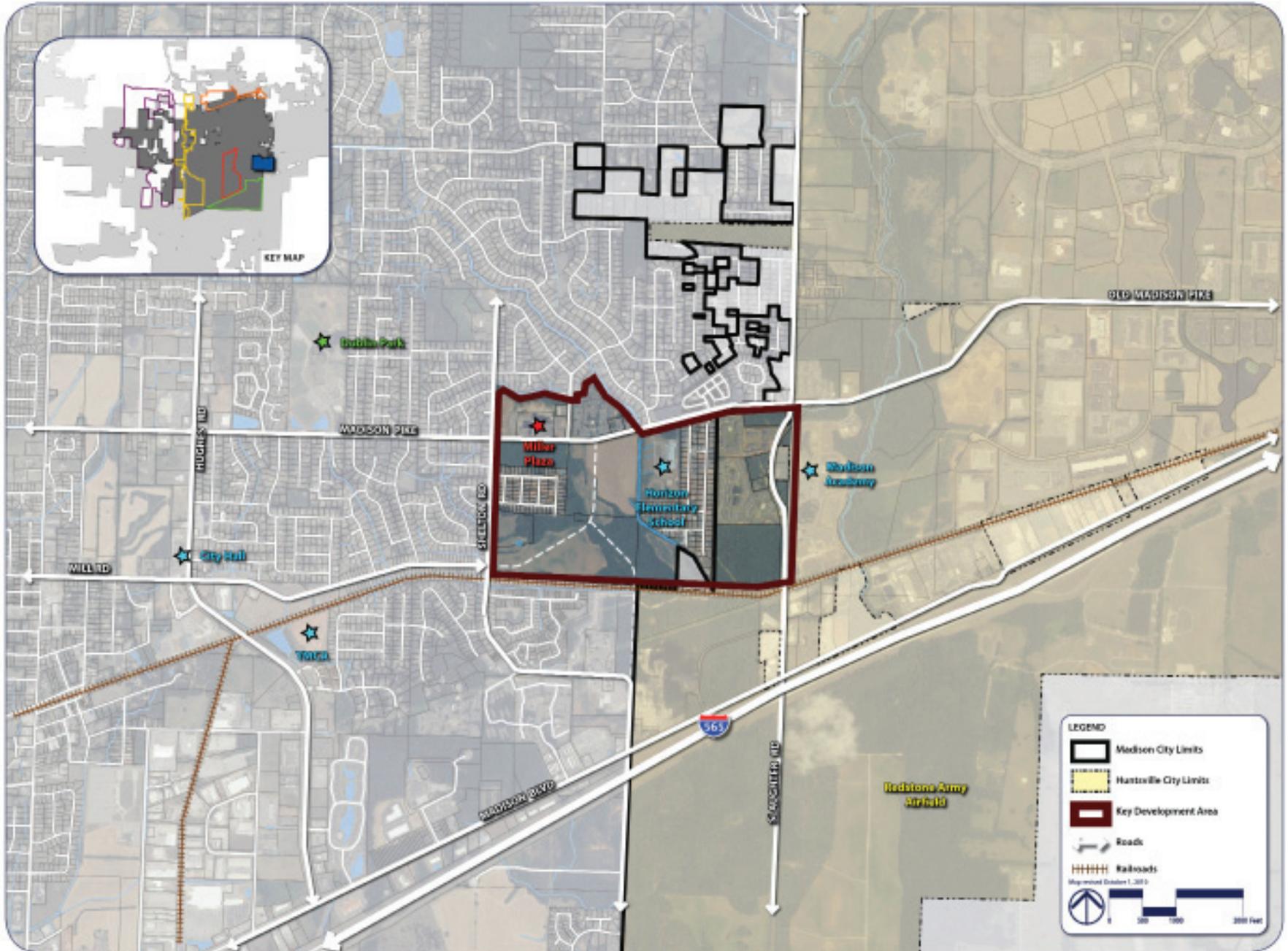


Figure 1.22 - Old Madison Pike KDA

INVENTORY & ASSESSMENT

The area known as **South Madison** brackets I-565 and includes a significant triangle of land south of the highway. Though separated from the rest of the City by a major thoroughfare, it is no less important to the future of Madison's stability and growth. The combination of highway adjacency, proximity to the airport and the Arsenal, and a growing commercial presence mean that there is more potential for large-scale development within this Key Development Area than almost any other area currently within the City limits.

Strengths

- Large, relatively flat, undeveloped tracts are extremely attractive for development; they are easier, more flexible and less expensive to build upon
- Proximity to, and variety of, transportation options means that more people and material can easily get in and out of the district
- The location of this KDA relative to the rest of Madison and the MSA as a whole means that it can draw shoppers/workers/diners from within and from outside Madison

Challenges

- The City will need to make sure that all plans and regulations are in place so that the area is primed for redevelopment as the economy rebounds
- The City will need to overcome the perception that Madison is "a difficult place to do business" from a commercial/developer perspective
- Despite the relative proximity to I-565, new development of any significant scale would likely require improvements to the existing interchange and possibly an additional interchange
- There is a notable lack of greenspace in the southern area of the City; how can new amenities be included in growth plans for the area?



INVENTORY & ASSESSMENT

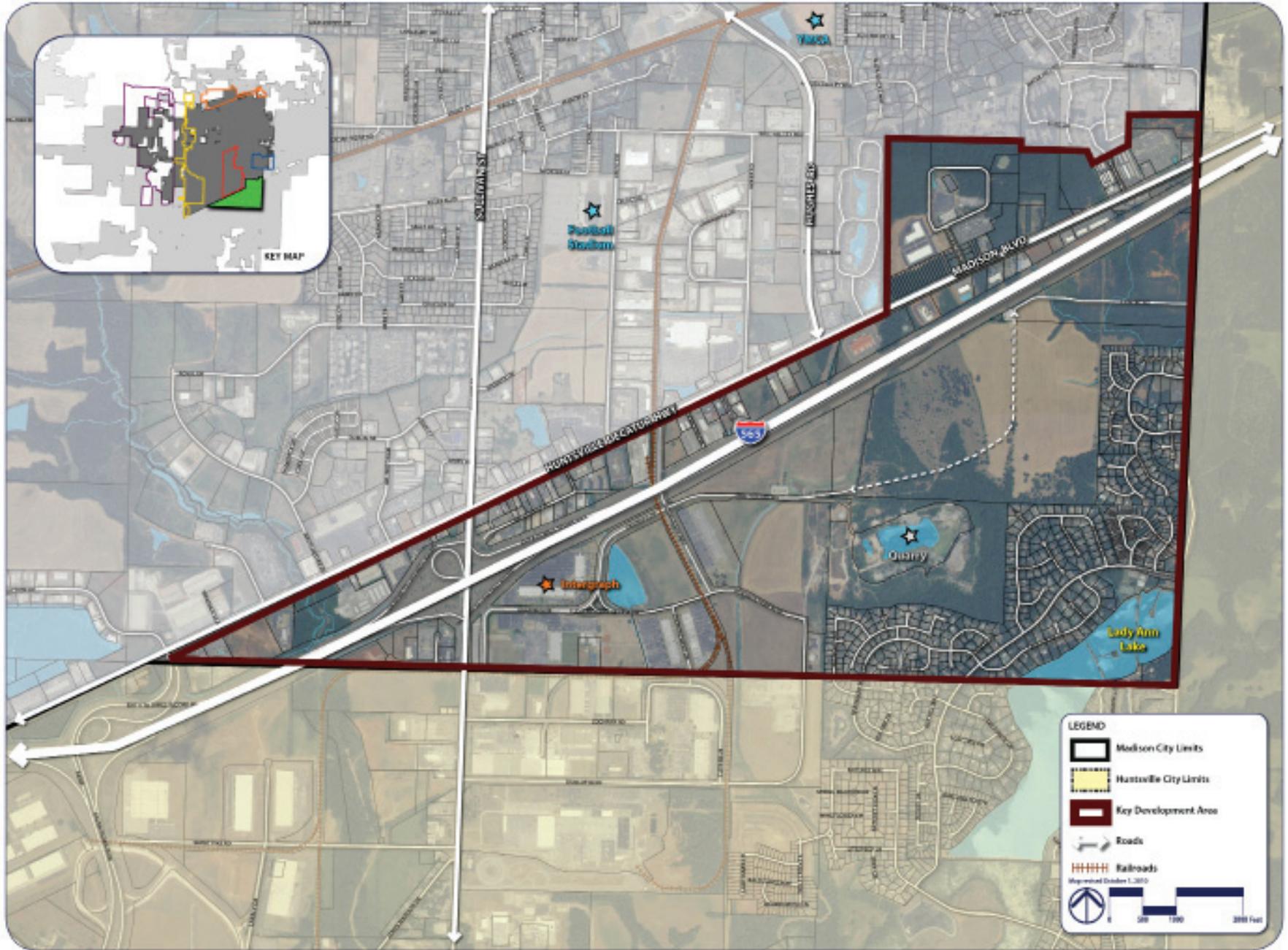


Figure 1.23 - South of I-565 KDA

INVENTORY & ASSESSMENT

The **County Line Road corridor** is not the “official” western edge of the City, but it does represent a perceptual and social boundary. The road itself is wide and moves people quickly north to south, and the parcels that front it are filled with some of the newest development in the City. While much of the interior of Madison is looking at redevelopment, this area is much more of a tabula rasa - a “blank slate” for growth.

Strengths

- Large, flat parcels make the area relatively “development-ready”
- County Line Road has excess traffic capacity; as development continues, the primary transportation infrastructure is already in place to support it
- The Publix-anchored shopping center has formed a commercial - and to some extent, neighborhood - core supported by residential development
- Development in this area has been high-quality thus far, and has created a “visually appealing” aesthetic for the corridor, especially on the north end (around the Publix shopping center)
- The I-565 interchange only increases the importance and viability of this area, improving access for residents and potential commercial/retail customers

Challenges

- While the character and appeal of development along the corridor is generally positive, the area faces the task of creating an identity - one that reinforces, and is consistent with, Madison overall, and one which creates a more localized sense of community along County Line Road
- When the economy rebounds, it will be important to prevent “hodge-podge” development along the corridor; having a clear, consensus-based plan will be important in defining a community plan for the area
- As a newly-developing area, the western part of town is somewhat underserved by community amenities, especially parks and trails. Projects should seek to enhance the number of and proximity to green spaces, whether they are City-driven or in partnership with private development. The need will only be exacerbated once the new high school opens in 2012



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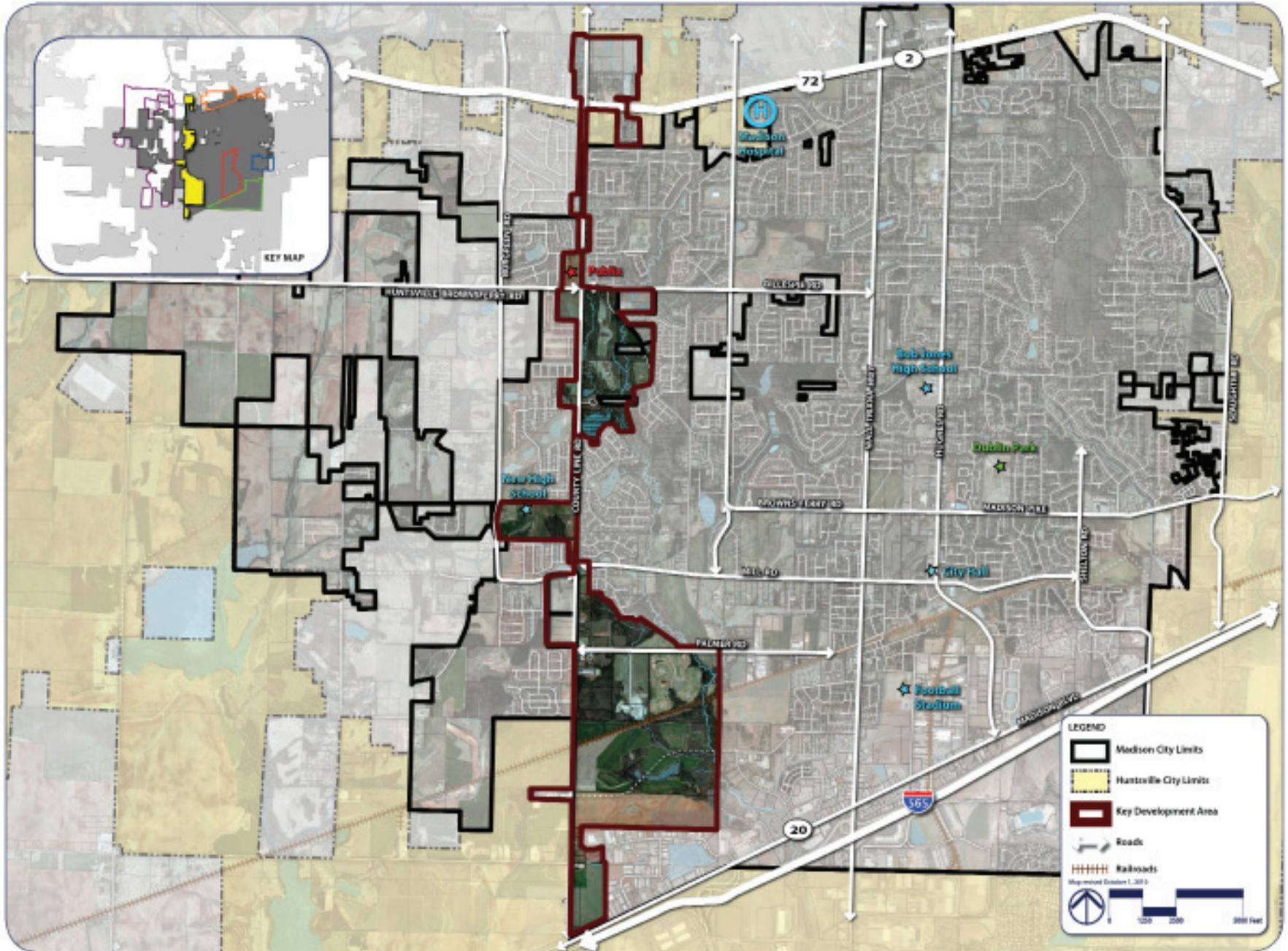


Figure 1.24 - County Line Road KDA

INVENTORY & ASSESSMENT

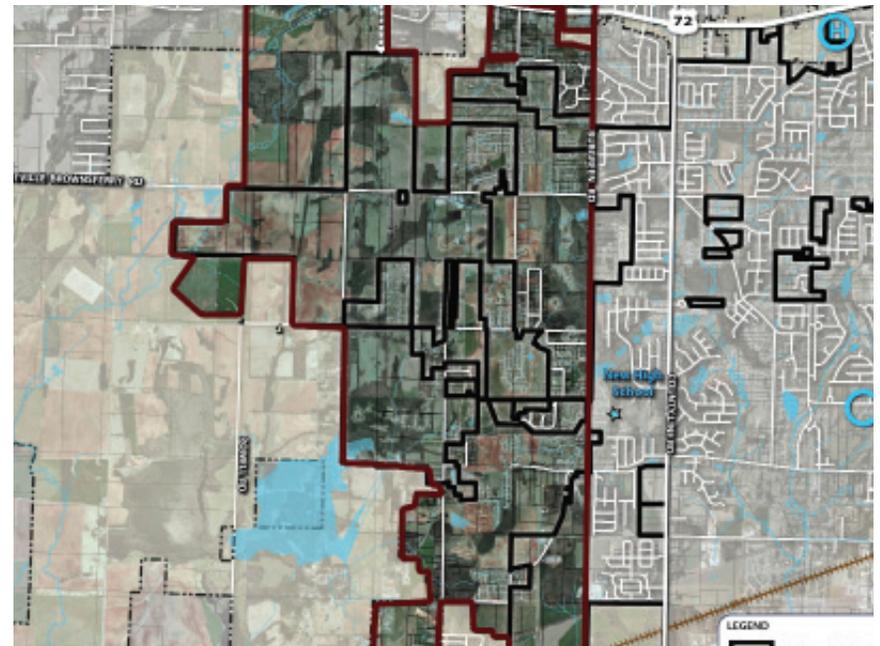
The **Western Growth Area** provides a unique opportunity for the City of Madison. In Limestone County, city boundaries are less well-defined, and the conditions are favorable for future growth and development. Indeed, the plan for this area is likely to be the most speculative, but also potentially the most pressing. The City of Huntsville has been annexing property to the west, limiting the City of Madison's potential future growth. Infrastructure networks are limited in Limestone County, and fostering or directing smart growth in this KDA is likely to present both political and logistical challenges.

Strengths

- The Western Growth Area has vast opportunities for future development. Large, flat, single-owner parcels with few encroaching roads mean that potential plans have a great deal of flexibility
- Due to Huntsville's reach, the only remaining major gap for greenfield growth is to the northwest
- Parts of this area are as near to I-65 as they are to I-565. Though no interchange is immediately associated with the KDA, the proximity to these major roadways holds potential for the future

Challenges

- Providing infrastructure and services to this area will require planning and municipal investment, particularly if the City wishes to incent and control specific types of development that could occur in this KDA
- The overlapping and immediately adjacent jurisdictions (Limestone County and Madison County; City of Huntsville and City of Madison) will demand coordination (especially with regard to laying out and constructing infrastructure and road networks), and likely some level of mediation in order to ensure consistent, well-planned, and high-quality growth
- How can new growth occur here without overrunning the existing character of this still-rural KDA?



INVENTORY & ASSESSMENT

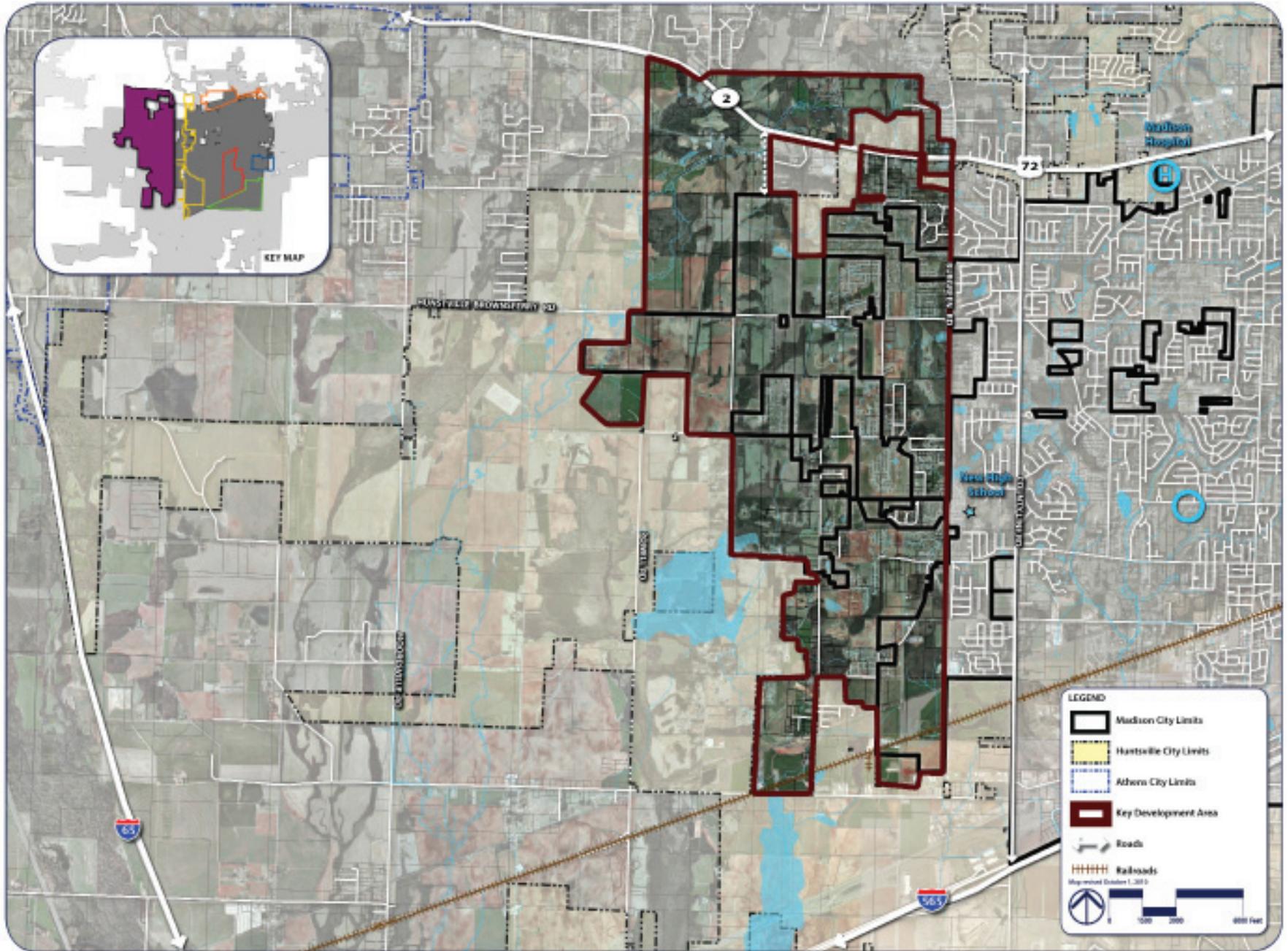


Figure 1.25 - Western Growth Area KDA

PART II: **FRAMEWORK & GROWTH PLANS**



FRAMEWORK & GROWTH PLANS

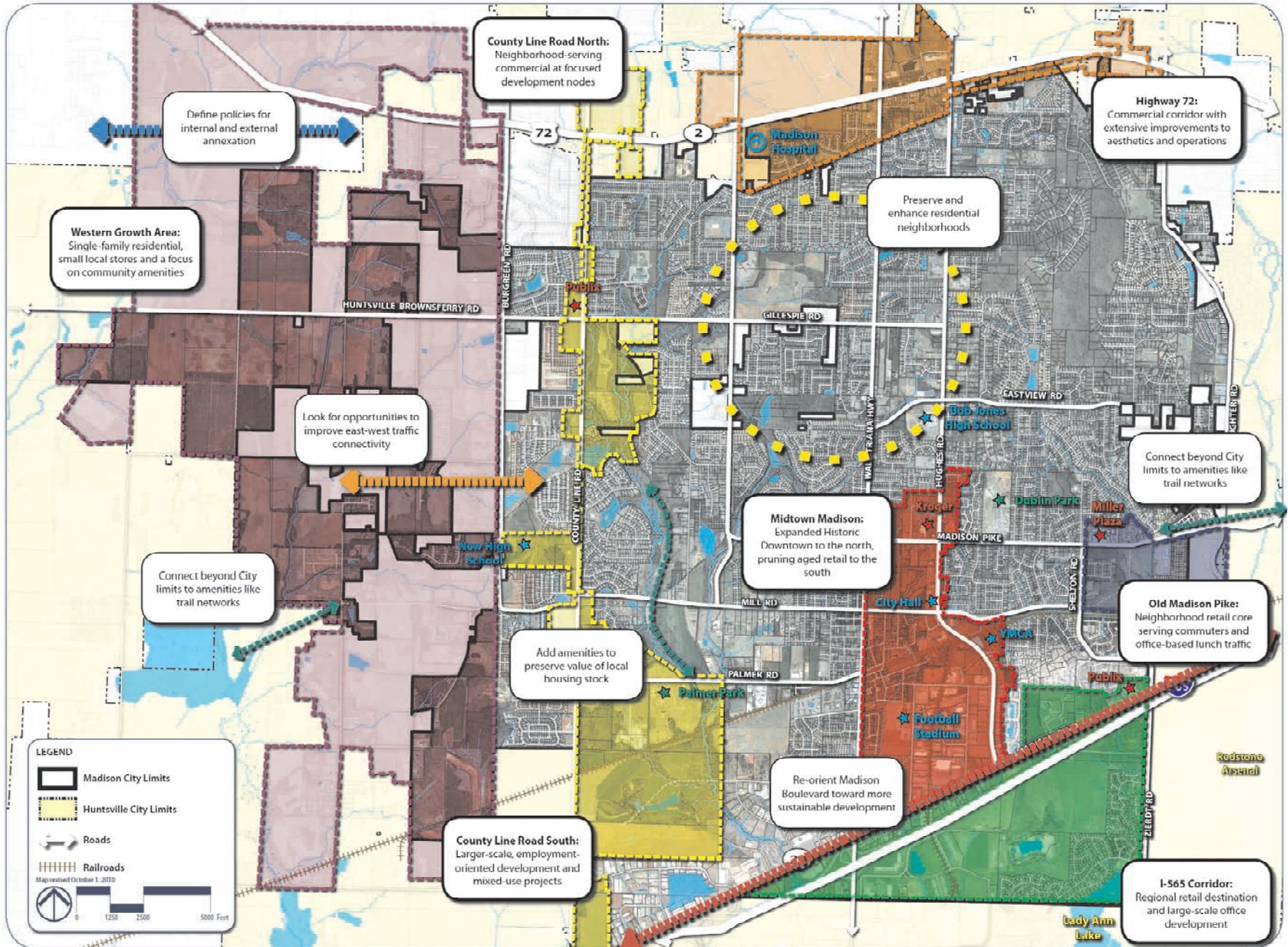


Figure 2.1 - City-Wide Framework Map

Land Use

For Madison, the central goal of the planning process is to maintain and improve the “Quality of Life” (QOL) for those who call the City home. In this effort, the KDAs themselves have specific roles within the overall context of Madison. Midtown Madison is the iconic center of the City, providing a destination for residents and visitors alike; Old Madison Pike is envisioned as a neighborhood-scale commercial node that serves residents, commuters and nearby office workers; Highway 72 is a shopping hub and commuting corridor; County Line Road is a new spine for development and growth; the I-565 Corridor provides the opportunity for large-scale, regional development that can strengthen the City’s tax base; and the Western Growth Area provides the flexibility to add high-quality neighborhoods to Madison’s already formidable stock.

Beyond KDA-specific directions however, there are a number of the “QOL” issues that have been identified via consultations with the client and meetings with the public. These issues transcend any particular target area of the City, and are applicable throughout Madison.

Foremost among them is the preservation and enhancement of the residential neighborhoods. While the KDAs tend to focus on commercial uses, much of the area not within the KDA boundaries is dedicated to housing, and the majority of

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this is single-family stock. It will be incumbent upon the City to ensure that any new development or redevelopment is a “good neighbor” for adjacent properties. This does not preclude the location of retail near housing - indeed, from a market standpoint, such juxtapositions add value to the residences - but suggests rather that these developments be carefully designed to minimize negative effects on the neighborhoods.

Some strategies for achieving this are straight-forward. Including undeveloped or landscaped buffers between uses; ensuring that noisy sections like loading docks or trash collection areas are screened, and are operated only during daylight hours; designing lighting to minimize off-site spillage; using transitional height planes to move the mass of taller buildings away from lower-scale residential; and, focusing more-intense portions of a mixed-use project away from site boundaries. These strategies, among others, can help mediate the relationships between adjacent disparate uses.

The concept of “Quality of Life” extends beyond the boundaries of a piece of property or the a neighborhood, however, and beyond simple questions of adjacency. Quality of life also includes the civic amenities that add value to a home and which reinforce the broader sense of community that is experienced by residents. These amenities include high-performing schools; parks and recreation opportunities; public safety; and even a variety of shopping and dining options. To that effect, it is ready access to these sorts of amenities that bears directly on the long-term health, or “sustainability”, of a neighborhood.

Revisiting the sustainability concept from Part I of the Growth Plan, the Growth Plan identifies areas that are “underserved” with regard to Quality of Life metrics and orients future investment towards filling those gaps. In figure 2.2, the darkest, brown designations represent parcels that are within a five-minute walking distance of three standard amenity categories: Schools, Parks, and Shops; the

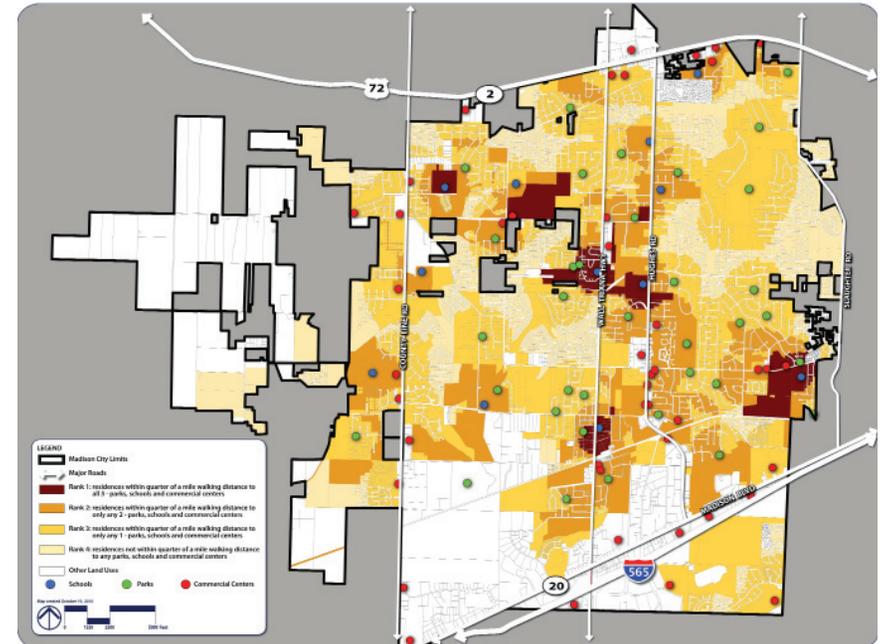


Figure 2.2 - Walkability

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darker orange represent properties that are within walking distance of two of the three targets. From this, the “less-walkable” neighborhoods are highlighted, and the Growth Plan can begin to look at strategies for improving accessibility.

There are two ways to approach the provision of access: Improve connectivity between residential areas and target amenities; and locate the amenities closer to the residents. In the first case, figure 2.3 shows the beginnings of a trail network. The continued development of this network, in addition to comprehensive sidewalk upgrades (see Connectivity, page 2.9), will have the effect of bringing more of these amenities into range for more residents.

With regard to the second approach, the study has already established an existing shortfall in park space for the City. Again in figure 2.3, gaps are visible in greenspace coverage - primarily to the northwest and in Limestone County. Future projects can provide opportunities to fill those gaps, either as City purchases or in partnership with private development. It will be important for the City to be strategic in its planning for park development. While the following plan shows several potential locations for new greenspace (figure 2.5), the City should avoid identifying particular parcels (and risk driving up potential acquisition costs). Rather, the City should look for “targets of opportunity” within pre-designated areas, and move to acquire as land redevelops or changes hands.

In order to properly frame up the strategy, it will also be necessary to begin with an internal study of the actual greenspace and recreation needs. Beginning with a thorough inventory of existing facilities, a recreation plan should be created that outlines the anticipated growth of demand, and lists the number and types of fields and facilities that would be needed to meet that demand. This will assist the City in making more selective and more cost-effective decisions with regard to land acquisition.

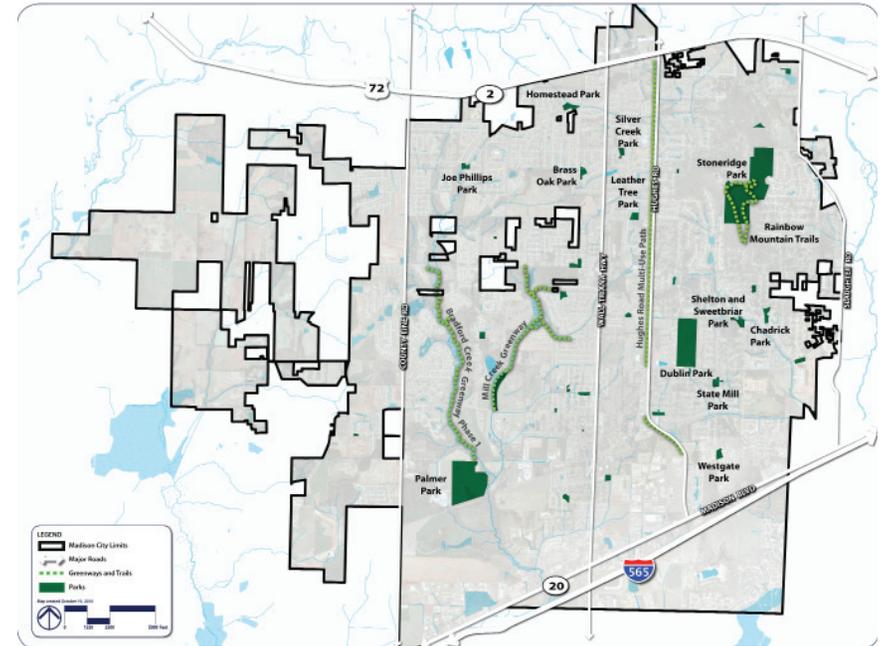


Figure 2.3 - Greenways and Parks

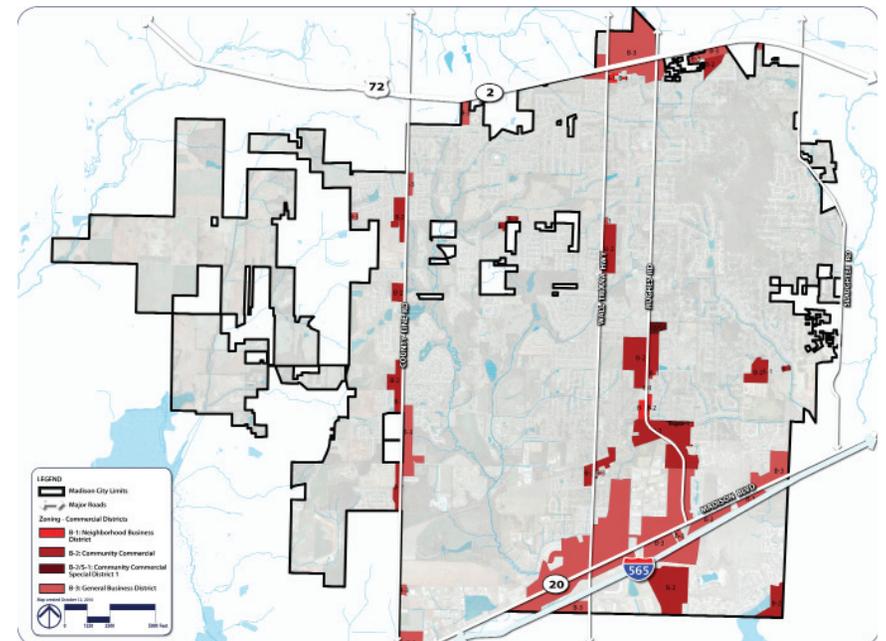


Figure 2.4 - Commercial Zoning

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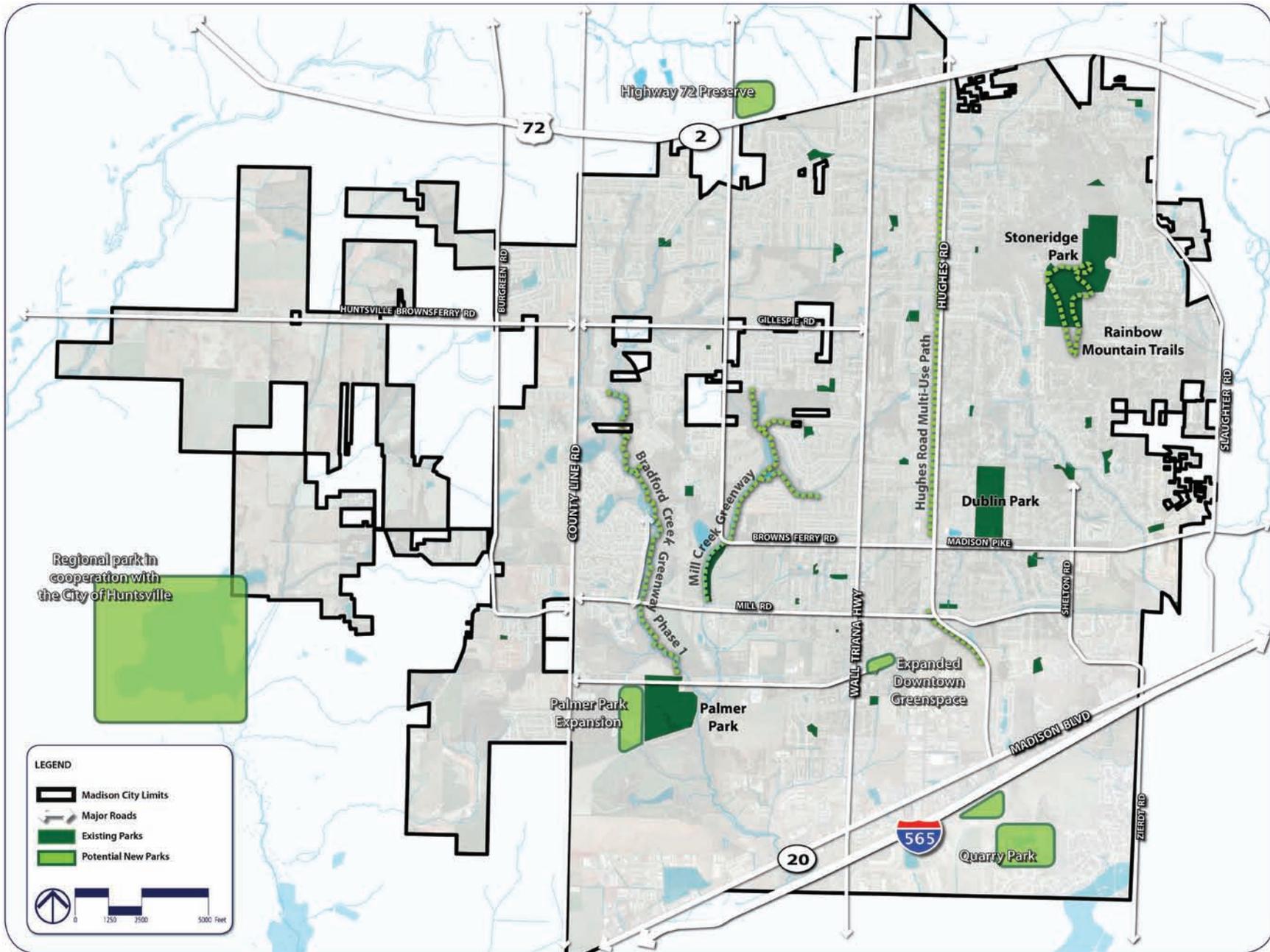


Figure 2.5 - Proposed Greenways and Parks

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In terms of schools, the City has done well to maintain the neighborhood school concept, particularly at the elementary level. Future considerations will likely need to be made for the expanding neighborhoods in Limestone County, but the focus otherwise should be on improving connectivity.

The third target amenity - access to shopping - can often be the most challenging. For the last fifty years, the trend in municipal planning has been to aggressively and systematically separate disparate land uses, and to encourage clustering of like uses. Figure 2.4 shows the practical effect of “clumping” retail. This serves not only to create commercial districts, but also to make it more difficult to access the goods and services those stores provide. The Growth Plan suggests the pursuit of the “Commercial Node” concept; that is, encouraging denser commercial clusters along major corridors, and allowing for smaller, neighborhood-commercial nodes that are closer to residential neighborhoods. These would offer more of the day-to-day services that residents desire, and have the bonus effect of taking on roles as iconic community centers.

This attention to the pedestrian network might beg the questions: What makes walkability a sustainable imperative? Why should walkability be important to me? There are several interrelated answers. First is that a pedestrian network serves more of the community than does an automotive network. A well-linked and well-developed system of trails and sidewalks provides more mobility and more freedom to those who cannot or choose not to drive. For children, it means easier access to recreation and play-dates with friends. For teens, it means they can participate in after-school activities or hold jobs without having to ask for rides from parents.

An under-appreciated beneficiary of walkability is the aging population. We have recognized for quite some time that due to a multitude of factors - the Baby Boom, and longer life spans among them - America is about to experience a huge

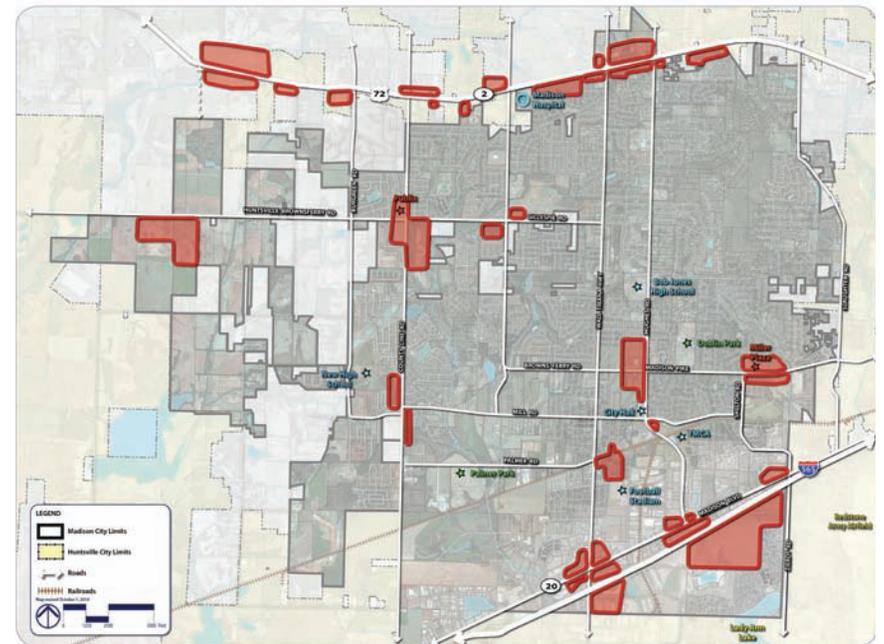


Figure 2.6 - Proposed Commercial Retail Nodes

FRAMEWORK & GROWTH PLANS

spike in its elderly population. A large number of residents will get to a point where they no longer feel as comfortable driving as they used to, and without alternatives they may feel trapped within their own homes, or may feel compelled to move out of the community in which they had spent so many years and to which they had established so many ties. By providing a walkable network, long-time residents will be more able to “age in place”.

The second benefit of alternative travel modes is the effect on traffic. Reduced automotive pollution aside, every person on a sidewalk or path is one less car on the local streets. Given the initial look at traffic problems around the City, the potential reduction that this represents is significant. It is an effective and beneficial method of reducing the strain on the road network.

Finally, sustainability and walkability have very real implications for long-term housing values in a community. As discussed in more detail in the Market section of this report, access to “civic amenities” is one of the primary elements that maintains and extends housing prices. Having a home that is plugged into a broader community network is one of the surest ways to sustain value in a home.

Lastly, but not of any small significance, there is a city-wide concern with regard to annexation policies for Madison. Specifically, there are two sub-sections of annexation: External and Internal. Regarding the former, the City of Madison will become “land-locked” - completely surrounded by the City of Huntsville, and thus truncated in further attempts at external expansion. While that “enclosure” should inform policy, it should not drive annexation. The decision to add land to the City’s digest should be made in the with the best interests of the City in mind, and on the City’s terms. These may include, but not be limited to, the following considerations:

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- Will adding the parcels provide burdensome challenges for service provision?
- What is the current land use, and how likely is it to change?
- If it were to change, would it be more of a service draw, or less? Would it be more of a revenue-generator, or less?
- Is the land in question within, or adjacent to, a KDA? What is its designation in that KDA's Master Plan, if any?
- Will acquisition of the parcel(s) help "clean up" an irregular municipal boundary? Will it help frame up a potential gateway?

There are certain "target" areas that make sense in this context. For the most part, external annexation should focus on corridor frontage - In particular, Highway 72, County Line Road and Huntsville Browns Ferry Road - with Powell Road being a logical (but not necessarily fixed) western boundary. As a general rule, residential parcels should not be annexed unless they tie to a larger annexation goal, or unless they have a high potential for redevelopment into a commercial usage.

With regard to internal annexation, many of the above considerations apply, but with particular attention paid to the potential locations of proposed neighborhood commercial nodes. Otherwise, much of this effort is going to be oriented towards filling in gaps in municipal coverage.

Future Land Use

[To Be Inserted after Review and Adoption]

Connectivity

Transportation facilities provide the framework that supports land use and development within a community or city. Overall, Madison has a well-balanced system of street types ranging from major arterials to local roads. Having a broad range of functionally classified roads, as illustrated in figure 1.12, provides the flexibility a city needs to appropriately match transportation needs with land use character.

Within Madison, the north/south system of roadways is much more robust and well connected than the east/west system. Gaps in the east/west system, combined with a travel demand pattern heavily oriented to the east and downtown Huntsville, result in significant congestion issues on the east side of Madison as noted in figure 1.13. As the City continues to grow, it is critically important that the existing roadway network be expanded to fill network gaps and add new facilities in emerging growth areas. In 2010, the City adopted a Major Street Plan (figure 2.7) that articulates a vision for future additions to the transportation network. The Major Street Plan was driven by a focus on accommodating vehicular travel demand and is a starting point for guiding system-wide transportation planning.

Madison’s transportation facilities for bicycle and pedestrian modes are lagging behind the level of accommodation and focus provided to vehicular traffic. As a general practice, the City should adopt a principle of incorporating bicycle and

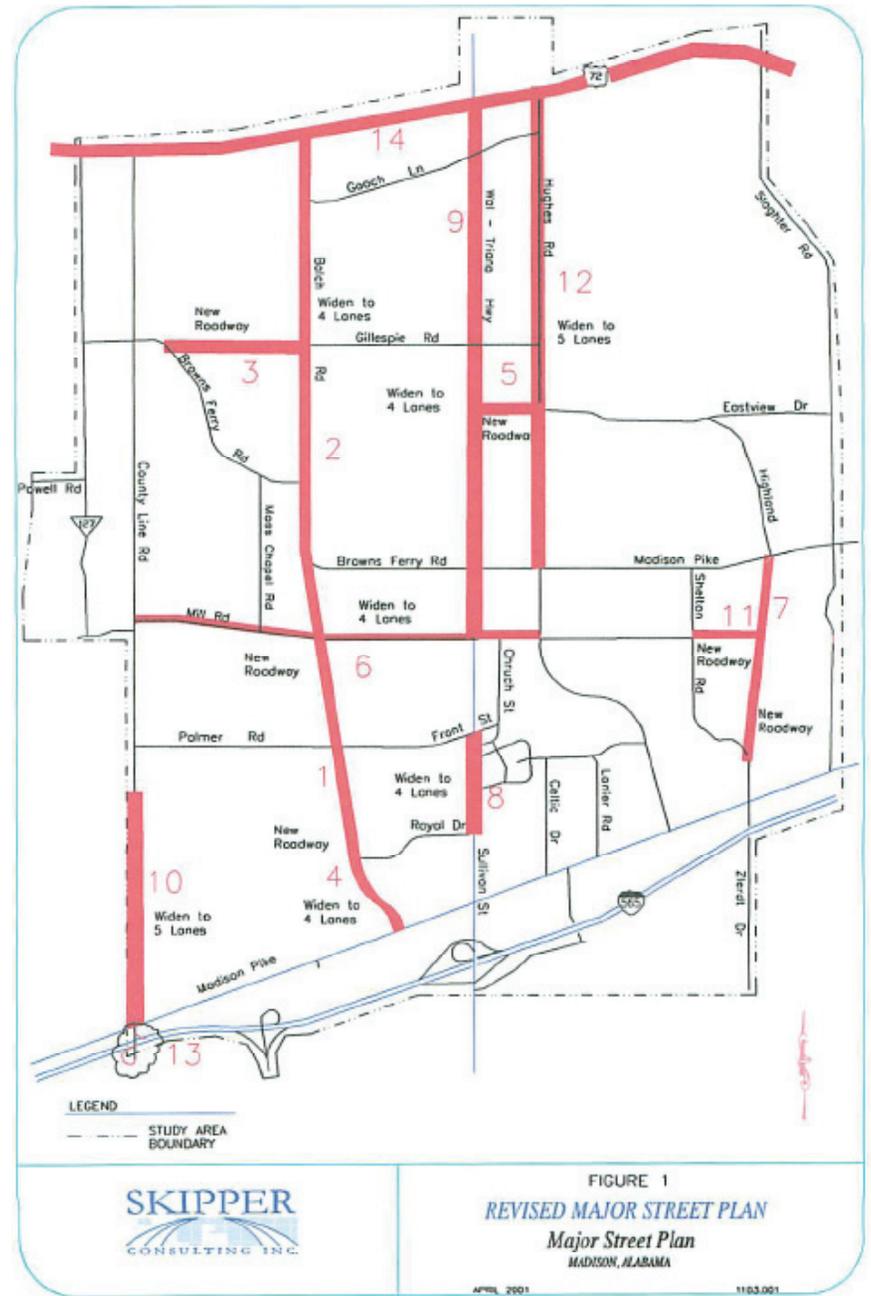


Figure 2.9 - Major Street Plan

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pedestrian considerations in all future roadway improvement projects. Inclusion of bicycle and pedestrian facilities in roadway projects will help the City to gradually infill underserved areas. Furthermore, any future updates to the City's Major Street Plan should expressly address bicycle and pedestrian modes.

One of the biggest transportation challenges of recent years has been the scarcity of funding to pay for needed projects. By all reasonable projections, the funding challenge will become more pronounced in future years as dollars appropriated for transportation at the federal and state levels continue to shrink. An awareness of current and future funding limitations has and should continue to influence the vision for future transportation goals in Madison. Emphasis should be placed on maintaining existing facilities so they provide the best possible efficiencies for transportation users. New capacity-building projects should be carefully chosen to augment and connect with the existing system, and they should have broad support within the community.

In order for the City of Madison to accommodate travel demand and make the most of limited resources, several global strategies or "best practices" are recommended. These strategies are discussed in more detail in the following paragraphs.

Global Strategies

1. Maintain the integrity of the existing transportation system by managing access to public streets and encouraging good transportation design in new development projects.
2. Develop an appropriate street system in new growth areas.
3. Be sensitive to roadside context when planning new or modified transportation projects.

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4. Consider the needs of all transportation users in planning and designing new or improved transportation facilities. Encourage alternative modes of travel through design and policy decisions.

Maintain System Integrity

In a climate of persistently shrinking transportation funds, maintenance of existing facilities has become a top priority. If new roadways cannot be built, then it is imperative that the highest possible performance is achieved out of the existing roadways by protecting the capacity and safety of those facilities. Two tactics that can help Madison leverage the best performance from existing roads into the future are 1) access management and 2) requirement of traffic impact studies for proposed developments.

Access management is the planning, design, and implementation of various land use and transportation strategies to maintain traffic flow and safety along a primary roadway, while still considering access needs of the various land uses and development types. The key to effective access management is linking appropriate access design to roadway function. Appropriately spaced intersections along with minimal allowable driveways are basic elements commonly used as access management strategies. By adopting standards for access management, agencies can streamline the decision-making process and maintain uniformity throughout their transportation system. The relationship between street capacity and roadway access is shown in figure 2.8. As shown, the frequency of driveway access to parcels should taper off as the functional classification of the roadway increases. Therefore, local roads provide much more development access than do arterial roads where traffic capacity is more critical.

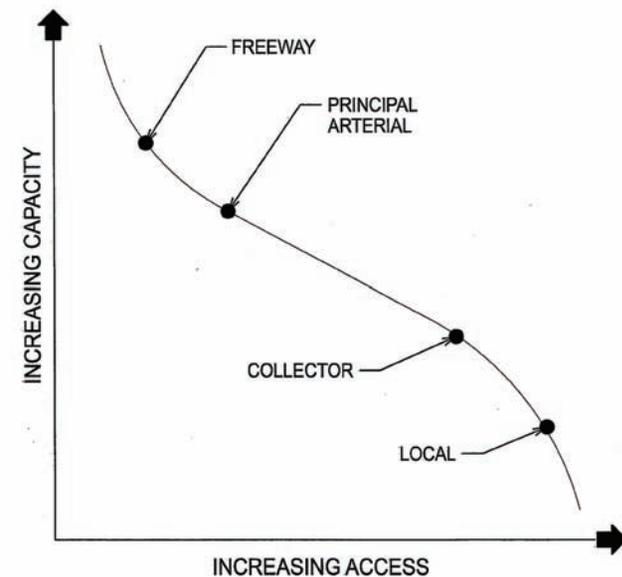


Figure 2.10 - Mobility vs. Accessibility

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Within the City of Madison, access management techniques should be considered for all major and minor arterials (US Highway 72, County Line Road, Balch Road, Wall Triana Highway, Hughes Road, Slaughter Road, Eastview Road and Madison Boulevard). As land parcels develop or re-develop, the City can encourage access management through the development approval process. Techniques for access management might include:

- Encouraging shared access between smaller parcels in order to minimize driveway frequency
- Requiring internal only access for shopping center outparcels
- Encouraging the use of rear access roads between adjacent parcels instead of frontage roads
- Preserving the functional area of intersections by not locating driveways too close to intersections
- Using raised or landscaped medians to manage left-turning movements

As new developments are proposed in Madison, the City should consider requiring a traffic impact study for projects that will produce a net increase in vehicular trips of 100 or more in a peak hour. A professionally-prepared traffic impact study would provide the technical information necessary to assure traffic needs of the development and the City are accommodated. It would also provide an opportunity for the City to negotiate access management agreements. Figure 2.9 lists some typical development types and densities that are known to produce more than 100 net new peak hour trips.

Develop Streets in New Growth Areas

As the City of Madison expands into new growth areas, it will be particularly important to provide appropriate transportation infrastructure to support development. The Madison Major Street Plan provides a vision for the density

100 > Net New Peak-Hour Trips

- Shopping Center – Greater than 27,000 Sq. Ft. leasable floor area
- Single Family Residential – Greater than 100 residences
- Apartment – Greater than 160 residences
- Office Building – Greater than 67,000 Sq. Ft. leasable floor area
- Restaurant (Sit-down) – Greater than 9,000 Sq. Ft. leasable floor area
- Fast Food Restaurant w/ Drive Thru – Greater than 3,000 Sq. Ft. leasable floor area

Figure 2.11- Development Types Requiring Traffic Impact Studies

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of new streets that will be needed for future growth. This vision will need to be checked and adjusted as growth plans become clearer and closer to reality. As a general rule, the City should pursue grid-type street patterns and avoid cul-de-sacs and unconnected street segments. Achieving greater connectivity in the Madison street system will help reduce traffic congestion across the city.

Be Sensitive to Roadside Context

A common theme expressed by citizens in meetings associated with the Madison Growth Plan was a concern over maintaining quality of life in the Madison community. Perceptions about quality of life and aesthetics are often heavily influenced by transportation facilities. Throughout the United States one can find numerous examples of roadways that were “improved” in a way that increased capacity and travel speed, but did significant damage to the appearance and quality of the adjacent community.

An alternative approach is to consider the roadside context when making transportation decisions. Mobility, typically measured as capacity or level of service, is not the only important consideration for transportation improvements. Instead, transportation decision making should consider a wide range of issues, including but not limited to safety, community values, environmental impacts, aesthetics, cost, and mobility.

Madison has some streets that will have deficient capacity and less than desirable traffic operations in the coming years. For some of those streets, adding capacity would mean a significant trade-off for adjacent land uses. Some of the key roads for consideration include Highway 72 - which has more of an aesthetic concern and is by its nature going to be less accommodating to alternative modes; County Line Road - which has the available right-of-way to make both visual and bike/ped improvements; and Hughes Road - which has become a major north/south

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connection and thus will be attractive to improvement efforts.

As Madison considers future projects and priorities, it is strongly recommended that a collaborative public process be used to encourage broad consideration of the impacts and opportunities created by those projects.

Consider All Transportation Users and Encourage Alternative Modes

The City of Madison is currently somewhat limited in availability of choices for travel. There is a modest network of sidewalks, even fewer acceptable bicycle routes and no fixed route transit service. Encouraging the design and construction of new bike and pedestrian facilities is an excellent way to support and encourage citizens to make alternative choices for their transportation.

As new roadways are planned for Madison or when existing roadways are improved, the City should strive to incorporate bicycle and pedestrian features into the design and construction plans (Figure 2.10). By making bike/ped features a required element of new projects, the City can gradually transform its network in a cost effective manner.

Figures 2.11, 2.12, and 2.13 illustrate typical cross sectional elements for arterial and collector roadways with bicycle and pedestrian features. Two excellent resources are Guide for the Development of Bicycle Facilities (AASHTO, 1999) and Guide for the Planning, Design, and Operation of Pedestrian Facilities (AASHTO, 2004).

As the City considers a transportation system appropriate for all users, it bears noting that modern roundabouts are an intersection design type worth incorporating into the Madison street network. The modern roundabout is a circular intersection defined by the basic operational principle of entering traffic yielding to vehicles

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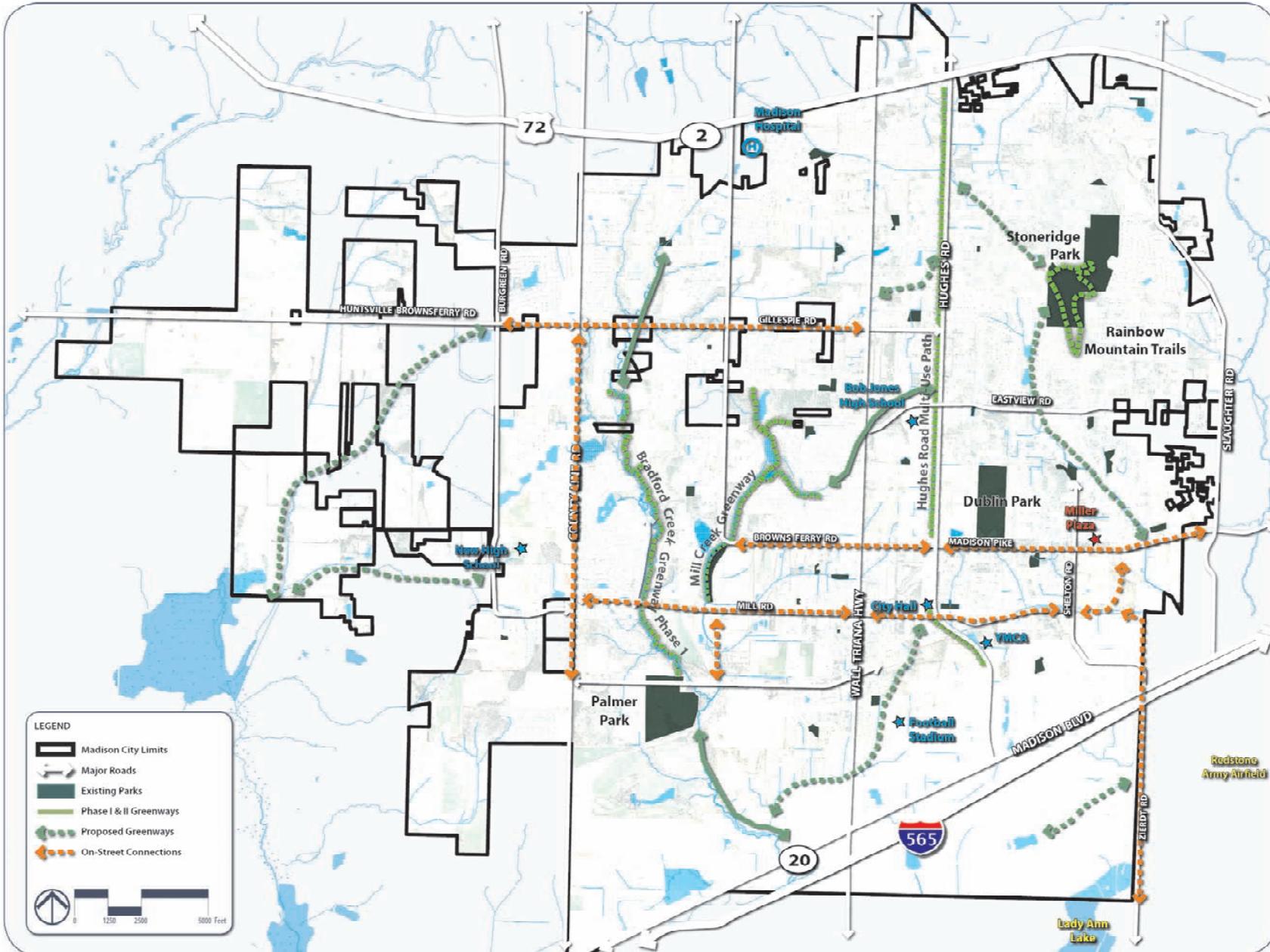


Figure 2.12 - Proposed Greenway and Connectivity Network

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on the circulatory roadway. Modern roundabouts have geometric features that reduce speed of vehicles on approaches and offer substantial safety advantages and excellent operational performance. Additionally, roundabouts can be an effective tool for managing speed and transitioning traffic from a high speed to a low speed environment.



Neighborhood-Scale Roundabout



Multi-Lane Roundabout

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Major Arterial:

Context	Typical Section (Number of Through Lanes)	ROW Width (No On Street Parking)	Centerline to Face of Curb (FOC) Width/Edge of Pavement	Median Width	Directional Pavement Width	Inside Lane Width	Outside Lane Width	Bike Lane Width	Parkway Width (Sidewalk Plus Buffer)	Sidewalk Width**	Sidewalk Buffer**
Compact Urban – (Curb and Gutter)	5-Lane w/ shared use lane	96'	34'	12'*	26'	12'	14'	Part of Outside Lane	16'	5'-10'	Varies
	4-lane median separated with shared use lane	100'	34'	18'	26'	12'	14'	Part of Outside Lane	15'	5'-10'	Varies
Suburban – (Curb and Gutter)	4-lane median separated, with Bike Lane	110'	39'	22'-24'	28'	12'	11'	5'	10'-16'	5'-8'	Varies
	4-lane Median Separated with shared use lane	110'	38'	22'	27'	12'	15'	Part of Outside Lane	17'	5'-8'	Varies

*Two Way Left Turn Lane (TWLTL)

**Parkway Width = Sidewalk *Plus* Buffer Width

Note: Dimensions are typical and are provided for general guidance, rather than as a directed standard

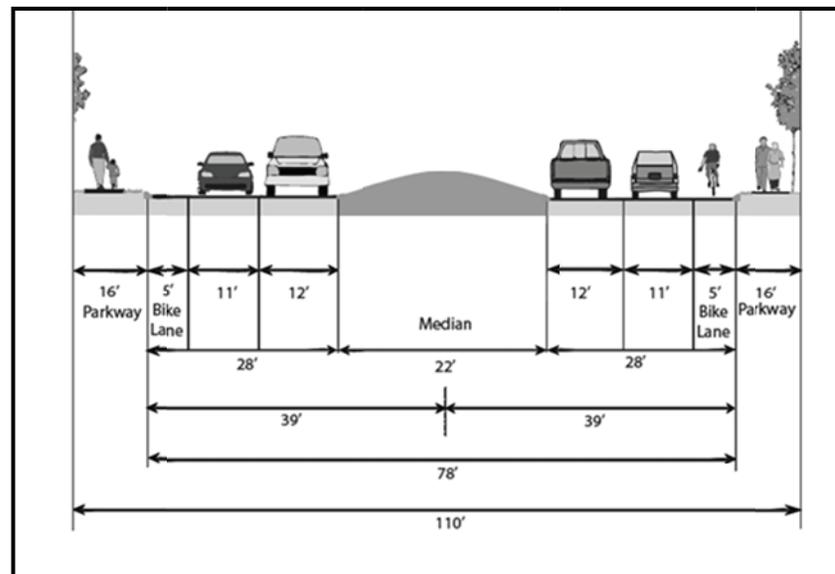


Figure 2.13 - Example: Major Arterial 4-Lane Median-Separated w/ Bike Lane

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Minor Arterial:

Context	Typical Section (Number of Through Lanes)	ROW Width	Centerline to Face of Curb (FOC) Width/Edge of Pavement	Median Width	Directional Pavement Width	Inside Lane Width	Outside Lane Width	Parking Lanes	Bike Lane Width	Parkway Width	Sidewalk Width	Sidewalk Buffer
Compact Urban – (Curb and Gutter)	3-Lane w/ shared use lane	66'	21'	12**	15'	N/A	15'	N/A	Part of Outside Lane	12'	5'-10'	Varies
	2-Lane w/shared use and parking	66'	21'	N/A	13'	N/A	13'	8'	Part of Outside Lane	12'	5'-10'	Varies
	2-Lane w/ shared use	60'	15'	N/A	15'	N/A	15'	N/A	Part of Outside Lane	15'	5'-10'	Varies
Suburban – (Curb and Gutter)	4-Lane (Plus Bike Lane)	80'	28'	N/A	28' (Incl. Bike Lane)	12'	11'	N/A	5'	12'	5'-8'	Varies
	4-Lane w/ shared use	80'	27'	N/A	27'	12'	15'	N/A	Part of Outside Lane	13'	5'-8'	Varies

*Two Way Left Turn Lane (TWLTL)

**Parkway Width = Sidewalk Plus Buffer Width

Note: Dimensions are typical and are provided for general guidance, rather than as a directed standard

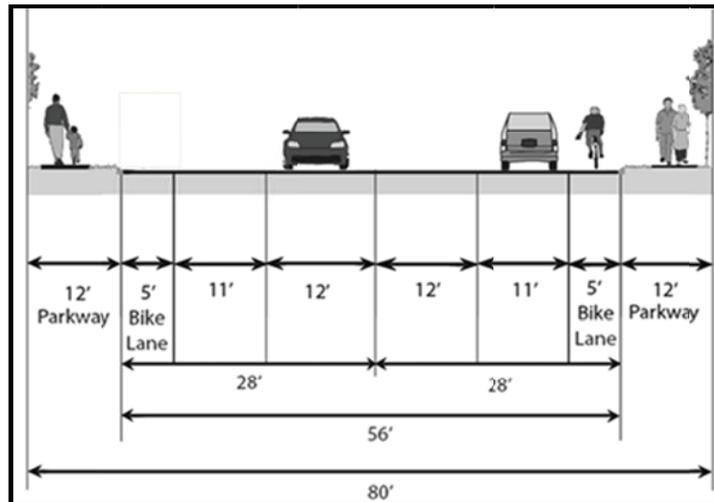


Figure 2.14 - Example: Minor Arterial 4-Lane w/ Bike Lane (Curb and Gutter)

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Collector:

Context	Typical Section (Number of Through Lanes)	ROW Width	Centerline to Face of Curb (FOC) Width/Edge of Pavement	Directional Pavement Width	Outside Lane Width	Bike Lane Width	Parkway Width*	Sidewalk Width	Sidewalk Buffer
Compact Urban – (Curb and Gutter)	2-Lane w/ shared use	60'	15'	15'	15'	Part of Outside Lane	15'	5'	Varies
Suburban – (Curb and Gutter)	2-Lane (Plus Bike Lane)	60'	12'	12'	12'	5'	13'	5'	Varies
	2-Lane w/ shared use	60'	15'	15'	15'	Part of Outside Lane	15'	5'	Varies

*Parkway Width = Sidewalk Plus Buffer Width

Note: Dimensions are typical and are provided for general guidance, rather than as a directed standard

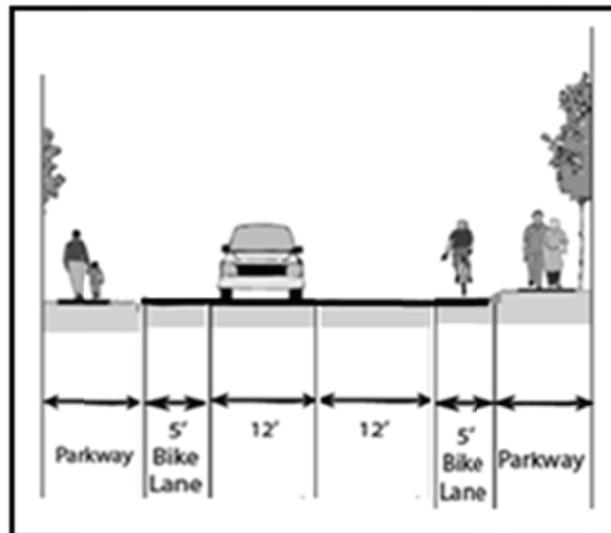


Figure ??: Example: Collector 2-Lane w/ Bike Lane (Curb and Gutter)

Figure 2.15 - Example: Collector 2-Lane w/ Bike Lane (Curb and Gutter)

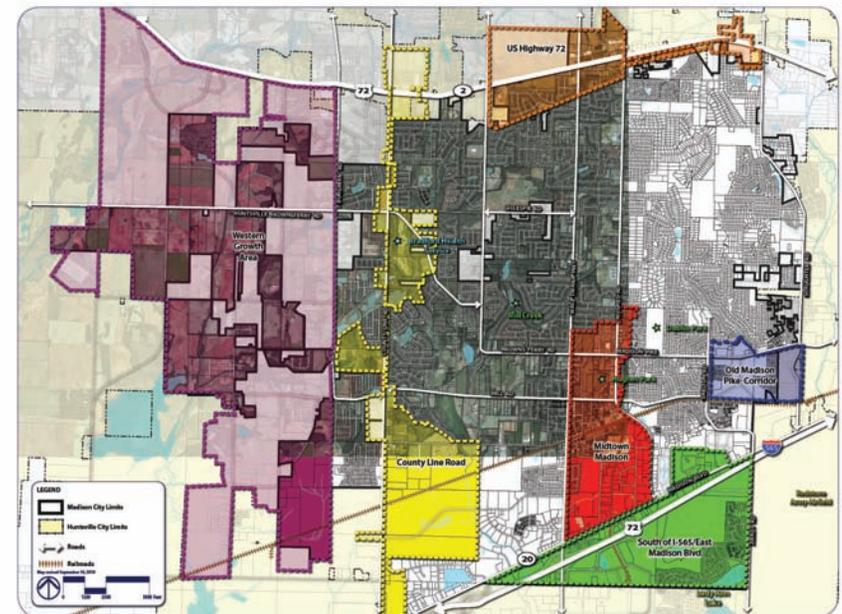
Bicycle and Pedestrian Plan

[To Be Inserted after Review and Adoption]

Key Development Areas

The Key Development Area represent those parts of Madison that are most likely, and/or most desirable, to change over the next decade. To ensure a healthy, sustainable, economically viable future for growth, Madison is getting in front of development by creating what amounts to six distinct master plans - one for each KDA.

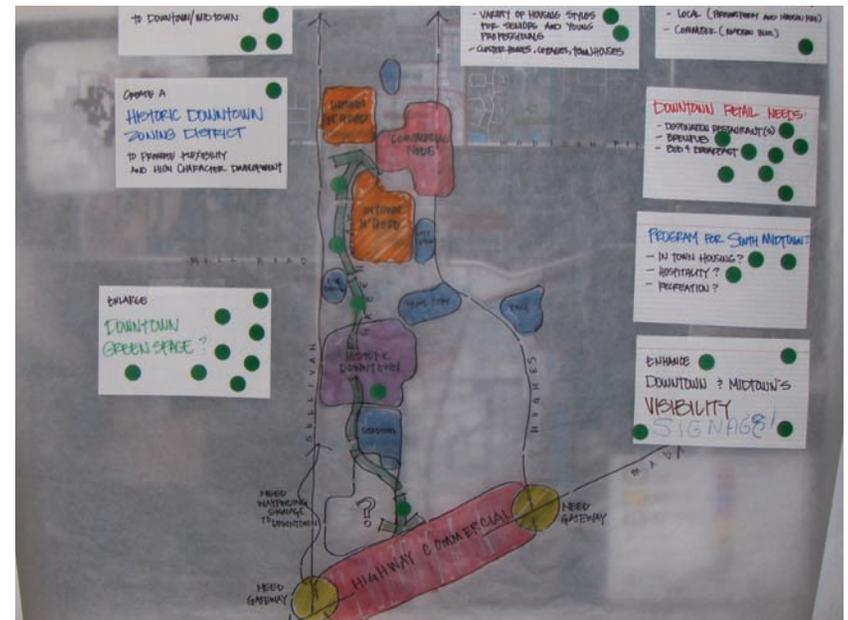
This section will examine in detail the plans for each of the six KDAs. Beginning with **Framework Plans**, the existing conditions and public input are summarized, creating a baseline for subsequent planning. The Framework Plans are augmented by **Survey Results** sheets, which highlight key findings of the on-line surveys (a complete survey breakdown may be found in the appendix). These inform the **Master Plan Diagrams**, which center on maps that outline the specific market imperative for each KDA, and which illustrate the strategic steps for achieving the respective vision. Additional imagery is used to further define the Growth Plan, as needed, and to lay out the KDA-specific projects that should be considered for each area.



Midtown Madison

As the acknowledged heart of the City, the focus in Midtown must be upon reinforcing and expanding its unique character and central location. To function as a destination, for both locals and visitors, the charms of the Historic Downtown must be accentuated, and the collection of nearby amenities - the skate park, the stadium, the YMCA, among others - must be linked to create a “center of gravity” for drawing people to the area. An additional strength is the fact that there is still a significant amount of undeveloped land adjacent to the Historic Downtown, making it easier to expand. Of special note is the area between Wall-Triana and Plaza Boulevard. The context and location make it particularly inviting for traditional in-town development, of the type that has already appeared around the downtown.

Challenges exist, however, in trying to advance this agenda. Historic Downtown in particular is relatively isolated and difficult to find. The physical linkages with its surroundings are not well developed, especially for pedestrian and bicycle traffic. The ages of some of the buildings - both in Downtown and along Madison Boulevard - are advanced to the point that they may require significant reinvestment to make them economically viable. It is likely that in order to spur redevelopment in the area, the City will have to take a proactive, and possibly financial, role in the creation of incentives.



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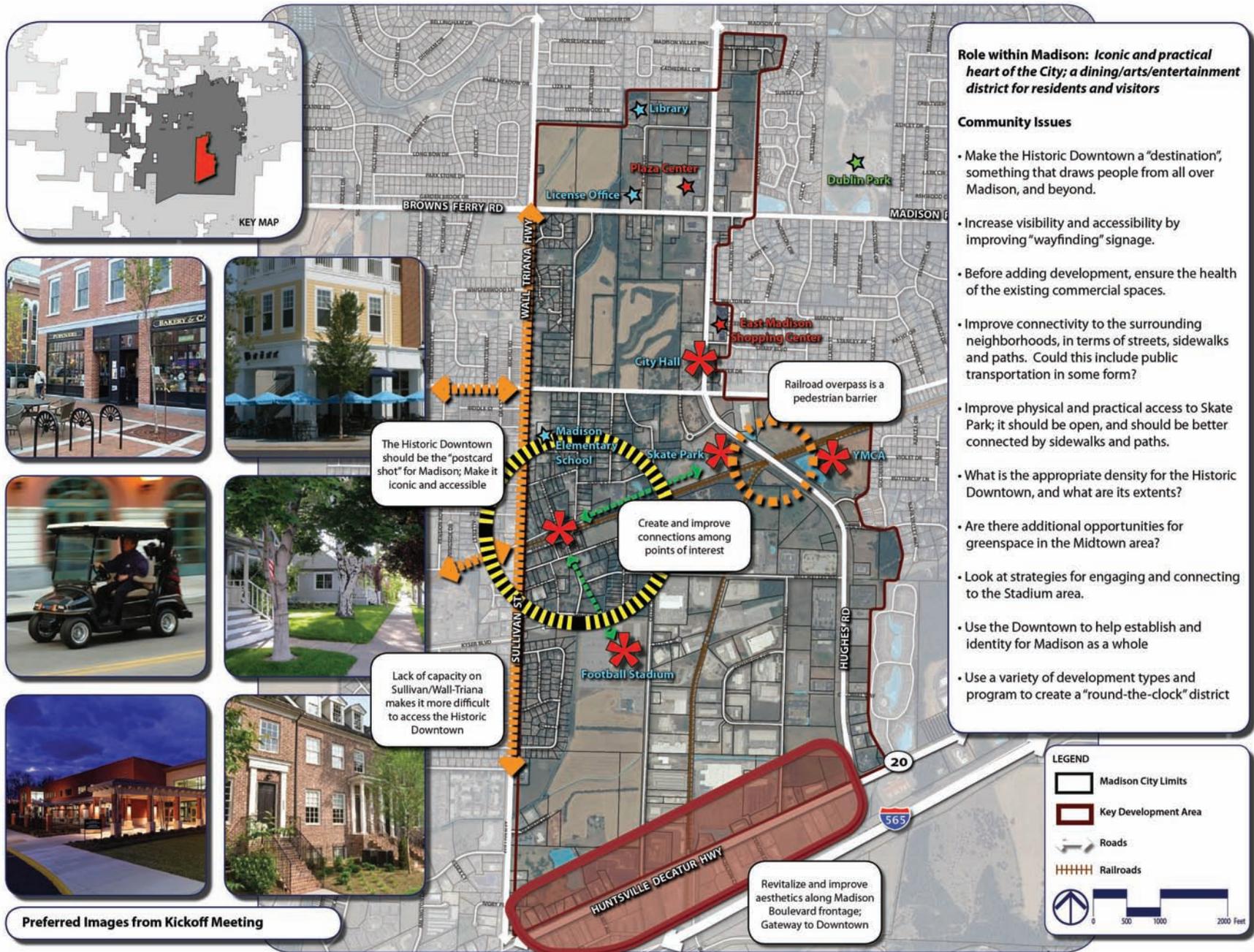
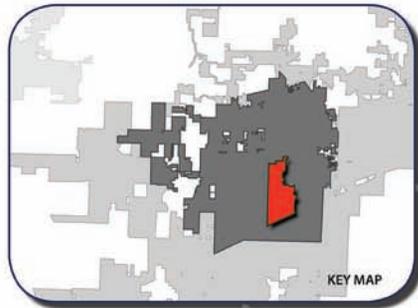


Figure 2.17 - Midtown Madison Framework Plan

FRAMEWORK & GROWTH PLANS



Only **10%** visit Historic Downtown daily and **32%** visit infrequently

"What is already there is great; we just need more. In addition to that, we need better access in and around the area..."

"Please keep its small town charm."

"Transportation via bicycle or foot is lacking and needs to be improved."

"Give me a reason to go there."

"More events that utilize the downtown area and create a fun community presence"

"Expand the extent of what is considered "historic downtown"..."

"FIX THE STREETS AND SIDEWALKS YESTERDAY!!!!!!"

"Midtown Madison will set the character for the whole city"

"Parking is also a struggle..."

"Need to revitalize the downtown area and then expand outward to the stadium, skate park, library, etc. The skeletal structure is there; it just needs meat on the bones..."

"...more for younger professionals and families to do & shop"

"Beauty and ease of access are the keys."



82% want more/better sidewalks



Most Popular Images



78% want to see more Restaurants

Biggest challenges: **69%** need more shops; **22%** preserving character



Least Popular Images

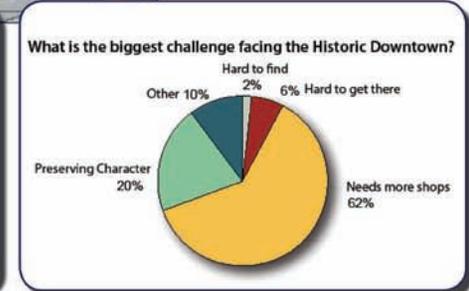
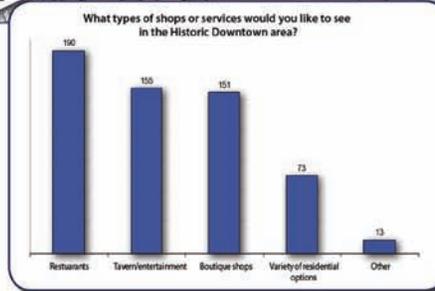
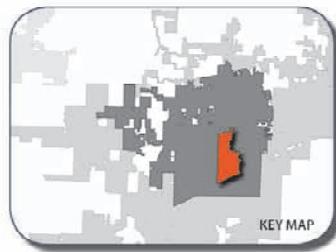


Figure 2.18 - Midtown Madison On-Line Survey Results



FRAMEWORK & GROWTH PLANS



Preferred Character Images from On-Line Survey

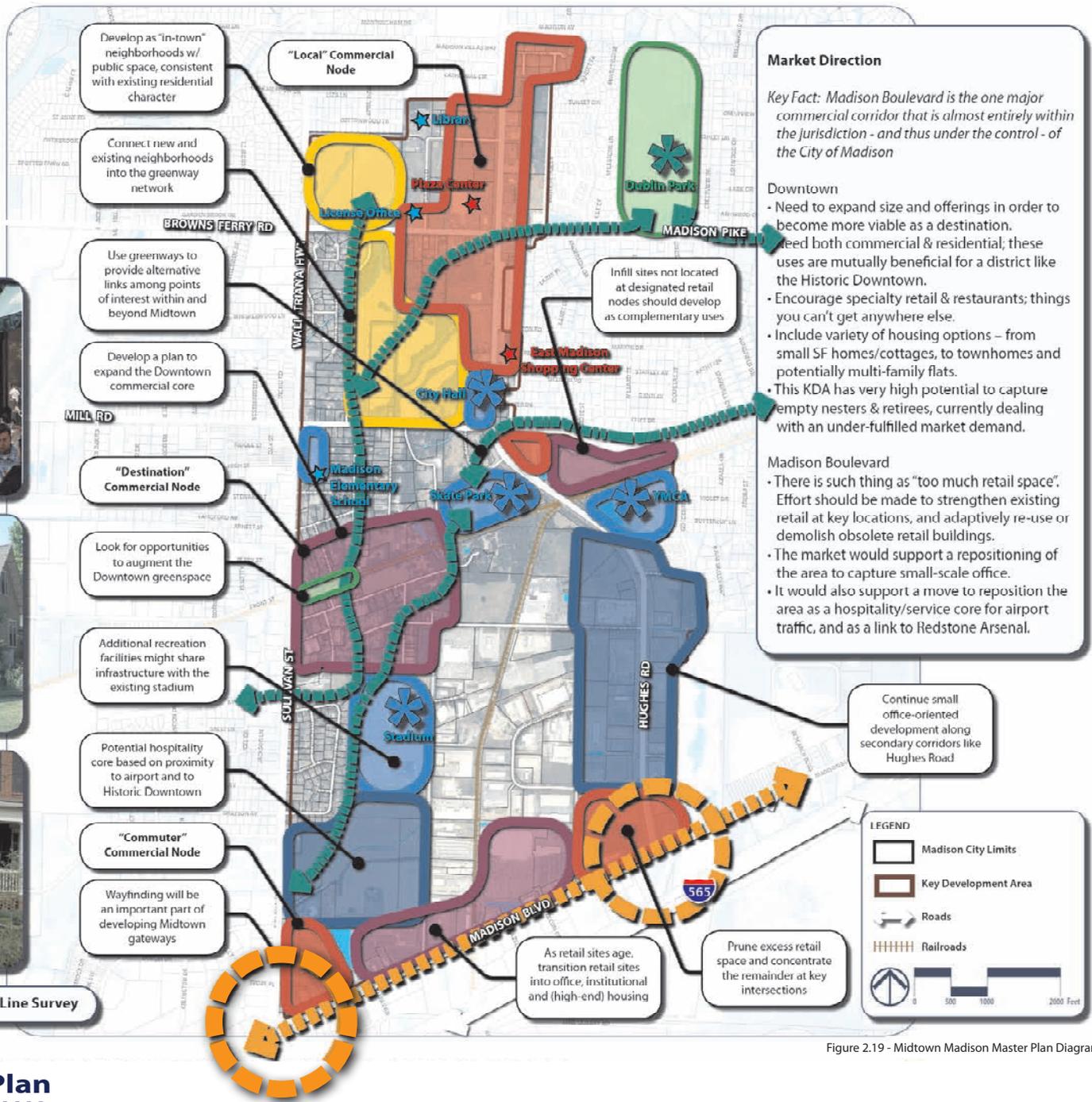


Figure 2.19 - Midtown Madison Master Plan Diagram

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1 New intown neighborhoods should match the character and density of existing neighborhoods and should be integrated into, and used to improve, the local connectivity network - sidewalks, streets and greenway trails.

2 Enhance pedestrian and bicycle connectivity via a combination of off-street greenway trails, on-street bicycle paths and new/improved sidewalks - depending on the immediate context. The network should be "destination-based"; that is, plot the local points of interest, and design the system to ensure maximum connectivity among those points.

3 Wayfinding is crucial to destination-based town centers. A wayfinding plan should consist of two pieces: a branding effort that creates a signature style for the signage; and a location plan that optimizes the siting and orientation of signage to guide potential visitors to the Historic Downtown.

4 A key market recommendation was to expand the commercial base of the Historic Downtown. One strategy for achieving this is to create a public greenspace around which future development might be arranged. In this particular approach, the new greenspace would not only create an armature for new development, but would also add usable open space for Downtown events and provide a more walkable linkage between the Downtown and the Stadium. In this case, the two uses would complement one another and help create more critical mass for a "destination" district.

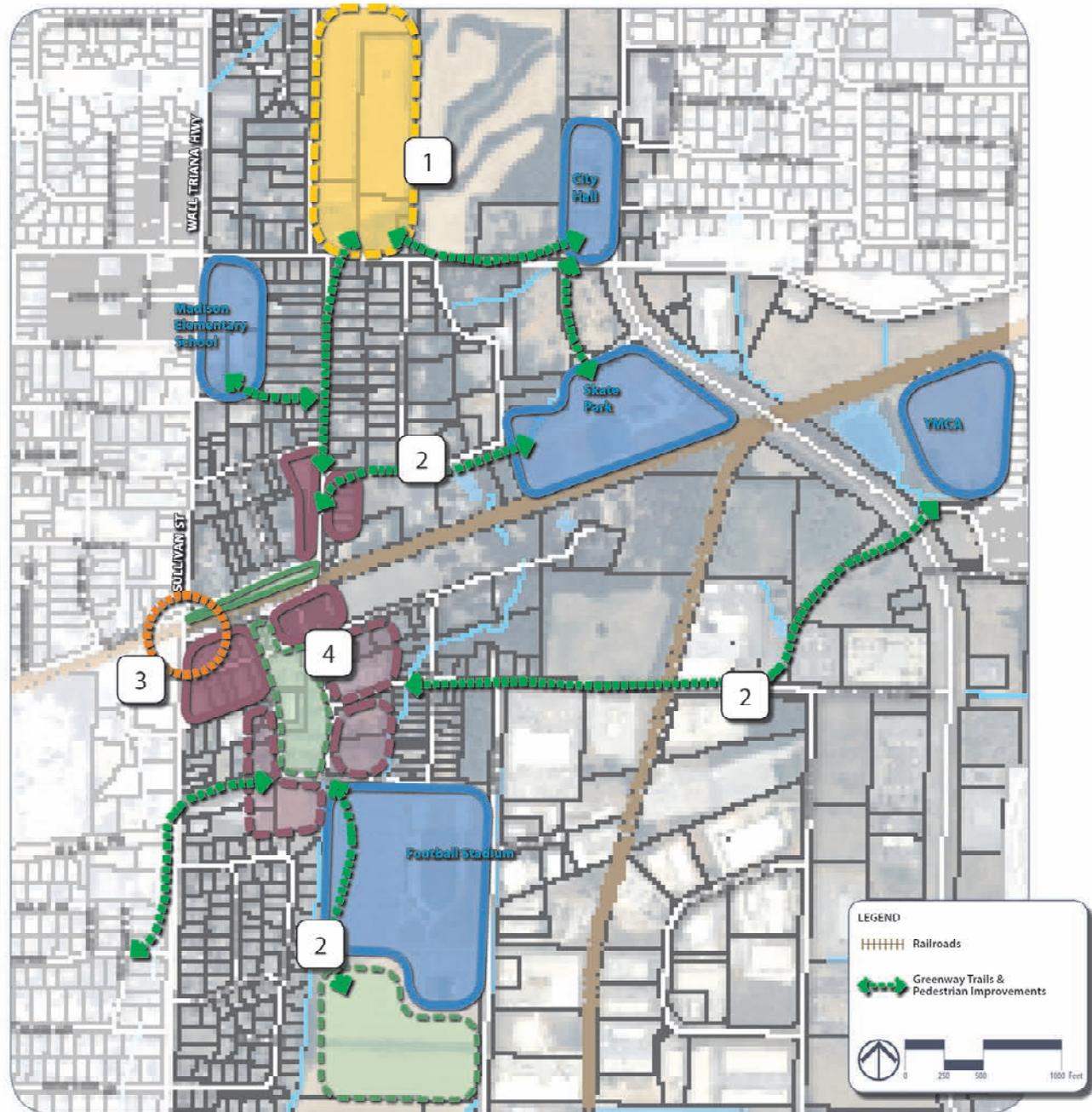


Figure 2.20.A - Midtown Madison Sub-Area Diagram

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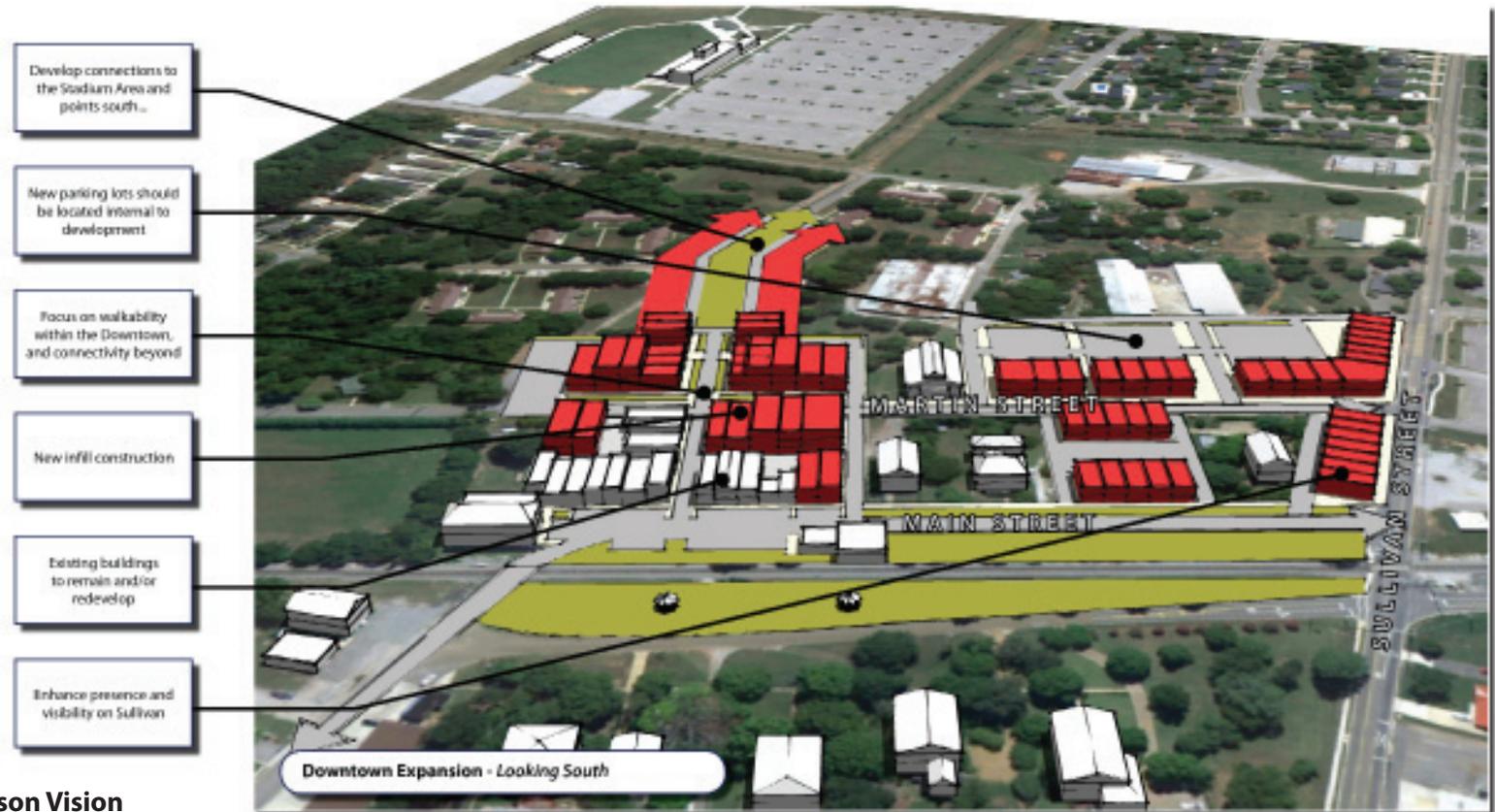


Figure 2.20.B - Midtown Madison Aerial Diagram

Historic Downtown Madison Vision

This aerial diagram illustrates how the Historic Downtown may redevelop over the next decade or two, based on recommendations from the Growth Plan. The strategy would be to add development in two directions: toward Sullivan (to help create a more visible presence along a major corridor for Downtown) and toward the Stadium (to create a larger “activity area” that has more power to draw people to the historic center). Development will consist of commercial mixed-use and medium-density residential (such as townhomes or narrow-lot cottages). Simultaneously, opportunities will be taken for expanding the immediate greenspace options.

County Line Road

The County Line Road Key Development Area holds an important place within the City, as the border between more established development in east Madison and newer development and growth potential in the west. What remains to be determined is whether the corridor will turn into a seam (that is, an area that is both a physical and social link between the two parts of the city) or an edge (a hard boundary that separates neighborhoods and discourages connection). Throughout the Growth Plan process, the public has indicated a strong desire that County Line serve as a communal core - offering not just shopping centers, but neighborhood centers. It is a goal of this master plan to see that sort of development encouraged and implemented.



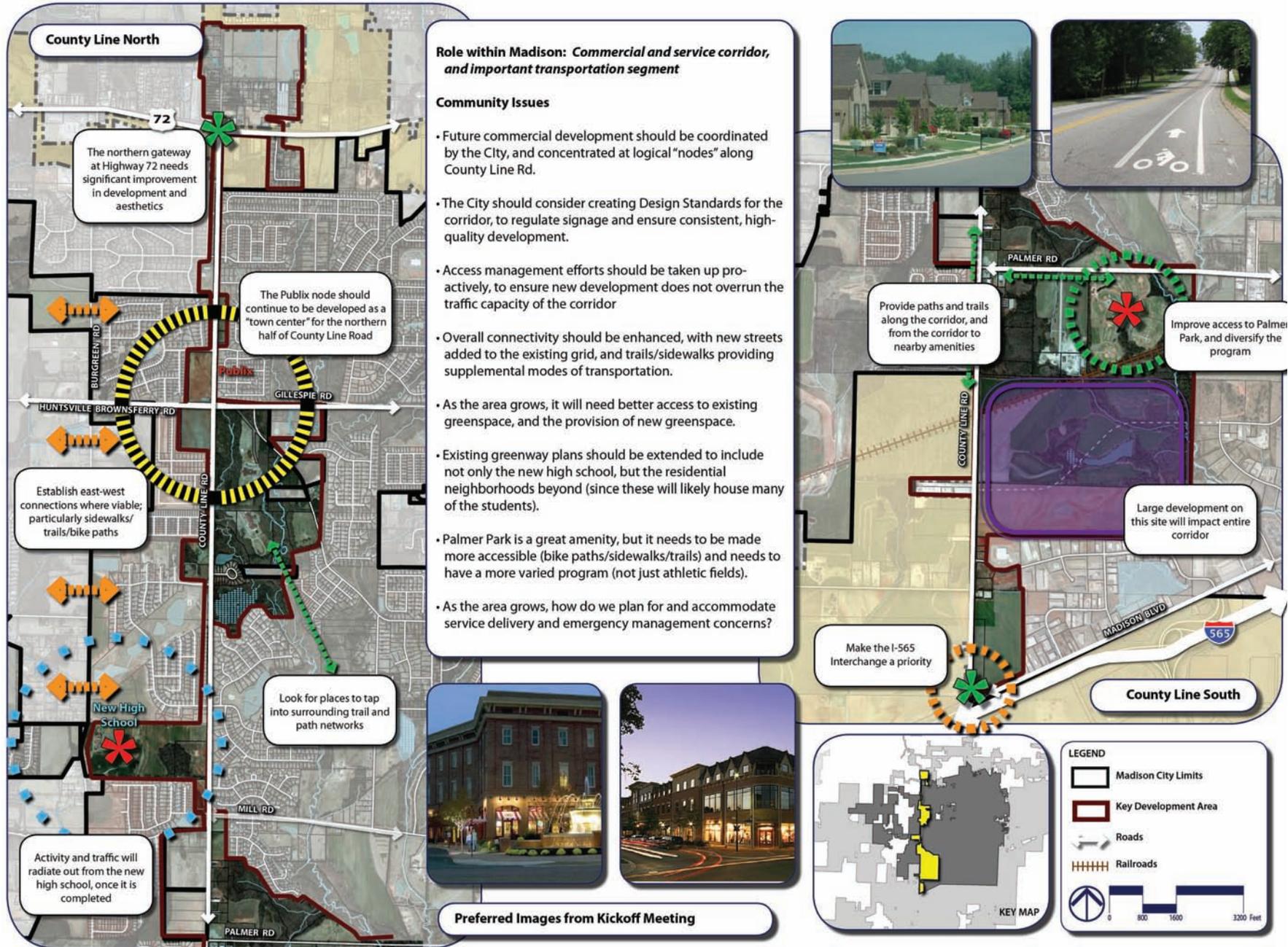
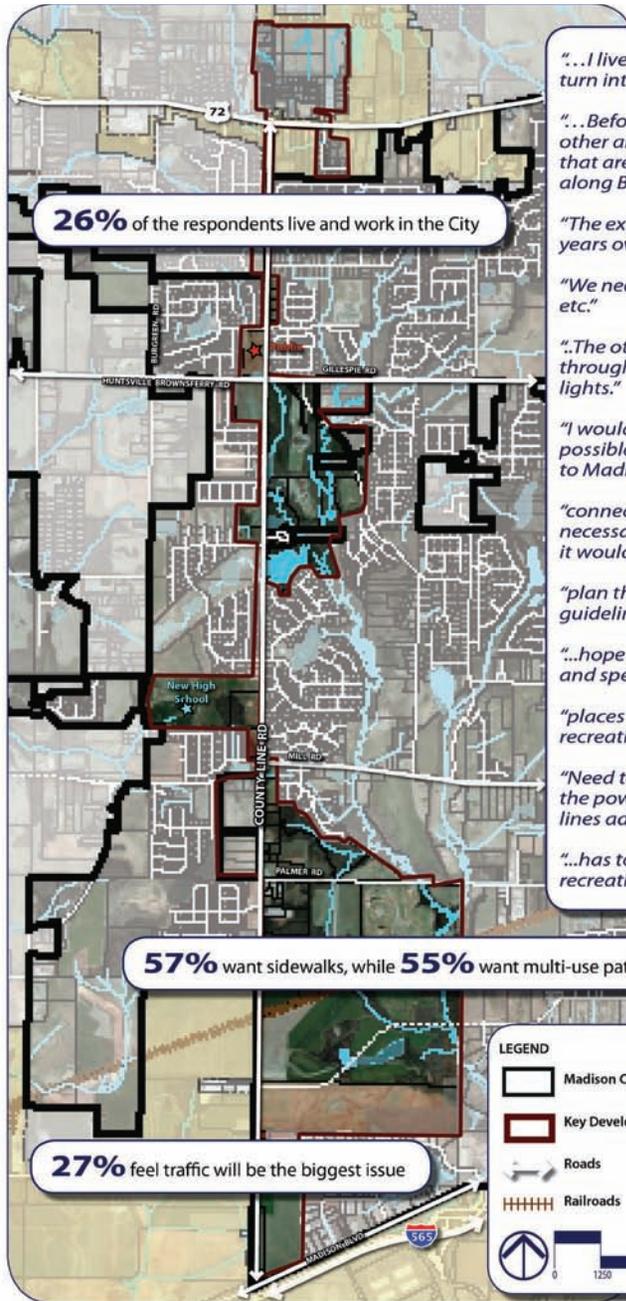


Figure 2.21 - County Line Framework Plan

FRAMEWORK & GROWTH PLANS



"...I live off of County Line Road. I don't want to see it turn into another HWY 72/University Drive..."

"... Before Madison grows over County Line Road, bring other areas with in the boundaries of the City of Madison that are still in "the county" into the city, for example along Balch Road."

"The exit onto Co Line from 565 (traveling west) is 15 years overdue. Get on it."

"We need more family friendly restaurants, shopping, etc."

"...The other suggestion I would give is that it remains a through corridor and not dotted with too many stop lights."

"I would like to see as much greenway preserved as possible to preserve the natural beauty that attracted us to Madison."

"connect the neighborhoods with safe bike paths (not necessarily full roads) and put smaller parks in between, it would create a bigger sense of connectedness"

"plan the development with strict architectural guidelines... preserve the aesthetics of the area."

"...hope that increased traffic will be planned for... Traffic and speed enforcement."

"places that parents can take their children for free recreation on this side of Madison "

"Need to do something about the "visual pollution" ie the power lines that continually just get more and more lines added to the existing poles."

"...has to have the right mix of commercial, office, parks recreation...have the right "feel"..."



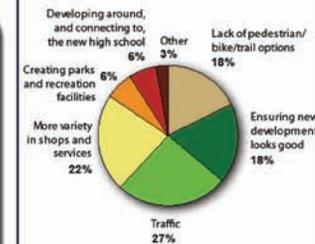
Most Popular Images



Least Popular Images

73% feel shops and restaurants are most needed along County Ln Rd

What kinds of new development are most needed along County Line Road?



What kinds of new development are most needed along County Line Road?

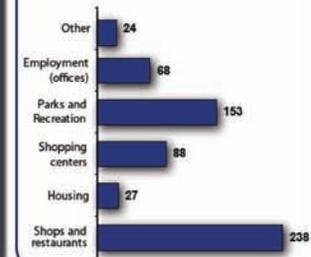


Figure 2.22 - County Line On-Line Survey Results

FRAMEWORK & GROWTH PLANS

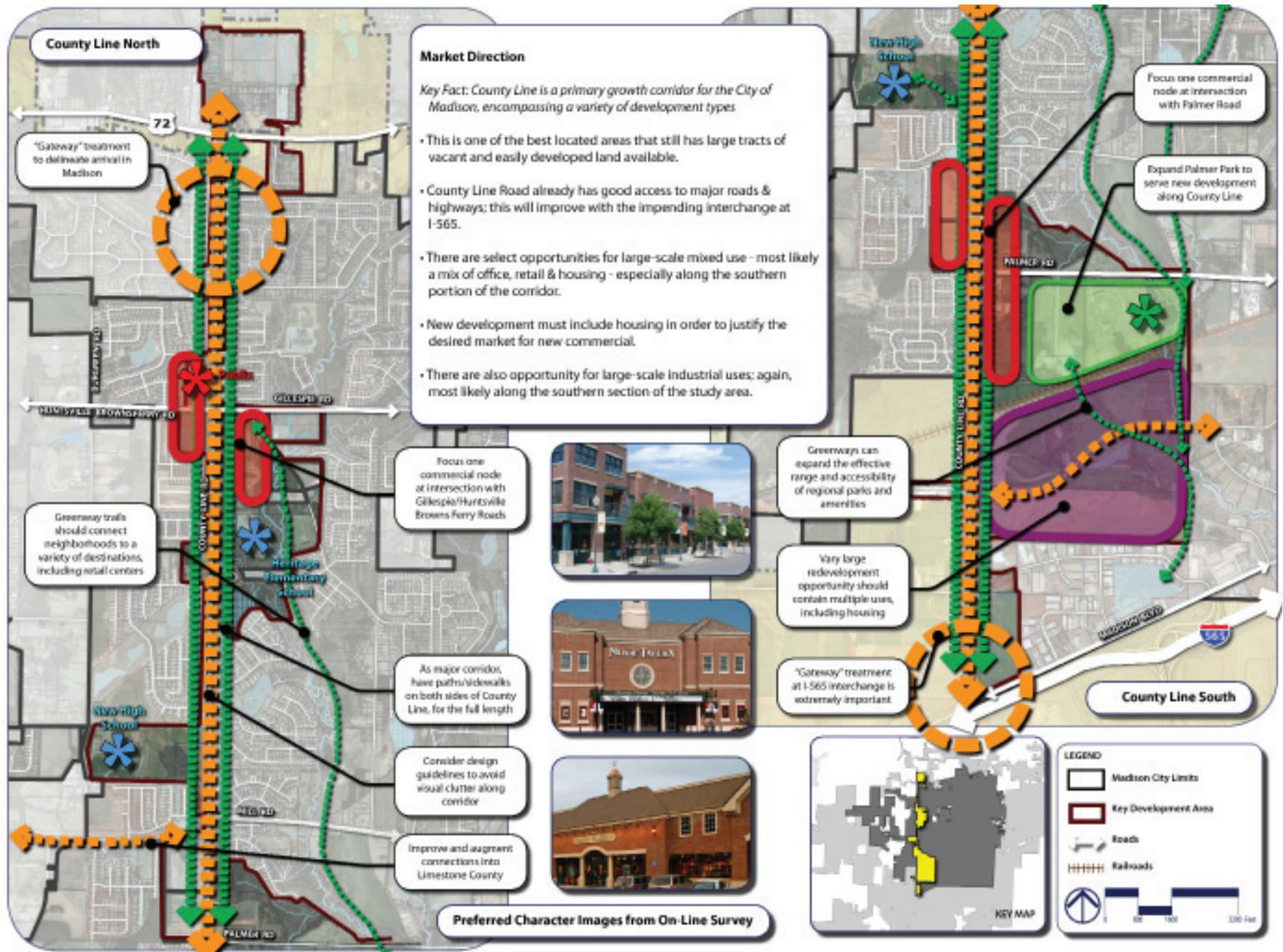


Figure 2.23 - County Line Master Plan Diagram

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County Line Road Vision

This aerial diagram focuses on the existing Publix center and the undeveloped parcels that surround it. By improving pedestrian and bike connections into the residential areas that encircle the node, it makes an increase in development density more feasible. The resulting density creates something more than a shopping center; it creates a “town center” - an area that is seen as an identifier for the adjacent neighborhoods, and which can become a focal point for the identity of the surrounding community.

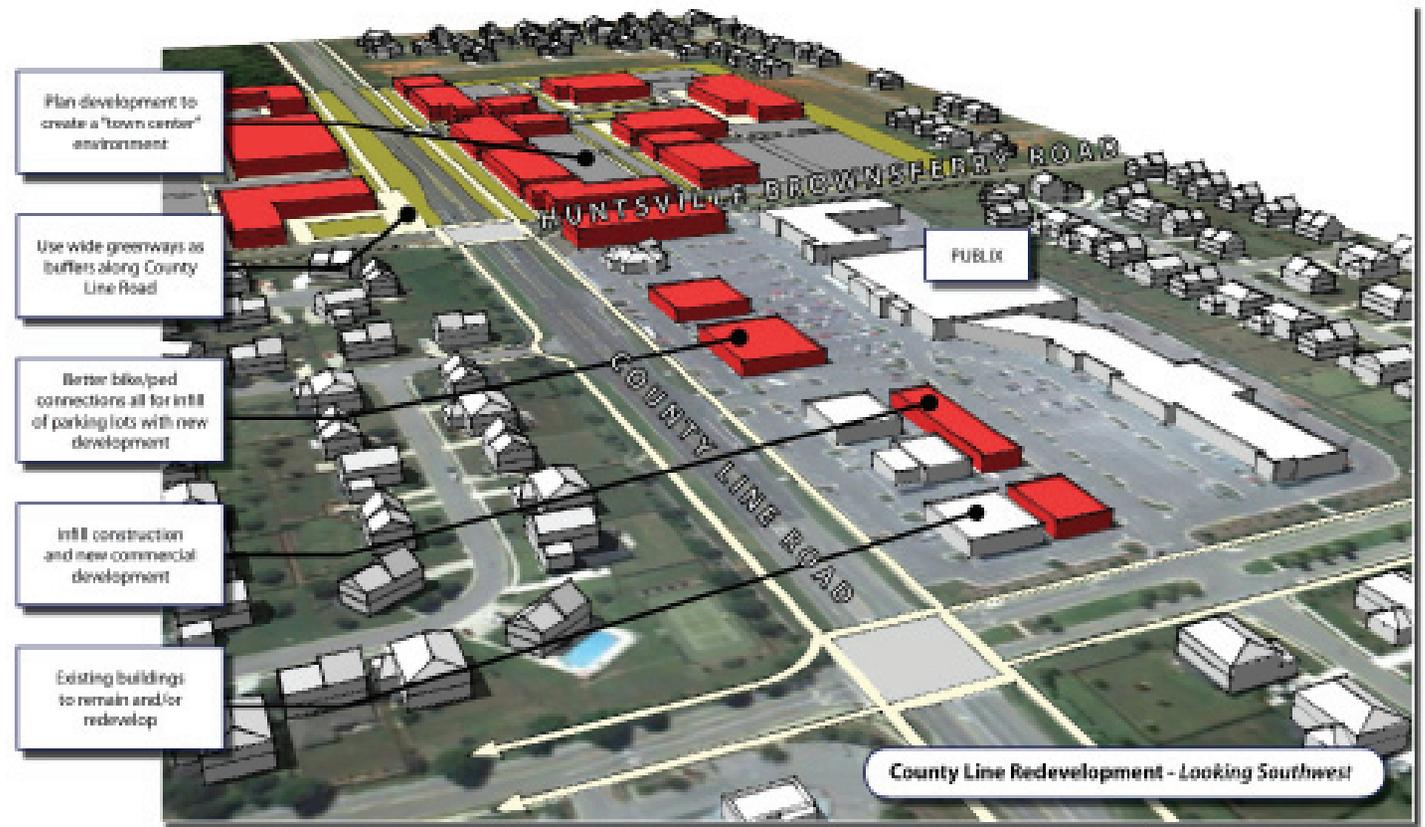


Figure 2.24 - County Line Road Aerial Diagram

FRAMEWORK & GROWTH PLANS

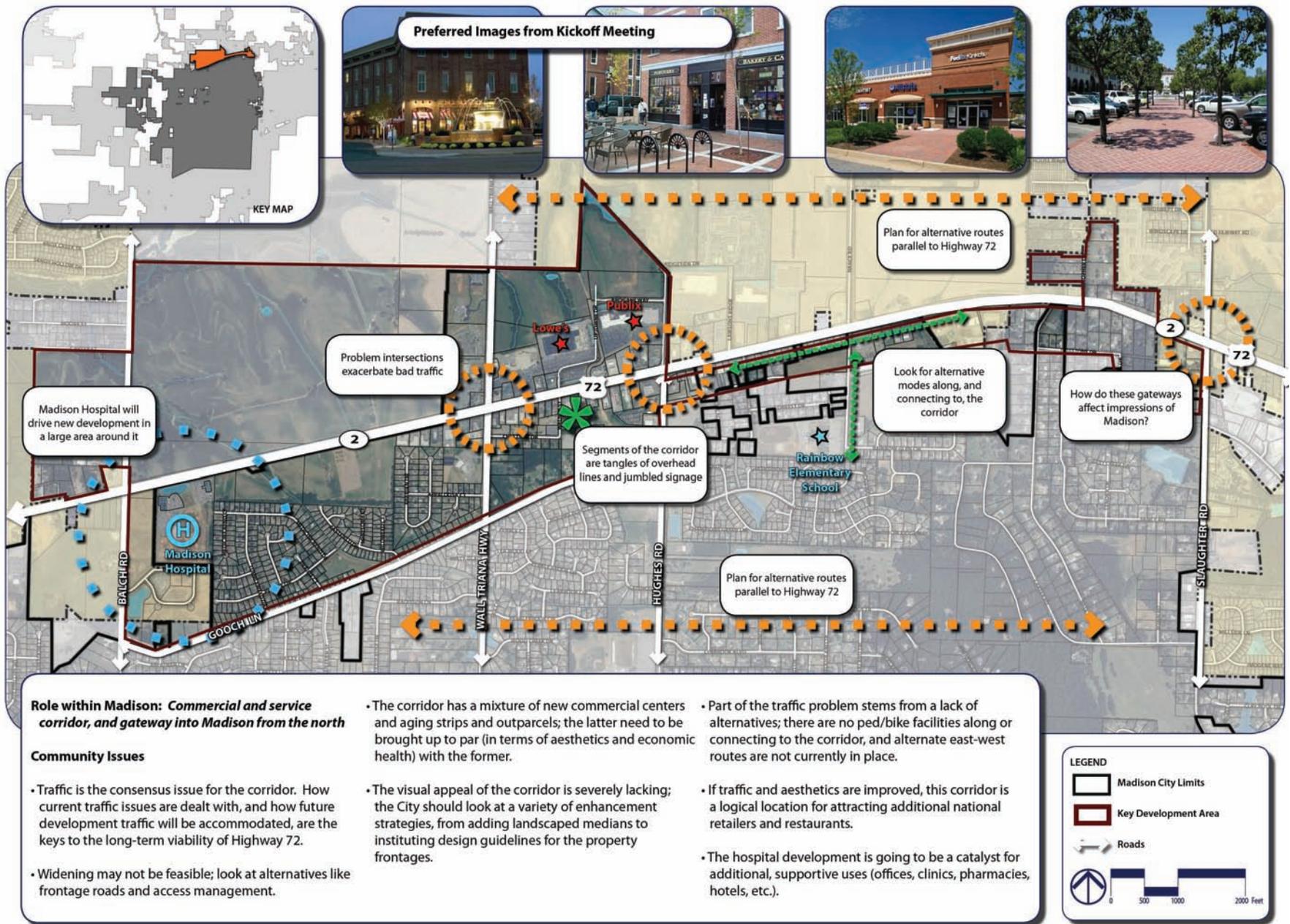
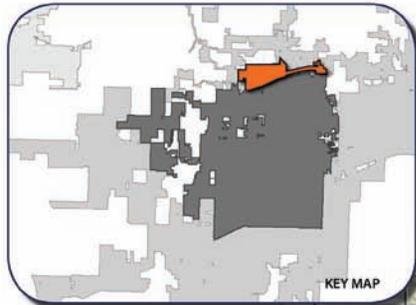


Figure 2.25 - Highway 72 Framework Plan

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Most popular images

50% want to see more sidewalks along and connecting to the corridor

77% want "Sit-down" restaurants and 47% want "Big-box retailers along Highway 72

47% want to see multi-use paths/trails



Least popular images

53% of the respondents live in the City of Madison

"Two words: "Architectural Standards." Madison does not appear to have any, and nowhere is this more evident than on Hwy 72..."

"This is the most used area for most of Madison on weekends. Need "back road" to get around..."

"Cleaned up in appearance, including everything from landscaping to standardization in buildings and signage"

"Highway 72 currently is visually unappealing and a traffic nightmare."

"...Traffic is too heavy. I try to avoid travelling along 72 if at all possible."

"A reduction in stoplights along the road. I see no reason for an entrance to the new Kroger directly to US 72. A widening of Jeff Road to accommodate additional lanes would have been sufficient rather than two stoplights 200 meters apart on a major artery."

"Billboards as currently presented are an eyesore"

"... creating the consistent "look and feel"..."

"Drivers often cut through surrounding neighborhoods to get out of the traffic congestion. Something should be done..."

"Better connectivity between the existing developments. Take some of the pressure off of 72"

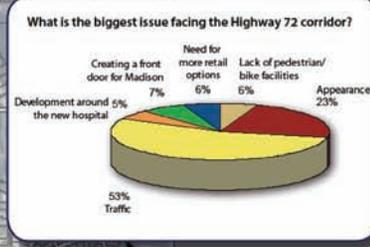
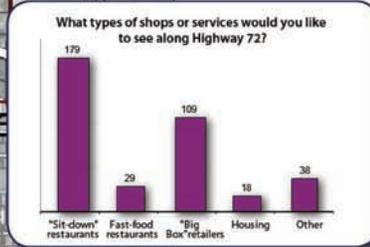
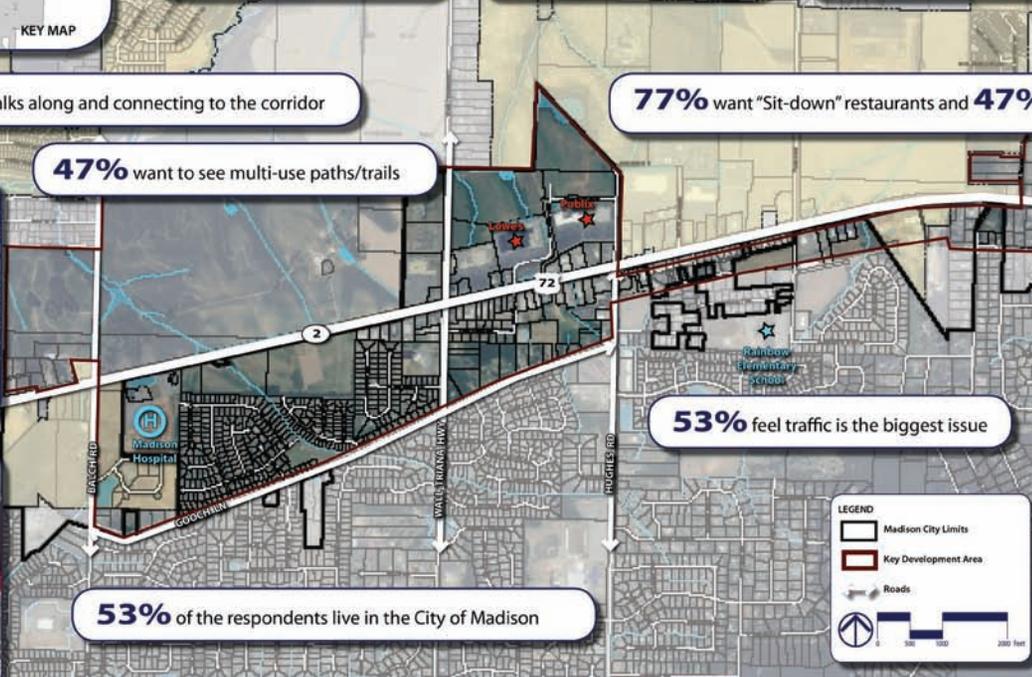


Figure 2.26 - Highway 72 On-Line Survey Results

FRAMEWORK & GROWTH PLANS

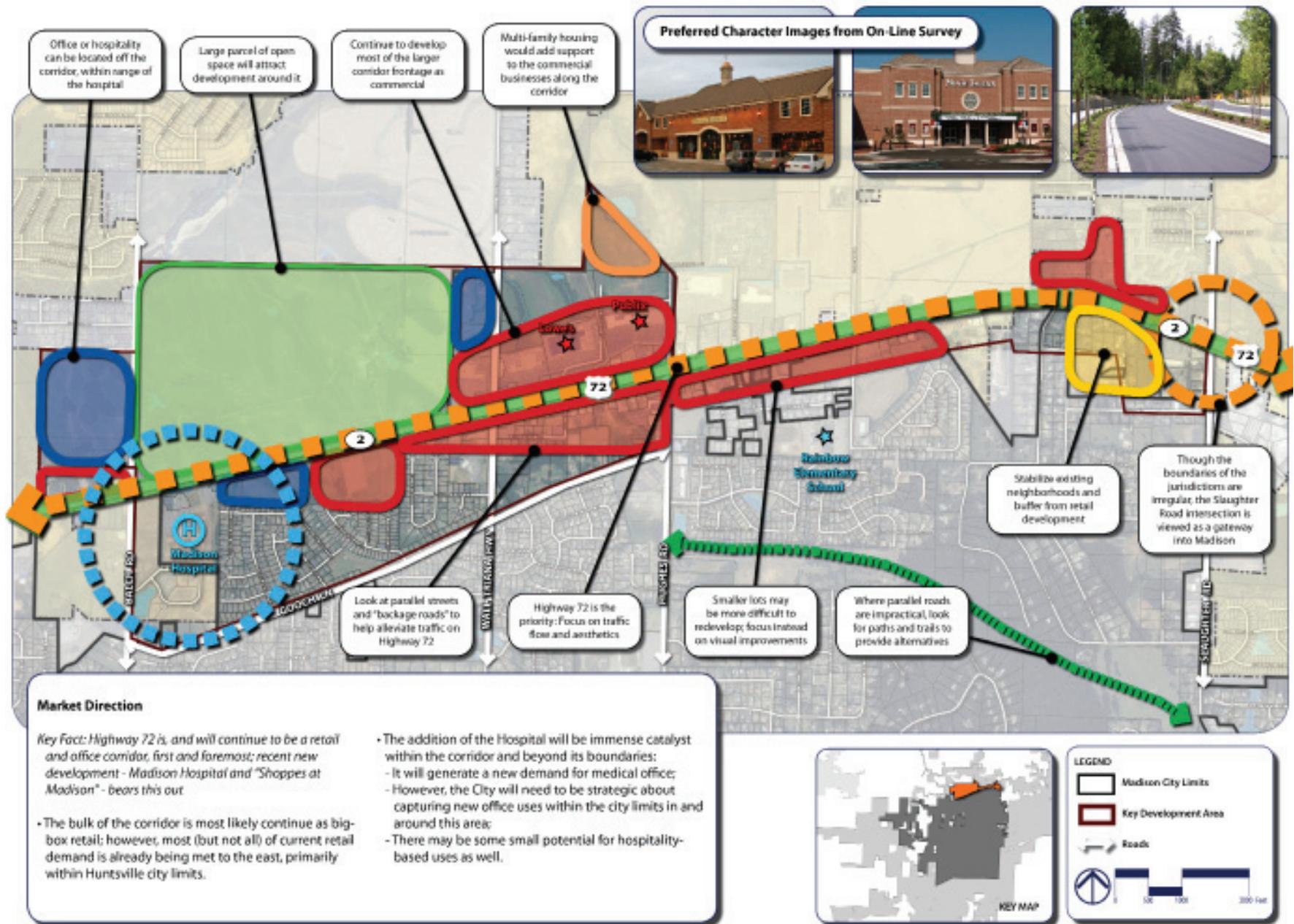
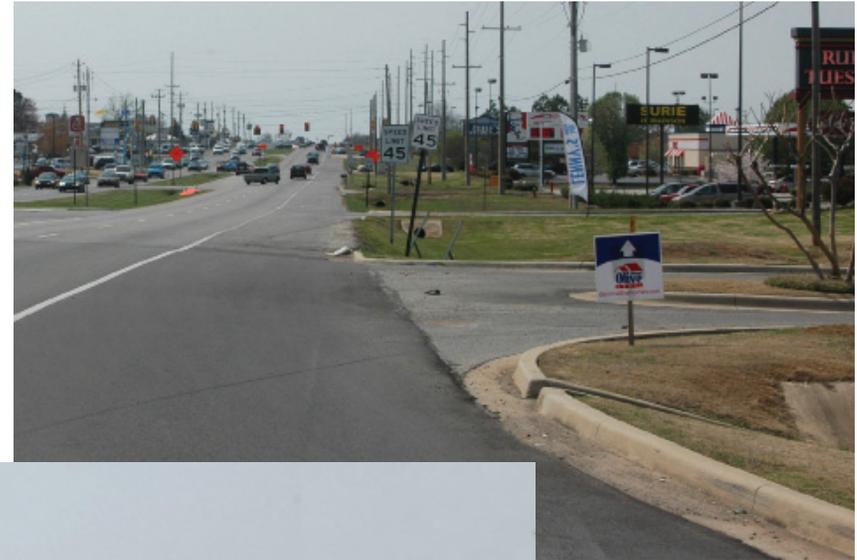


Figure 2.27 - Highway 72 Master Plan Diagram

FRAMEWORK & GROWTH PLANS

Highway 72 Vision

This photo simulation envisions a redesigned Highway 72, based on the application of recommendations from the Growth Plan. Strategies include general beautification of the median (with ALDOT consideration) and commercial frontages; pedestrian and lighting improvements; implementation of access management; and, the institution of signage regulations and design guidelines. There is potential for overhead utility relocation as well, as the larger parcels are improved or redeveloped.



Highway 72 "Before"



Figure 2.28 - Highway 72 "After"

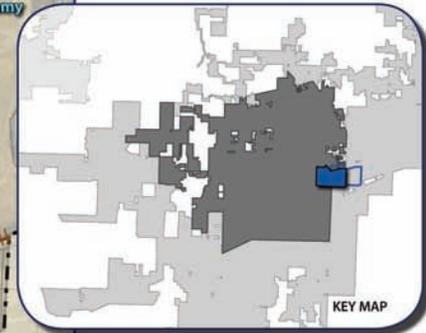
Old Madison Pike

The centerpiece of this KDA is Miller Plaza, and indeed it is likely to be the catalyst for any change within this area. An aging strip center, the building has far outlived its physical life expectancy, and the tenant mix reflects that. At the same time, traffic and accessibility are just as significant a concern. Traffic moving into Research Park to the east often gets backed up at the bridge and at Slaughter Road; the goal of most commuters ends up being just getting through the area as quickly as possible.

Despite the challenges, this KDA has a lot of upside, and is a very realistic target for redevelopment and revitalization. A location along a key commuter corridor, adjacent to a major employment center, provides a built-in customer base for all-day traffic. On top of that, being situated among several healthy, established neighborhoods means that business can be sustained on evenings and weekends as well. The potential for economic development, particularly through a focus on infill and redevelopment, is extremely high. Overall, it is a KDA with a tremendous amount of potential... it merely needs that first catalyzing project to gain momentum for the area.



Preferred Images from Kickoff Meeting



Role within Madison: Neighborhood Center and Commuter Corridor

Community Issues

- Miller Plaza is a community landmark, but needs to be re-envisioned to make it a catalyst for the area.
- Though Dublin Park is nearby, an additional, smaller park may be appropriate given the proximity to two local schools and multiple residential neighborhoods.
- Any proposed project should strike a balance between Madison Pike as a commuter route, and Madison Pike as a neighborhood street.
- Continue neighborhood-scale street grid and improve street (and multimodal) connectivity within the area.
- Greenway trailhead needs either better ped/trail access or more adjacent parking. Access should also be coordinated with nearby City of Huntsville greenway efforts.
- General pedestrian environment needs improvement throughout the neighborhood, but particularly along Madison Pike and between the residential areas and the commercial district.
- Engage private-sector partners to help strike a balance between development and preservation.



LEGEND

- Madison City Limits
- Key Development Area
- Roads
- ||||| Railroads

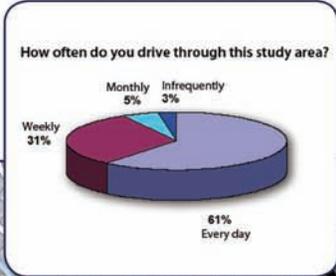
Figure 2.29 - Old Madison Pike Framework Plan

FRAMEWORK & GROWTH PLANS

Most Popular Images



Least Popular Images



"No more housing. In need of commercial property to add sales tax income for the city."

"... It needs new bridges through the swamp, more parking at the greenway entrance, and a bridge over or under Slaughter Road. It needs to be a road that's appropriate for the amount of traffic it carries."

"... The corner of Miller Blvd and Madison Pike has been an awful eye sore for 30+ years -- what goes on there?? You better clean this up before you proceed forward!"

"Provide more East-West thoroughfares to ease the traffic on Old Madison Pike."

"Development of Old Madison Pike is delicate. Unlike 72, it has the opportunity to become a more neighborhood-centric location with distinct charm."

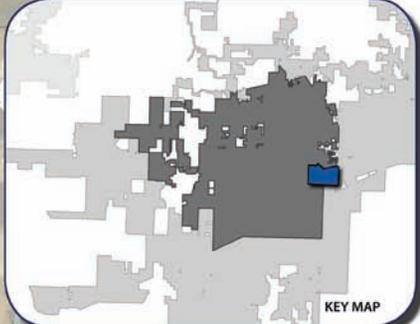
"Primary focus should be on widening the corridor. Total renovation of Miller Plaza."

"... might be a prime location to develop some parks/recreation, especially with the trailhead right there."

"... WIDEN THE BRIDGE!! ...Connecting the Hughes Rd./Old Madison Pike area with the Indian Creek Trailhead and further to Research Park using sidewalks and bike lanes would immediately improve the walkability of this area. WE NEED MORE ALTERNATE ROUTES!!"

"Its purpose to serve the residents close by with services does not need to change, it just needs a face-lift to be an area to be proud of."

47% almost never go to Miller Plaza



60% want to see "Neighborhood Retail" (restaurants, convenience shopping, etc.) sort of commercial activity in this area

31% want additional road connections

61% want more parking at the nearby trail head

75% want beautification along Old Madison Pike

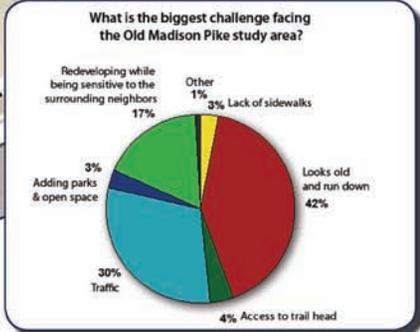
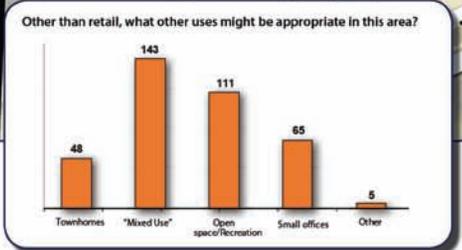
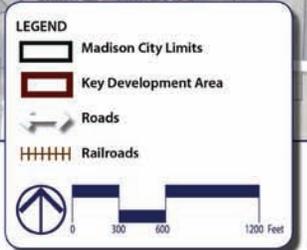


Figure 2.30 - Old Madison Pike On-Line Survey Results

FRAMEWORK & GROWTH PLANS



Figure 2.31 - Old Madison Pike Master Plan Diagram

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Old Madison Pike Vision

This photo simulation illustrates how proposed redevelopment strategies might visually impact the KDA. Improvements to the pedestrian and bicycle environments will make the area more accessible, and help reduce traffic congestion. New, mixed-use development will create an area that is more user-friendly for both commuters and residents of the surrounding neighborhoods.



Miller Plaza "Before"



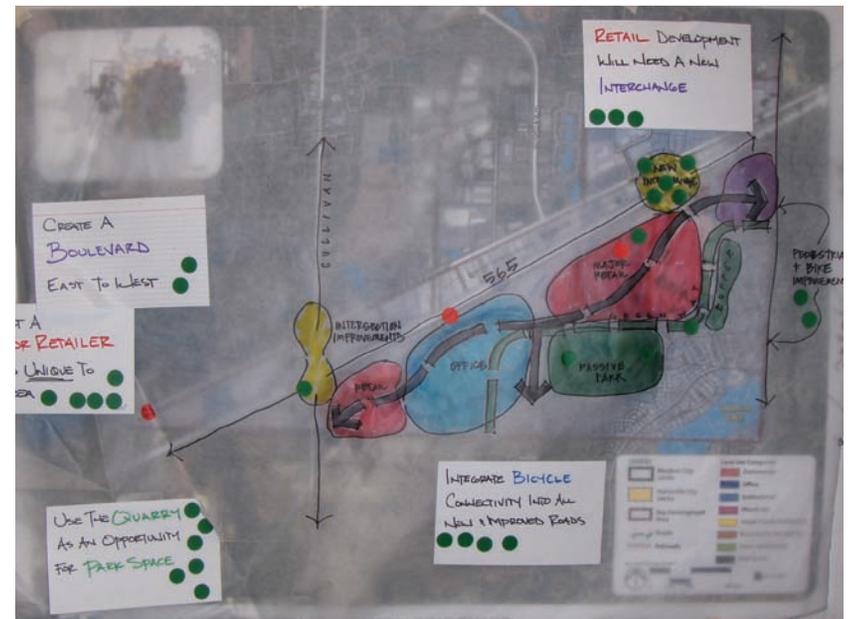
Figure 2.32 - Miller Plaza and Old Madison Pike "After"

I-565 Corridor

South Madison is an area of the City that despite its proximity to the highway is largely ignored by many who live and work in Madison. For many others, it represents employment, greenspace (the quarry) and airport access. Within the metropolitan context, however, it represents some of the highest development potential in or around Madison.

Central to the potential are the large, relatively flat parcels that make up the bulk of the land in the eastern part of the KDA, bounded by Zierdt Road. Combining these with the proximity to the airport and to I-565, these sites have the location and infrastructure base to draw and support regional-scale, multi-use commercial development. Actually implementing this sort of growth will require some proactive steps on the part of the City, but the core requirements are in place.

At the same time, there is potential to coordinate with future development in meeting some community desires - the reconfiguration of the quarry into a more formal park space, and the creation of a surface street/sidewalk network within the KDA. This ripple effect can extend to Madison Boulevard as well, providing incentive for some of the aging and under-performing retail centers to redevelop into more vibrant economic sites.



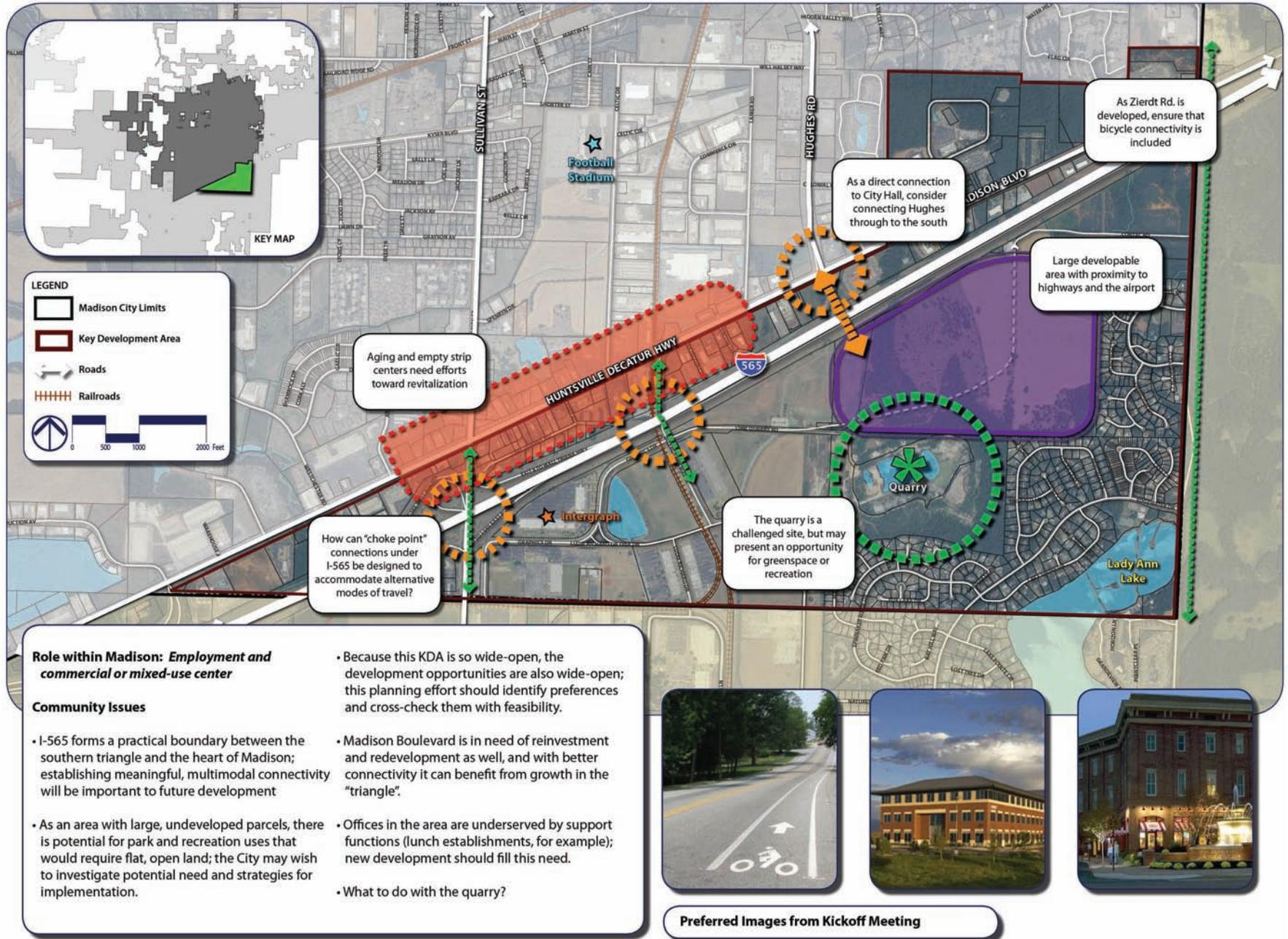


Figure 2.33 - I-565 Corridor Framework Plan

FRAMEWORK & GROWTH PLANS

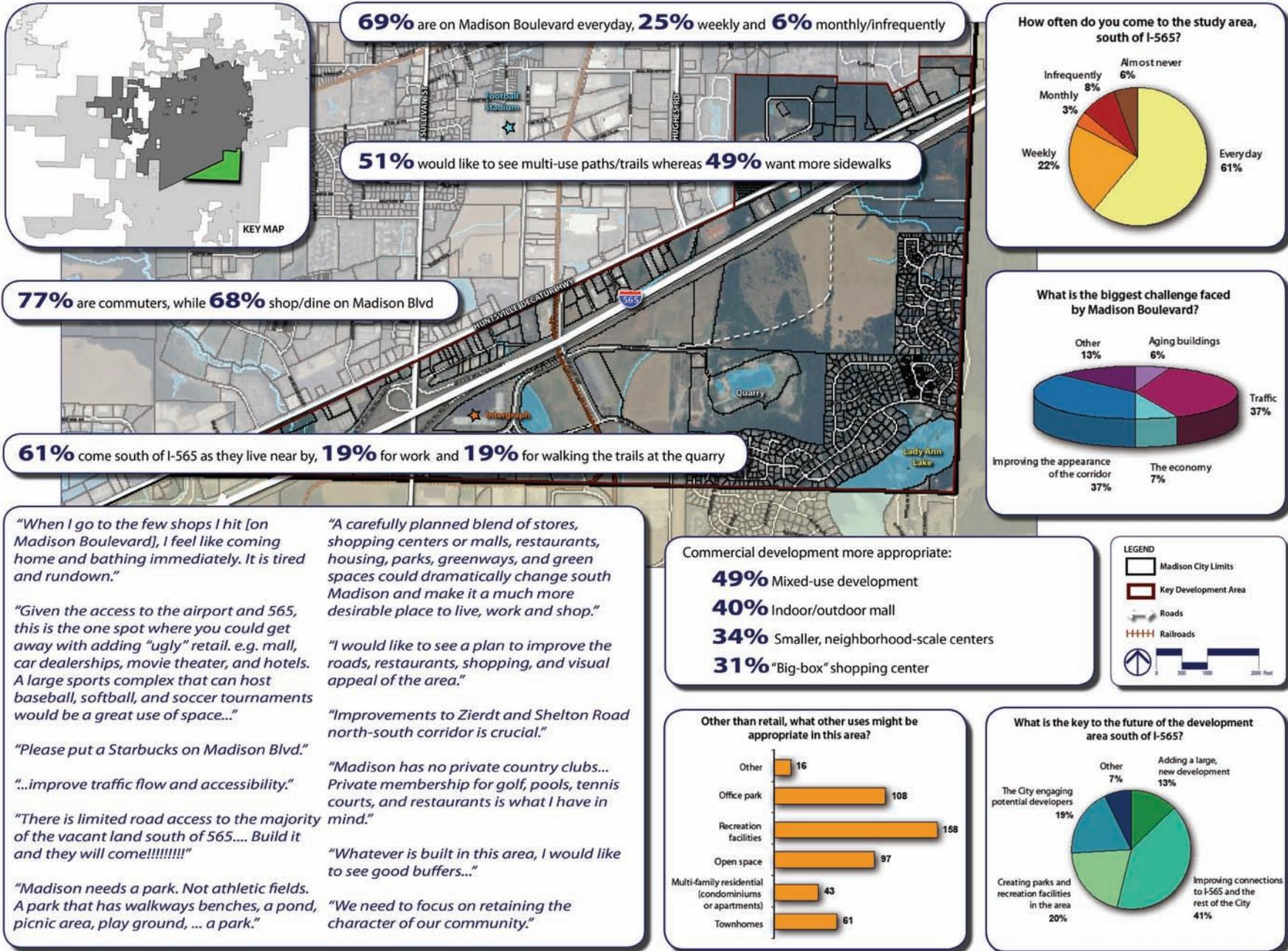
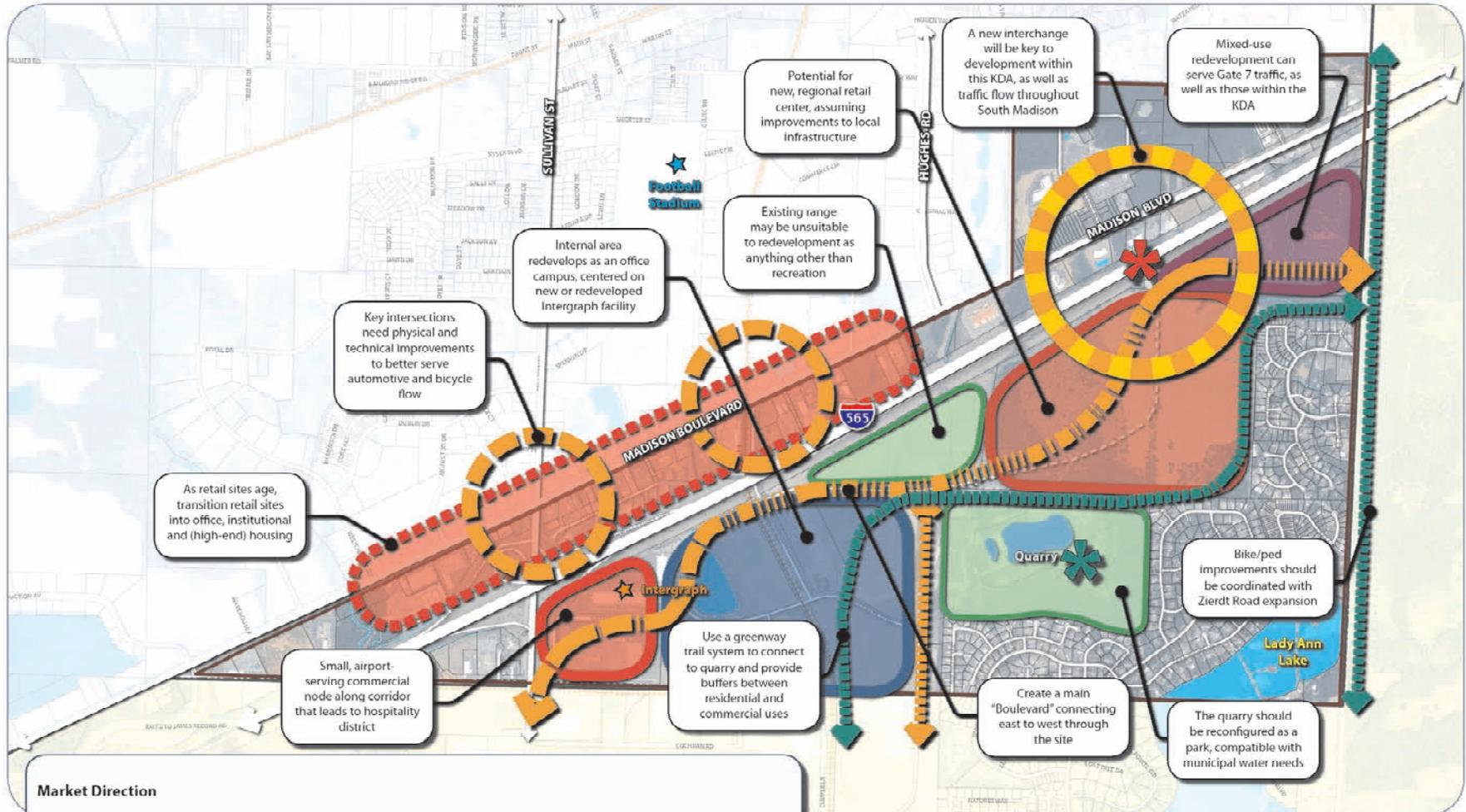


Figure 2.34 - I-565 Corridor On-Line Survey Results

FRAMEWORK & GROWTH PLANS

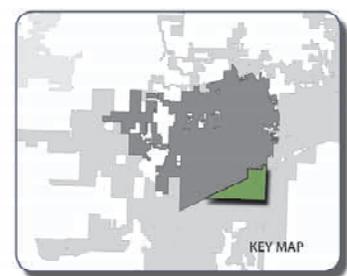


Market Direction

Key Fact: This area has the greatest interstate visibility of any district in Madison

- South of I-565
- A key decision will be in orienting the area toward office or retail... or both.
 - With the proximity to the airport and to I-565, this is one of best spots in Madison for office, regardless of the Redstone office project.
 - Lack of direct interstate access harder makes retail a more difficult sell; a new interchange would be very beneficial to the market.

- East Madison Boulevard
- There is such thing as "too much retail space". Effort should be made to strengthen existing retail at key locations, and adaptively re-use or demolish obsolete retail buildings.
 - The market would support a repositioning of the area to capture small-scale office.
 - It would also support a move to reposition the area as a hospitality/service core for airport traffic, and as a link to Redstone Arsenal.



LEGEND

- Madison City Limits
- Key Development Area
- Roads
- Railroads

0 500 1000 2000 Feet

Figure 2.35 - I-565 Corridor Master Plan Diagram

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I-565 Corridor Vision

This photo simulation shows Madison Boulevard rejuvenated through a combination of new streetscapes, the creation of signage guidelines, and the phased redevelopment of under-performing strip shopping centers into new office, institutional and housing projects.



Madison Boulevard "Before"



Figure 2.36 - Madison Boulevard "After"

Western Growth Area

Limestone County is new frontier for the City of Madison, and the spread of subdivisions on rural two-lane roads is a testament to the speed and newness of growth to the west. Compared to the established neighborhoods in East Madison, there is still significant room to grow - and add housing stock - in Limestone County, even if the City stopped annexation in the area. For many who live out west, however, the Growth Plan represents an opportunity to avoid the mistakes of development patterns to the east.

Much of the input from the public meetings and on-line surveys was geared toward getting in front of growth, and making sure that it both preserves some of the low-scale rural character and looks for specific opportunities to provide community amenities like shops, parks, and schools. It also seeks to solve traffic issues before they become issues by pre-identifying, and attempting to implement, routes for a more comprehensive and better-connected street and path network. The Western Growth Area is setting out to prove that preservation and development can not just coexist, but cooperate.



FRAMEWORK & GROWTH PLANS

Role within Madison: *Region for growth, primarily residential with minor supportive commercial*

Community Issues

- How do we preserve greenspace in the face of development?
- How do we identify and utilize opportunities for new Parks and Open Space? Where can we locate trails and recreation facilities?
- The City needs to develop and define clear annexation policies, for both external and internal parcels.
- For this area in particular, close coordination with the City of Huntsville is important, especially with regard to the adjacent Industrial and Conservation areas.
- Develop a connectivity network for this area, before development fills out the available land.
- Address potential aesthetic concerns (overhead utility lines, billboards) before they become more problematic.

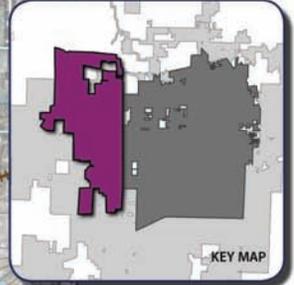
Current north-south connectivity is very limited, particularly from Highway 72

Development along Highway 72 should support residents of this Key Development Area

Make connections to parks and trails outside of the City

Once the new high school is on line, the surrounding area will likely form a focal point of activity and traffic

Establish east-west connections where viable



Preferred Images from Kickoff Meeting

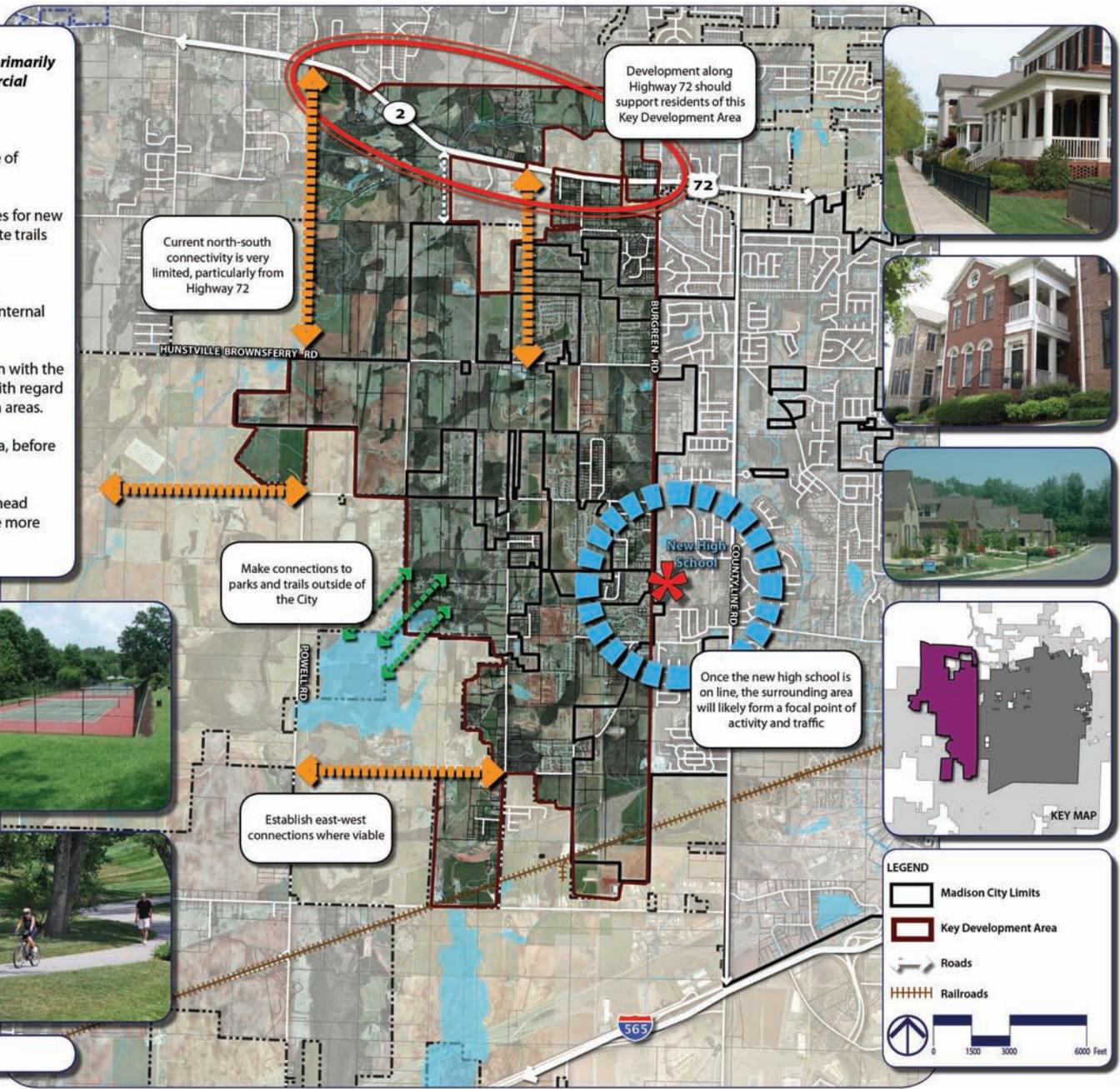


Figure 2.37 - Western Growth Area Framework Plan

FRAMEWORK & GROWTH PLANS

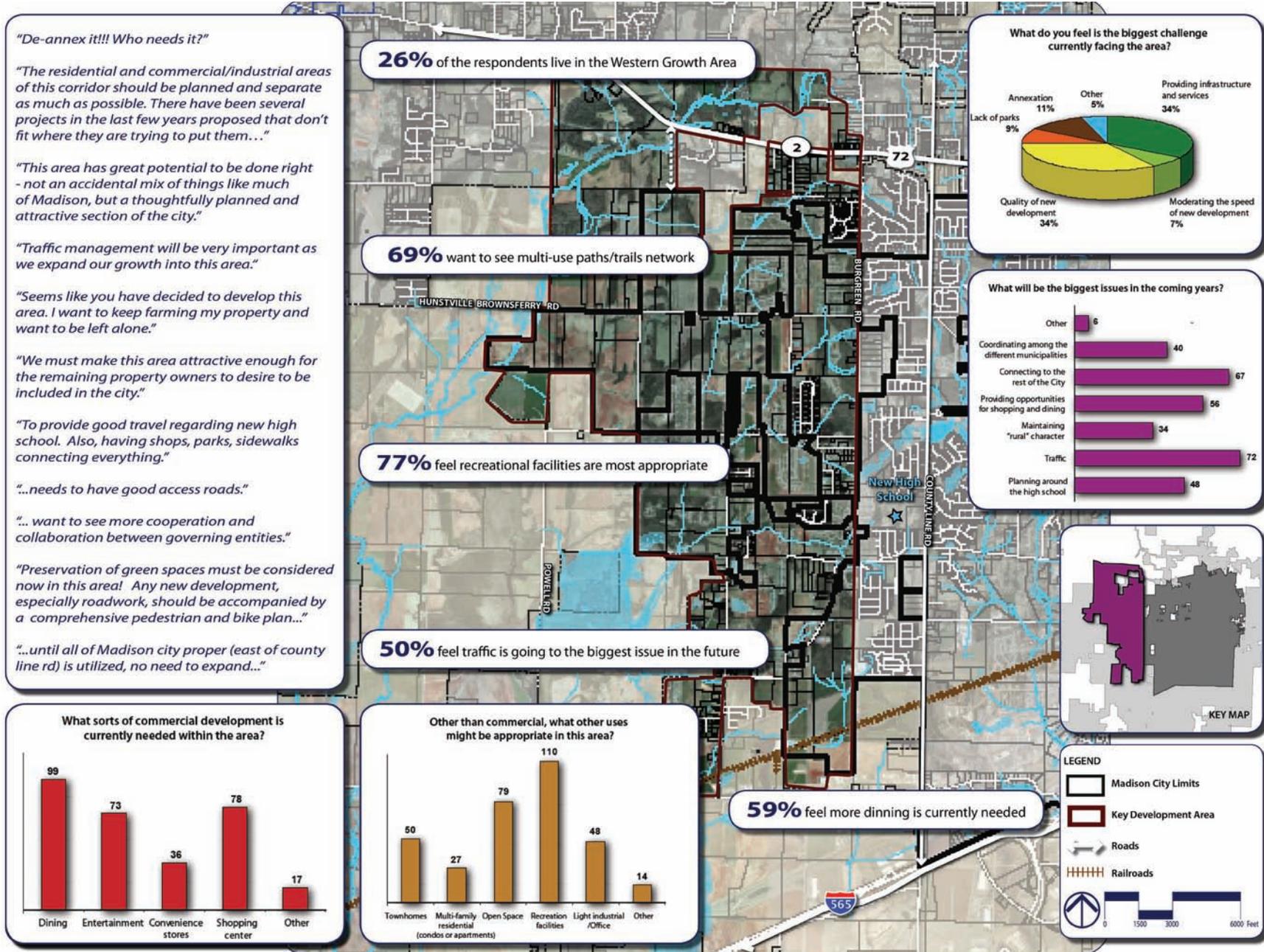


Figure 2.38 - Western Growth Area On-Line Survey Results

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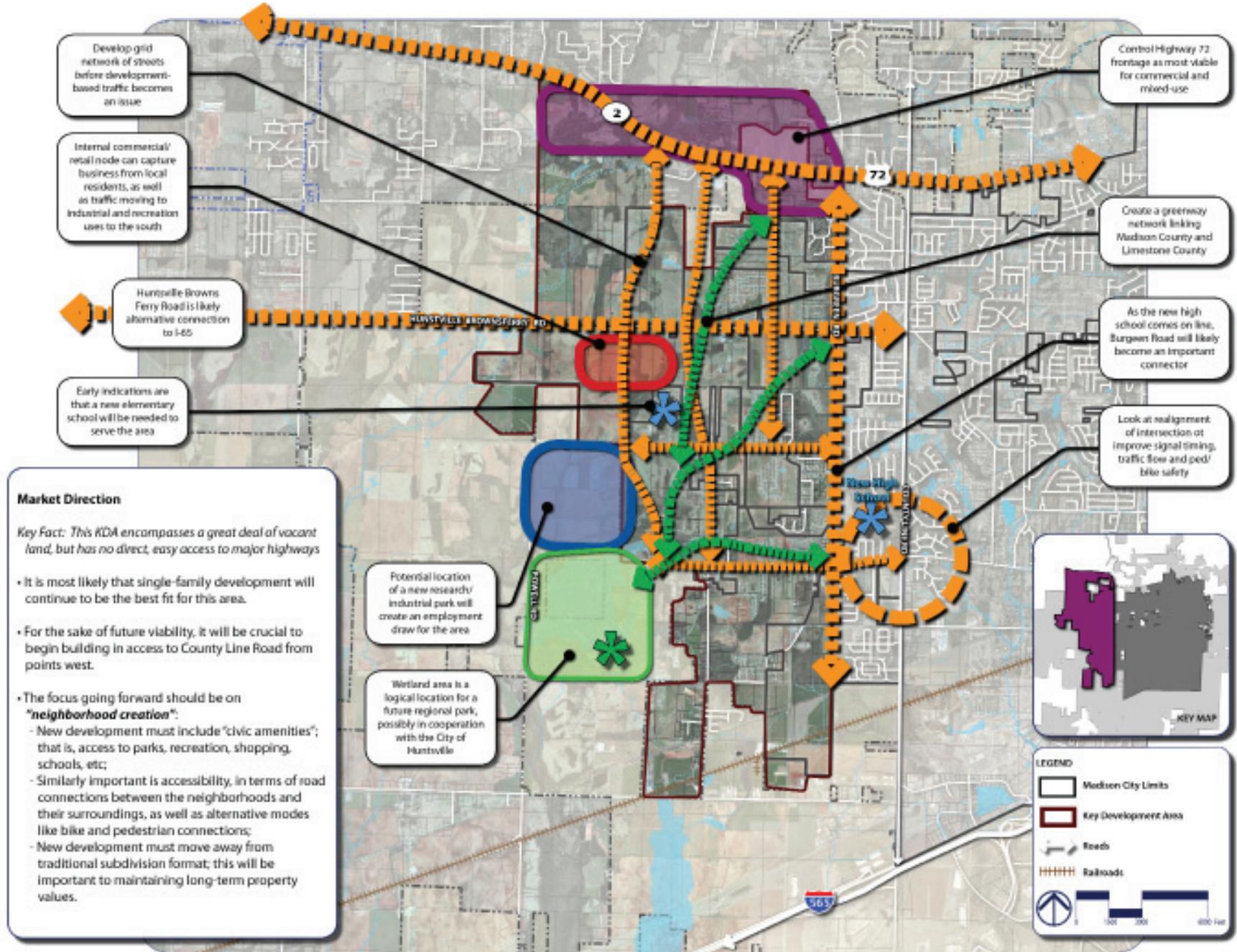


Figure 2.39 - Western Growth Area Master Plan Diagram

Goals and Objectives

With the key issues identified and a vision shaped for the City of Madison, this section provides a comprehensive summary of the targets for shaping growth in the coming decades. The following pages list general goals and objectives for city-wide considerations and for each of the KDAs. These are set aside not only to form the basis for the Action and Implementation Plan in Part III, but also to provide a series of “policy” guidelines for reviewing and analyzing future issues that might not be directly addressed in the Growth Plan itself.

For more detail on these projects - including categorization, potential timeline, budget order of magnitude, and responsible organizations - see Part III: Action Plan & Implementation.



FRAMEWORK & GROWTH PLANS

City-Wide Policies & Strategic Recommendations

Land Use

- **Preserve and enhance existing residential neighborhoods.** This may include, but not be limited to:
 - Controlling the **amount and density of non-residential uses** located adjacent to existing and planned neighborhoods;
 - Instituting **green setbacks and buffers** between residential areas and non-residential uses;
 - Creating **“covenant”-type regulations** to address fencing, signage, landscaping, etc. to maintain and encourage quality housing;
 - Improving **pedestrian and bicycle links** among neighborhoods and amenities such as parks, schools and shopping; and
 - Creating smaller, local-serving **commercial “nodes”** at key intersections.
- **Provide more parks and recreation facilities** to fill in gaps in greenspace coverage and to address the marked shortfall in available active playing fields.
- Recognizing that many parts of the Growth Plan recommend policies or projects that are not technically in keeping with the current framework, **ensure existing regulation supports plan recommendations**, and modify or add/remove land use categories to reflect the new vision for the City.
- **Historic Resources** can be a source of unique, iconic images for a community. These should be carefully tracked and maintained, and regulation should encourage adaptive re-use where applicable and appropriate.
- To accommodate changes in demand and shifts in the demographic make-up of the city, **promote diversification in housing stock**, in select locations. The focus should be particularly on small-footprint, ownership-based units targeted to seniors and “active living” residents who wish to continue living in Madison but who no longer wish to maintain a larger home.
- In order to guide both internal and external incorporation, make sure that the City has a clear direction for **assessing potential future annexation**.



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Connectivity

- Public sentiment was very much in support for a diversification of transportation options. The City should ensure that bicycle and pedestrian facilities are expanded and updated to reflect demand.
- **Enhance walkability throughout the City** by ensuring that new and improved roads include integrated sidewalks, trails and multi-use paths where appropriate.
- Use **access management strategies** to maintain (and in some cases improve) the performance of the existing street network.
- Ensure areas that are still growing have a **street network planned** or in place to accommodate that growth, particularly with eyes on connections to key intersections, nodes and development.

City-Wide Project List

- **Future Land Use Plan.** Update the existing plan to reflect recommendations of the Growth Plan and modify the land use categories to ensure compliance.
- **Neighborhood Retail Plan.** In concert with the Future Land Use planning effort, look for locations to create “nodes” of neighborhood-serving retail in a variety of scales.
- **Comprehensive Parks and Recreation Plan.** Conduct an analysis of existing inventory and demand, and create a city-wide framework for identifying locations and program for new parks and recreation facilities.
- **Historic Resources Inventory.** Survey and maintain a roster of all historic resources within the city, and categorize based on resource type and potential for adaptive reuse.
- **Annexation Guidelines.** Though the city is currently landlocked, there are still unincorporated parcels both internal and external that might be desirable for annexation. The City should develop a checklist for reviewing the desirability of any particular parcel.



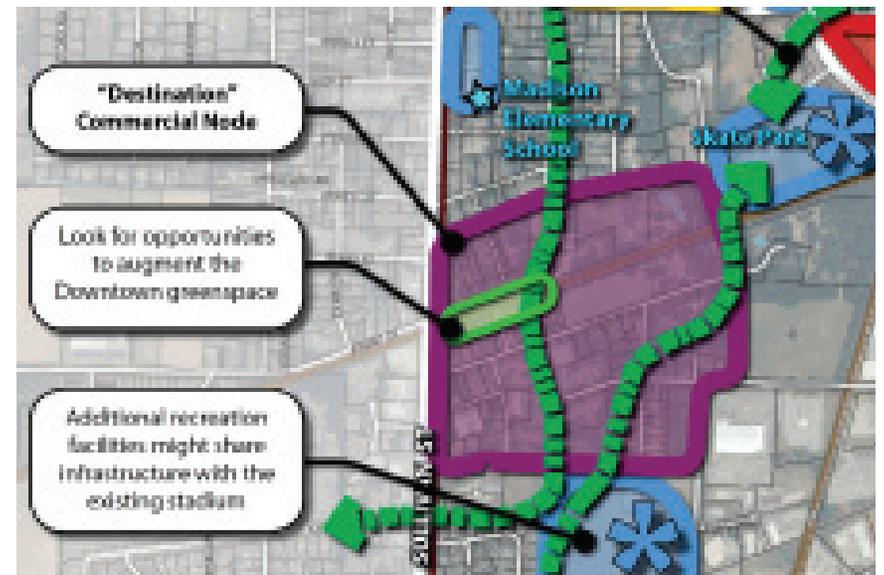
FRAMEWORK & GROWTH PLANS

- **Bicycle/Pedestrian Plan.** A two-fold approach should look at establishing and improving connections to existing neighborhoods, and creating a framework within which future development is served by the network.
- **Complete streets standards.** Create guidelines to ensure that, where desirable and appropriate, sidewalks/trails/bicycle facilities are designated for and designed into new roads and existing roads scheduled for improvement.
- **Access Management Plan.** Focusing primarily on arterials, outline a framework for reducing or moderating curb cuts, driveways, etc. and for encouraging interparcel access and shared frontage access.
- **Future Street Network Plan.** Applicable primarily in Limestone County and the area of the city south of I-565, the Major Street Plan effort should be expanded to identify and plan for future roadways and connections.

Midtown Madison Policies & Strategic Recommendations

Land Use

- Concentrate commercial development in three nodal types:
 - Local** - The sorts of shops and services that appeal to daily use by residents, in this case based around the Plaza Center;
 - Destination** - A core that draws people from inside and beyond City boundaries, and which utilizes specialty shops, boutiques and unique restaurants to create a sense of place - in this case, the Historic Downtown;
 - Commuter** - Automotive-oriented shopping that is usually concentrated along corridors and at major intersections, Madison Boulevard being the target for this KDA.
- Develop a detailed *Master Plan for the Historic Downtown*. The plan should focus on the physical expansion of the district, as well as strategies for wayfinding, adding greenspace, and business development and retention.
- *Improve links to the Stadium*, and study the potential of expanding its range of uses, including the addition of supplemental facilities (like recreational fields)



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on the surrounding property.

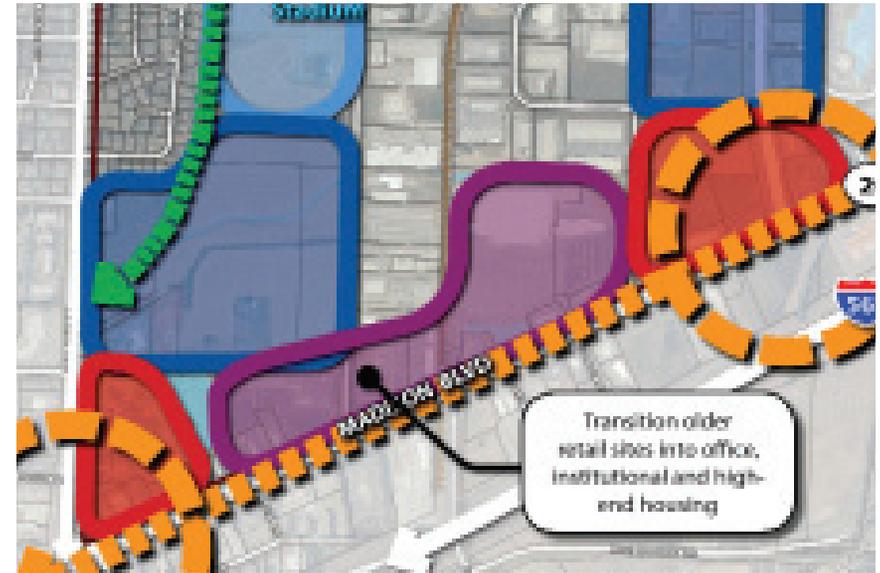
- Under-developed properties between the Stadium and Madison Boulevard should be targeted for larger-scale projects that supplement the function of Downtown. One possibility is to capitalize on airport proximity and **create a "Hospitality District"** - Higher-end hotels, and convention facilities - that serves air travelers and is close enough to use Downtown as a visitors' amenity.
- Along Madison Boulevard, older parcels and those that are not at key intersections or development nodes should **transition out of the retail inventory and into alternative uses**. Supportive uses could include housing (particularly of a higher density, like townhomes or flats), office (smaller scale than what might be found at the Gate 9 development or in Research Park), or light industrial (consistent with some of the existing uses internal to that block).

Connectivity

- Develop an alternative mode network of **sidewalks, trails and greenway paths** that connect among the various points of interest within and around the KDA. Include connections to residential areas as well, to improve overall mobility.
- **Improvements on Sullivan/Wall Triana** will upgrade the accessibility to the Historic Downtown. Any projects undertaken should include accommodations for alternative modes in addition to traffic improvements.

Midtown Madison Project List

- **Historic Downtown Master Plan.** Conduct a publicly-driven, parcel-level study of the historic district, including areas for potential expansion.
- **Sub-Area Master Plans.** Additional areas that may be targeted for more detailed planning include the parcels from the Stadium to Madison Boulevard, and the area surrounding Plaza Boulevard.
- **Wayfinding Program.** Develop directional signage guidelines and designate key locations for placement.



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- **Commercial Recruitment.** After completing the Downtown Master Plan, revisit and update the information package published by the City; include potential incentives and other forms of City support.
- **Targeted Rezoning.** Review zoning for the potential expansion areas around the Historic Downtown, along Madison Boulevard and on the larger internal parcels. In Downtown, the focus should be on fostering mixed-use and providing for more residential variety. On Madison Boulevard, create incentives (likely in the form of density bonuses) for mid-block commercial centers to redevelop as something other than retail.
- **Madison Boulevard Streetscape Improvements.** In concert with redevelopment efforts and the wayfinding program, develop and aesthetic upgrade project roster for improving the ROW of the corridor.
- **Sullivan / Wall-Triana Roadway Enhancements.** Also in concert with wayfinding efforts, improve operations along Sullivan, particularly between Madison Boulevard and the Historic Downtown.
- **Greenway Trail Network Feasibility Study.** Based on the initial Greenway Network in this report, look at more detailed engineering for developing a sidewalk and trail system within the KDA, and with connections to the wider network beyond.
- **Parking Study.** To support a downtown “destination” commercial node, develop a parking management plan to address the parking needs of retailers and residents. On-street parking is necessary to support area merchants and must be accommodated in a way that is not intrusive to adjacent neighborhoods. The plan should also address parking management for special events.



FRAMEWORK & GROWTH PLANS

County Line Policies & Strategic Recommendations

Land Use

- As in other KDAs, **focus retail development at key points along the corridor**, such as major intersections. Minimize mid-block strip centers that dilute the retail base and which create visual clutter along the route.
- The **implementation of design guidelines** may also help improve the aesthetic appeal of the corridor. Many residents expressed the desire that County Line Road not take on the same appearance as the particularly tangled sections of Highway 72.
- Palmer Park is a regional amenity, but it is undersized for current demand, let alone anticipated increase in demand. There is adjacent undeveloped land that may present an opportunity for **expansion of the facility**.
- The southern portion of the corridor has some very large undeveloped parcels that may be suitable for **multi-use development**.



Connectivity

- County Line serves not only as an important traffic connection, but also as an entry into Madison from the north and south. **Formal gateways should be developed** at (or near) both the Highway 72 and I-565 intersections.
- As the corridor develops, **sidewalks and bicycle facilities should be implemented** for the length of the route and on both sides of the thoroughfare. This will provide alternatives to driving and will help reduce traffic. Additionally, pedestrian and bicycle facilities should be connected east and west, linking the neighborhoods to key destinations on the corridor.
- The Madison Major Street Plan recommends widening County Line Road to a six-lane facility as a low priority project. The City is cautioned that a six-lane facility would not be compatible with a strong bicycle and pedestrian environment. A **four-lane median divided facility with access management** would accommodate the projected 20-year traffic forecast, be more economically feasible, and

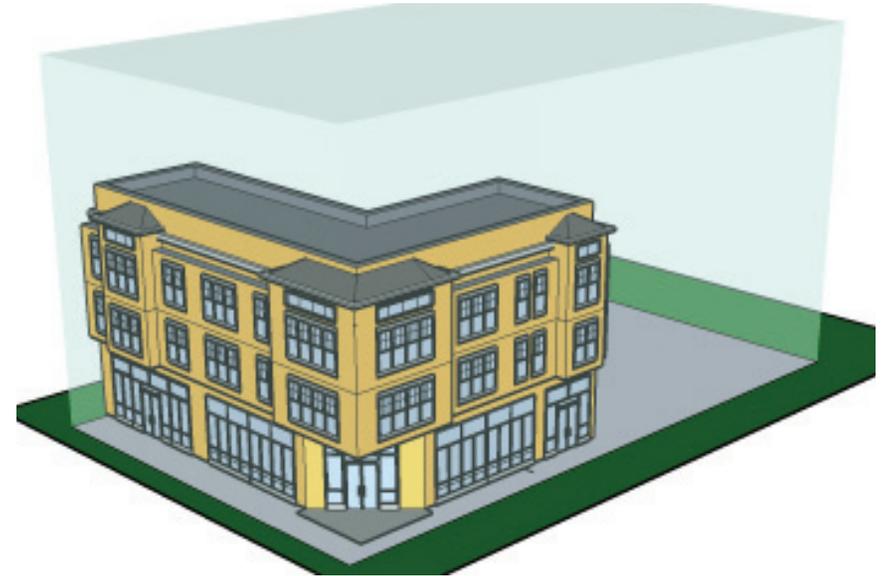


FRAMEWORK & GROWTH PLANS

enhance adjacent land uses.

County Line Project List

- **Gateways.** In concert with intersection improvements - if need be - and consistent with a broader “branding” effort, implement gateway treatments at the intersections with Highway 72 and the new I-565 interchange.
- **Zoning.** Review existing regulatory framework with an eye toward reducing potential retail designations along the corridor, beyond designated “commercial nodes”. Within those designated nodes, however, retail and commercial uses should be exclusive. Institutional and/or assembly should only be introduced to support municipal functions.
- **Design Guidelines.** Create and implement signage and frontage standards for commercial properties along the corridor, focused on creating a consistent and “uncluttered” visual environment for the length of County Line Road.
- **Access Management.** Begin looking at policies for reducing existing curb cuts and implementing better interparcel connectivity to reduce the number of future curb cuts.
- **Mill Road Realignment.** For functional traffic flow, and to improve the safety of the pedestrian crossing environment, develop a plan to replace the current offset alignment with a true four-way stop at Mill.
- **Palmer Park Expansion.** As part of a larger effort to identify future park land, develop a plan to expand Palmer Park, with an eye on complementary programming (that is, passive open space as opposed to recreation fields).
- **Greenway Network Planning.** Identify routes and trailhead locations for additional greenway infrastructure.



FRAMEWORK & GROWTH PLANS

Highway 72 Policies & Strategic Recommendations

Land Use

- The primary corridor function is going to continue to be commercial, and retail in particular. Future land use will provide the framework for Highway 72 functioning as *a major commercial district*.
- Support *select locations for office*, especially in relation to the Hospital development.
- As the property north of Madison Hospital transitions to open space preserve, it is likely to attract complementary development - particularly residential - around it. Depending on how the preserve is programmed (active, passive or undisturbed), this could support adjacent *multi-family and office* uses.
- Multi-family uses would be compatible in targeted amounts along the corridor, most likely to the north of Highway 72. To encourage higher-quality and more sustainable product, these will be designed with *close integration to nearby commercial centers and greenspace amenities*.
- The Slaughter Road intersection would benefit from a *gateway treatment*, regardless of the irregular municipal boundaries that surround it.

Connectivity

- East/west connections are difficult if not impossible to make via a street network. Look instead for opportunities to *expand the city-wide greenway network* to at least alleviate some of the volume on Highway 72.
- The traffic environment of Highway 72 (speed and volume of traffic) is not compatible with pedestrian and bicycle needs. As the corridor re-develops, attention needs to be paid to *improving conditions for alternative modes*. The first initiative should focus on getting bike/ped access to and across Highway 72 from intersecting north/south corridors. Attention to bike/ped access along Highway 72 is a lower priority and should be done in concert with a larger highway improvement project.



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- **Traffic signal timing and management of access** to the highway are critically important to managing the existing capacity of Highway 72. A cooperative effort between the City of Madison, Alabama DOT, and the City of Huntsville is necessary to make improvements in these areas.

Highway 72 Project List

- **Access Management Study.** Part of what slows traffic along the corridor is the number of curb cuts from the individual businesses that line the highway. An access management plan can identify strategies for reducing these cuts, thus cutting down on the frequency of interrupting turn movements.
- **Gateways.** In concert with the city-wide effort, plan for gateway treatments at multiple locations along the corridor, including Slaughter Road, Hughes Road and Balch Road, at a minimum.
- **Zoning.** To bring existing regulations in line with planning goals, targeted parcels should be rezoned to broaden potential redevelopment for mixed-use.
- **Design Guidelines.** Though the implementation may take several years and occur in an irregular fashion, the implementation and enforcement of a standardized design overlay would help reduce the visual clutter that plagues sections of the corridor. Key elements would focus on consistency of signage and potential relocation of power lines.
- **Signal System Timing.** Request a project through the Huntsville MPO and Alabama DOT to optimize traffic signal timing on Highway 72. Timing should be optimized every three to five years.
- **Roadway Enhancements.** Segments will require additional study, but transportation upgrades will be necessary to improve traffic flow along the corridor. Solutions may vary even segment by segment, but will likely include improvements to signalization, lane operation and road widening.



FRAMEWORK & GROWTH PLANS

Old Madison Pike Policies & Strategic Recommendations

Land Use

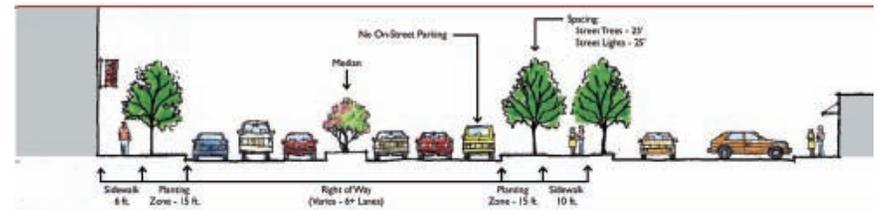
- Development in the heart of the KDA should be focused on **commercial mixed-use**, including neighborhood-serving retail, small-scale office and condo-style residential.
- As outlined earlier in this report, residential does make sense from a market perspective, and this KDA would support both **medium-density (townhome) and single-family style residential**. The former can be used not only to provide more foot traffic for the new businesses, but also to buffer single-family neighborhoods from the higher-density uses on Old Madison Pike.

Connectivity

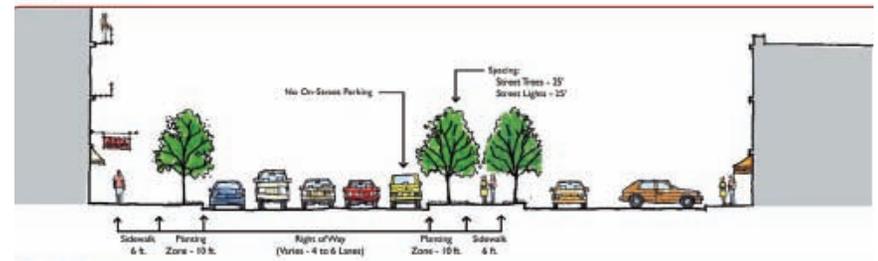
- Of primary importance will be **improvements to Old Madison Pike**, linking to the east (some of which are in process of implementation). To maximize efficacy, multi-modal consideration will be made, as allowed by right-of-way.
- This KDA can serve as **a hub for the future greenway network**, providing connections east to the Huntsville trail head; west to the YMCA, skate park, Dublin Park and Downtown; and north and south to residential neighborhoods.
- As development occurs between Old Madison Pike and the rail corridor, **an internal street network should be created**, to maximize connectivity, and minimize impact on the existing streets.

Old Madison Pike Project List

- **Old Madison Pike Master Plan.** Conduct a publicly-driven, parcel-level study of the area surrounding and including Miller Plaza.
- **Rezoning.** In order to support some of the mixed-use models suggested in the plan, it is likely that some of the central commercial properties will need either a rezoning or a supplemental overlay to augment existing regulation.



6.4.1 Boulevard



6.4.2 Thoroughfare

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- **Gateway Implementation.** An entry gateway at the Slaughter Road intersection would welcome drivers coming from Research Park, and potential pedestrians and cyclists coming from the trail head.
- **Roadway Enhancements.** Continue traffic operation improvements, as well as streetscape upgrades. Focus first on intersection improvements at Old Madison Pike and Slaughter Road. New street connections to Zierdt Road and Portal Lane will be important for system connectivity as the area develops. Each of these new street connections will be constructed with bicycle and pedestrian accommodations.
- **Greenway Network Planning.** As a potential network hub, identify likely routes and typologies for sidewalks, bike routes, paths and trails.



I-565 Corridor Policies & Strategic Recommendations

Land Use

- Madison Boulevard should begin to *“prune” some of the older, under-performing retail centers*, and reorient them towards alternative uses. Small office, medium-density residential and hospitality are fits for the area. Retail should be focused at key “nodes”, like major intersections and larger parcels.
- South of I-565, the land is very much wide-open for potential uses, but economically is *most feasible for commercial retail and office*.
- Physically, the quarry is a difficult site to redevelop as anything other than open space. In cooperation with the Water Board’s reservoir efforts, look at strategies for using the surrounding land to *meet a local need for greenspace*.

Connectivity

- Retail to a large extent and office to a slightly lesser extent will rely on the creation of *a new interchange at I-565*, providing direct access into the KDA. This will not only provide better connections for new development, but will improve traffic flow within the rest of Madison by reducing the strain on the



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existing adjacent interchanges.

- Existing connections under I-565 will require some improvements, as they are current choke points, especially for commuters. Wholesale reconfiguration might be prohibitively costly, so the approach may consist instead of *signalization and timing upgrades*.
- If the quarry can be reinvented as a park, expand its reach by *forging greenway connections throughout the KDA*, and to Zierdt Road in particular.
- Capacity on Madison Boulevard needs to be preserved from future deterioration by *application of access management principles*. In particular, the section of Madison Boulevard between Sullivan Street and Intergraph Way could benefit from an access management retrofit.

I-565 Corridor Project List

- **Zoning.** Confirm existing regulation supports plan-designated uses, and modify as required to support mixed- and multi-use development of a regional scale.
- **Interchange Planning.** The timeline for conducting and obtaining approval for an Interchange Justification Study can easily take three to five years. Due to the importance of an interchange to high-density development, it will be important to get this process started as soon as possible.
- **Quarry Park Planning.** Most of the effort will be concerned with coordinating planning around a functioning reservoir, but this is not without precedent nor prohibitively difficult.
- **Greenway Network Planning.** Based on connections with a new quarry park, and linking into bike paths associated with the Zierdt Road extension.
- **Access Management.** Working with Alabama DOT, prepare an access management plan for Madison Boulevard.



FRAMEWORK & GROWTH PLANS

Western Growth Area Policies & Strategic Recommendations

Land Use

- While the majority of this district will be single-family residential, the City should begin to identify key locations within (and adjacent to) the KDA that would be suitable for commercial use. Following the **“commercial node” model**, an internal, local-serving neighborhood retail center can be designated, as well as potential sites for an elementary school and recreation areas.
- Annexation opportunities are dwindling, but selective moves should be made to **acquire land that will buttress the Master Plan**. Any available frontage on Highway 72, especially east of Powell Road, would be a reasonable addition, as would the large parcels at the northwest corner of Powell and Huntsville Browns Ferry.
- The construction of the new high school at Burgreen Rd. will catalyze some adjacent development pressure. **Avoid over-developing retail** at locations other than those identified in the Growth Plan.

Connectivity

- For traffic flow and accessibility, **adding and improving connections to County Line Road and Highway 72** are critically important. While the street network is the main thrust of efforts, to the greatest extent possible new and reconfigured roads should include sidewalks, bike lanes and/or multi-use paths. If bike/ped accommodations are incorporated into all new or reconfigured streets, then off-system trails may be duplicative.
- The existing street network has large gaps in service both east/west and north/south. If the City lays out a network in advance, it can more easily shape the desired vision for future development within that network.
- As new roads are planned in this area, there is greater opportunity for **introduction of roundabouts** as a safer and operationally sound intersection



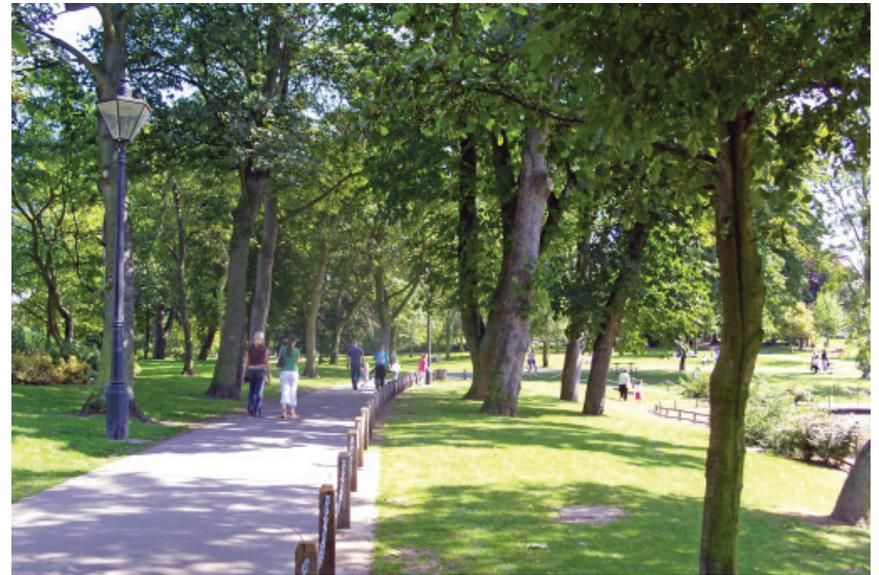
FRAMEWORK & GROWTH PLANS

treatment.

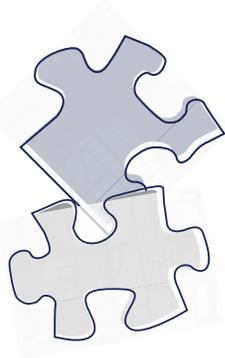
- New residential neighborhoods should be developed with a high level of street connectivity, *avoiding use of cul-de-sacs and dead-end streets*.

Western Growth Area Project List

- **Zoning.** Particularly in rural areas or in separate municipalities, zoning can be inconsistent and potentially incompatible with a developed vision. Though the predominant designation will continue to be single-family, it will be important to bring regulation in line with parcels targeted for commercial or institutional development.
- **Roadway Network Planning.** Before development overtakes the KDA, the City should plan and begin construction on a well-connected road grid for their Limestone County jurisdiction.
- **Recreation Facility Study.** An acknowledged need within the City, the Western Growth Area is one of the more likely landing spots for additional recreational fields and facilities.
- **Greenway Network Planning.** This can occur in parallel with the Roadway Network effort, but can look at both on-street and off-street options for creating a comprehensive alternative-mode network.
- **Elementary School Site Investigation.** Anticipating a growing need for facilities to accommodate anticipated growth in Madison/Limestone, the City and School District should identify potential locations for new projects.



PART III: ACTION PLAN & IMPLEMENTATION



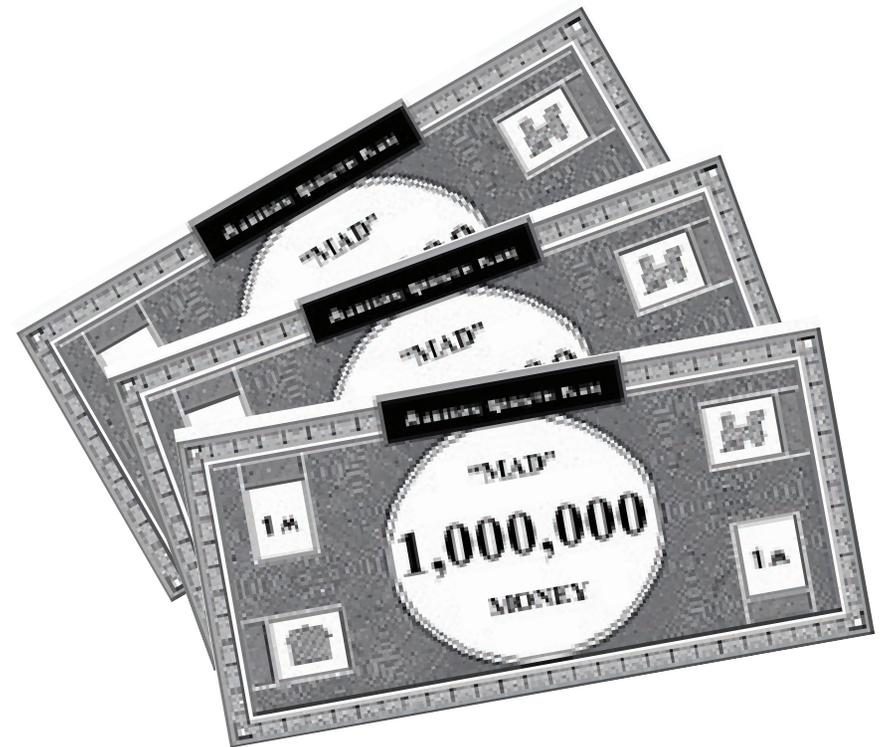
Overview

Even the most detailed plans mean very little without implementation.

With the Growth Plan in hand, the next step is laying out the path for realizing the community vision in each KDA, and for the City as a whole. To ensure that the plan doesn't get "stale" - that is, sit on the shelf until it is forgotten or no longer relevant - it should serve not simply as a "to-do" list, but should function as an actual tool for implementation. This tool is the Action Plan. By developing a roster of projects and including strategies and steps for the successful realization of each one, and by setting milestones and metrics for measuring success based on how well the efforts hew to the vision expressed by the community, the City can use the Action Plan on a regular basis. It can:

- Inform decisions on zoning;
- Provide guidance on proposals for new development;
- Help set the annual budget;
- Suggest staffing changes; and
- Provide direction on public investment.

With the Action Plan in hand, the City can help the future unfold in a way that makes Madison an even better place to live, work and raise a family.



Matrix Development

The projects on the list, their respective scopes and prioritization, have been developed through the Growth Plan process. Informed via extensive outreach from public meetings, stakeholder interviews, and on-line surveys, and the input of staff and elected officials, the Action Plan has taken the vision expressed for the City and for each KDA and culled out a list of projects that in one way or another will help the City reach that vision.

The following matrix includes a number of discrete attributes for each project. Consistent with the running format of the Growth Plan, each project is either specific to a **KDA**, or is considered “City-Wide”; that is, something affecting all of Madison, or which might not lend itself to only one area. Some of the projects are applicable in multiple KDAs, and thus appear multiple times so that they can be addressed as distinct efforts.

The projects can be distinguished not only by geography, but also by project **Type**. There are five distinct project types listed:

Capital. These are physical improvement projects such as expanding roads, adding greenway trails, installing wayfinding, or building community facilities.



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Economic Development. These are efforts - most often undertaken by City staff - to recruit commercial interests, improve the development environment and support existing businesses.

Organizational. These are projects that represent either the reconfiguring of an existing department, or the creation of a new group, geared specifically toward promoting or implementing a broader goal of the Growth Plan.

Planning. In most cases, these are efforts designed to drill down on, or add detail to, key topics or areas within the Growth Plan. These will often be projects that enable or clarify subsequent Capital projects and private development plans.

Regulatory. These involve additions or modifications to existing regulations (zoning, for example), or the implementation of new or refined policies geared toward promoting the vision of the Growth Plan.

The **Priorities** have as well been set with extensive input from the Core Team, stakeholders, KDA steering committees and the community at large. At the final public workshop, a list of major capital improvements - some from each of the six KDAs - were presented. Each participant was given \$5 million in “Mad Money” to spend on the projects they thought were most important. Of the more than two dozen presented, the top eight (based on Madison dollars allocated) were:

- Greenway Trail Network - *County Line KDA*
- Sullivan/Wall-Triana Enhancements - *Midtown KDA*
- Streetscape Guidelines - *County Line KDA*
- Roadway Enhancements - *Highway 72 KDA*
- Greenspace Enhancements - *Midtown KDA*
- New Interchange - *I-565 Corridor KDA*
- Road Network Planning - *Western Growth Area KDA*
- Roadway Enhancements - *Old Madison Pike KDA*



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One trend of note is that almost all of these are transportation-related projects, which reinforces feedback from previous phases, indicating a high level of concern with local traffic issues. Another encouraging sign is that among the top eight projects, all six KDAs were represented. This shows that respondents had a holistic sense of the City's needs, and also means it will be easier to spread preliminary efforts among all the target areas.

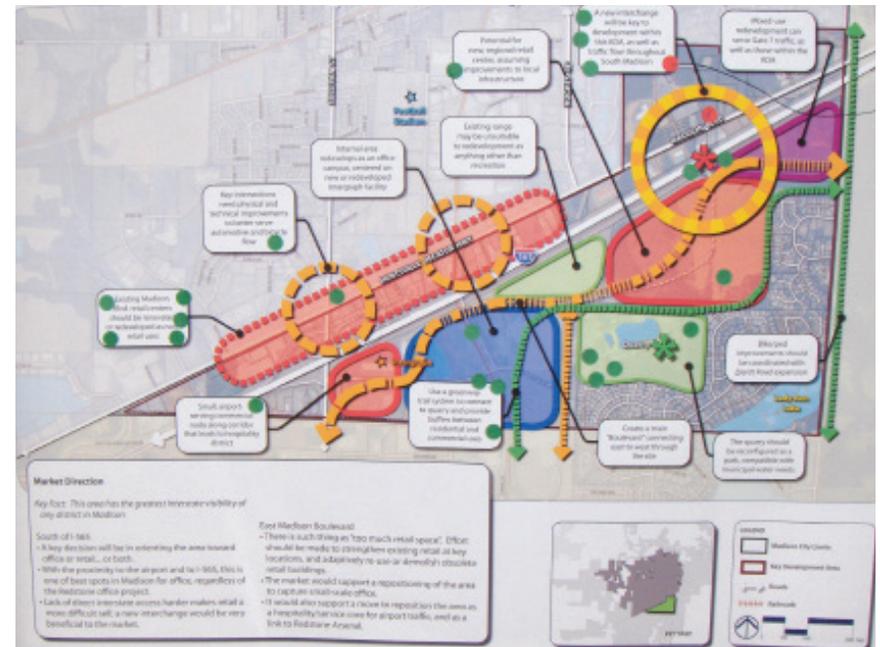
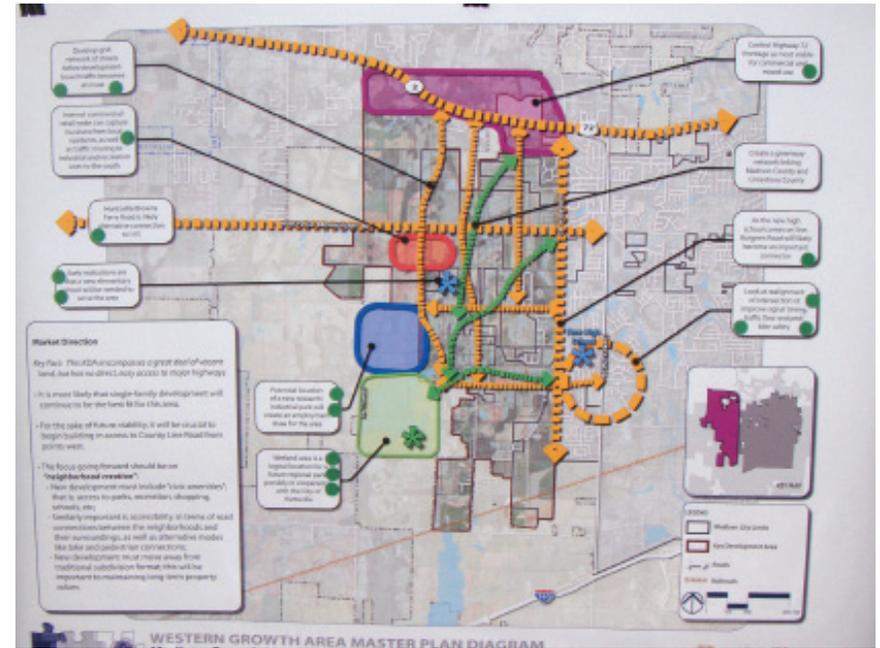
However, though a project may be listed as a high-priority, it might not be feasible for it to be engaged or completed in the near future. Therefore, the project matrix makes a distinction between the Priority of a project, and its targeted **Term** of completion.

Immediate: Within the next 12 months. These are projects that should be easy to complete or implement, and which will have an immediate impact. The ability to realize these efforts will set the tone for continuing implementation.

Short: Within the next three years. These will be mostly high-priority or high-need projects, but which will take more than a few months to prepare or which will require some level of preliminary study, regulatory preparation or additional planning groundwork.

Mid: Three to seven years out. These will be a combination of lower-priority projects and those which will require a more extended timeframe to complete.

Long: Seven to twelve years out. These projects will consist mostly of the lowest priorities, but it should also be understood that beyond ten years, the terms are subject to so many variables that their actual timing may change considerably.



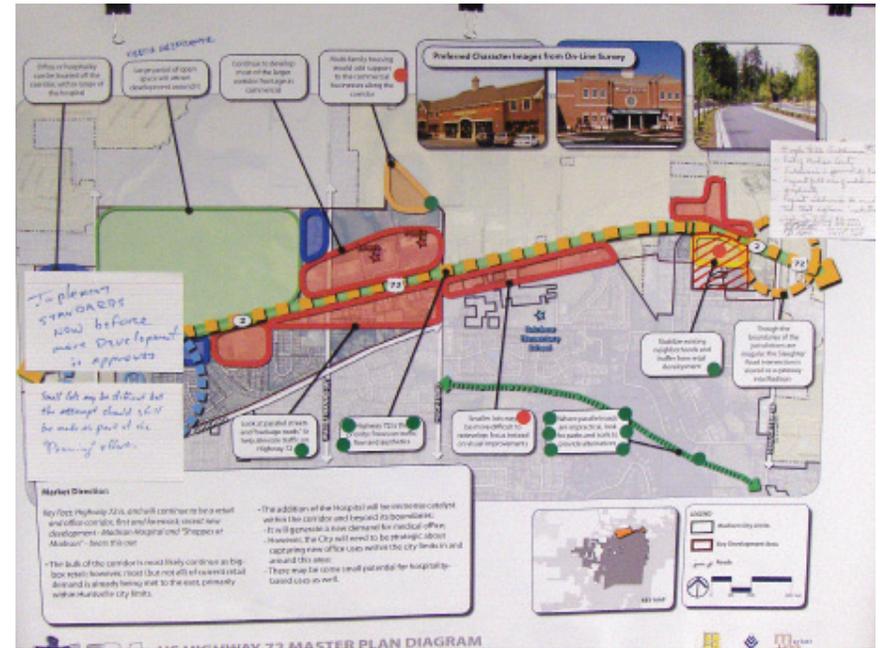
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A common, but easily avoidable, hurdle to implementation is when multiple parties are unsure of their respective roles in moving a project forward; as a result, the project sits idle. To this end, the matrix designates a **Responsible Party** for each item. This designee - be it municipal or otherwise, a department or an individual - is not necessarily charged with engaging in or completing the entire effort. Rather, the Responsible Party is tasked with organizing and overseeing any and all work required for realization of the project, and reporting on its progress.

In order to give some guidance on budgeting or identification of funding, the Matrix includes a **Cost** item for each project. In some cases, these are specific rates (like costs of streetscape projects per linear foot); in others, where the variables are too numerous to allow an estimate, they lay out the considerations for establishing a baseline. This category is likely to require annual updating as economic conditions change over time.

Though the City is likely to bear (or at least address) most of the costs of the projects outlined, the matrix also lists other potential **Funding Sources**. Examples may include other municipal partners, state and federal grants, and non-profit or private foundations.

To ensure that the listed projects keep moving, the matrix suggests some **Targets and Milestones** by which to measure implementation. In some instances, these are rather straight-forward - as in: "Completing the Project". Others may have interim milestones, like assembling a steering committee, issuing a draft report, etc. These should be set up based on the City's discretion, and that of the responsible party or parties, and should be designed to be aggressive but achievable in the stated time frame.



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1-Dec-11

Project #	Project	KDA	Type	Priority	Term	Description	Responsible Party	Cost*	Funding Source(s)	Targets and Milestones
CW-01	Recreation Needs Assessment	City-Wide	Planning	1	Short	Compile estimates on future demand for recreational facilities, including number and types of fields, location, and priority.	Parks & Recreation Department / Planning Department	\$	General Fund	Budget for Study in FY 2013
CW-02	Bike/Ped Network Plan	City Wide	Planning	1	Immediate	Expand existing city-wide greenway plan based on Growth Plan input; include on-street and 'complete-street' routes in overall connectivity plan; include planning for future bike/ped connections in new development areas.	Planning Department / Engineering Department	In-House	General Fund	Complete in FY 2012
CW-03	Zoning Code Review	City -Wide	Regulatory	1	Immediate	Conduct a complete review of the existing zoning code and regulations, cross-checked with current land use practices and Growth Plan recommendations, and re-write as necessary. Particular attention to existing B-2 and B-3 districts, and potential new categories, like "office/institutional", TND/attached/cluster development, and mixed-use supportive overlays.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
CW-04	Annual Growth Plan Review	City -Wide	Regulatory	1	Recurring	Conduct an internal departmental review of Growth Plan milestones and achievements, and report to Council. Modify directions and priorities as required by changing conditions.	Planning Department	In-House	General Fund	Complete Annually prior to Budget Preparation
CW-05	Hospitality Recruitment	City -Wide	Economic Development	2	Short	Attract higher-end hoteliers, in concert with improvements recommended by the Growth Plan. Can be City-Wide, but Midtown Madison/I-565 Corridor/Madison Boulevard are the priorities.	Planning Department	In-House	General Fund	Develop additional materials, sites & incentives in FY 2013, Continuous
CW-06	Office/Industrial Recruitment	City -Wide	Economic Development	2	Short	Per market recommendations, broaden commercial base by recruiting office and industrial development. Simultaneously, look for opportunities to consolidate new and successful retail while "pruning" underperforming strip centers.	Planning Department	In-House	General Fund	Develop additional materials, sites & incentives in FY 2013, Continuous
CW-07	Master Stormwater Management Plan	City -Wide	Planning	3	Mid	As development continues and redevelopment occurs, get in front of potential stormwater issues by creating and implementing a comprehensive plan for detention/retention/runoff.	Planning Department / Engineering Department	TBD	General Fund	Budget in FY 2015
CW-08	Public Works Needs Assessment	City -Wide	Planning	3	Mid	In anticipation of new growth and potential redevelopment as envisioned in the Growth Plan, examine current and potential future demands on public works services.	Planning Department / Public Works Department	TBD	General Fund	Budget in FY 2015
CW-09	Annexation Policy Development	City -Wide	Regulatory	2	Immediate	Develop criteria-based, parcel-oriented litmus testing for establishing viability and desirability of external and internal annexation cases.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
CW-10	Walkable Schools Initiative	City -Wide	Planning	3	Short	Implement a joint City/School System effort to make more walkable connections to local schools, and to encourage their use. Reference "Safe Routes to Schools" as a sample program.	Planning Department	In-House	General Fund, Safe Rides to School Grant	In Progress, Complete in FY 2014
MID-01	Downtown Master Plan	Midtown	Planning	1	Short	Building upon the broad recommendations of the Growth Plan, develop a "zoomed in", parcel-specific Master Plan for the Historic Downtown area.	Planning Department	TBD	General Fund	Budget in FY 2015
MID-02	Wayfinding Program	Midtown	Capital	2	Short	Develop and implement unique signage to locate and demarcate Historic Downtown from the surrounding areas.	Planning Department/Mayor's Office	TBD	CIP	In Progress, Complete in FY 2012
MID-03	Commercial Recruitment and Development	Midtown	Economic Development	2	Short	In order to encourage the recommended expansion of the Downtown Core, begin recruitment efforts aimed at smaller, local, "destination" and boutique business; look for potential grant assistance to buttress start-ups.	Planning Department	In-House	General Fund	In Progress, Continuous

Figure 3.1 - Project Matrix

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MID-04	Downtown Development Authority	Midtown	Organizational	2	Immediate	To coordinate development within the district, and to serve as a tool for assembling and redeveloping targeted properties, create and empower a municipally-backed DDA specifically for the Historic District.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
MID-05	Targeted Rezoning	Midtown	Regulatory	2	Short	Conduct a parcel-specific screening of zoning within the KDA, and redesignate key properties to support the vision outlined in the Growth Plan.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
MID-06	Madison Boulevard Streetscape Improvements	Midtown	Capital	2	Mid	Help incent redevelopment along Madison Boulevard with aesthetic improvements; add trees, lights, plantings; mandate more consistent signage; upgrade pedestrian/bike environment; Improve bike/ped connections among Downtown, Madison Boulevard, and Hughes Road.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2015
MID-07	Sullivan/Wall Triana Roadway Enhancements	Midtown	Capital	3	Long	Investigate methods to improving traffic operations along the corridor, particularly in the segment immediately adjacent to the Historic Downtown.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2019
MID-08	Greenway Trail Network Feasibility Study	Midtown	Planning	1	Mid	Refine current network plans by conducting more a more detailed engineering and ROW review; may be coordinated with a Downtown Master Planning effort. Focus should be on connecting among points of interest within and beyond the KDA.	Planning Department	In-House	General Fund	Budget in FY 2015
MID-09	Parking Study	Midtown	Planning	2	Mid	Given existing parking shortages (especially during special events), conduct a detailed review of the current amount of parking relative to the existing commercial square footage, and develop a plan to locate and provide addition parking, preferably no-pay lots.	Planning Department / Engineering Department	TBD	General Fund	Budget in FY 2015
MID-10	Downtown Façade Grant Program	Midtown	Economic Development	3	Short	For historic small towns, there are a number of grants available for aesthetic façade improvements and repairs. May also consider a small municipal grant program as an alternative.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
MID-11	Downtown Zoning Overlay	Midtown	Regulatory	2	Short	Recreate zoning categories and allowances to accommodate the in-town housing need, and the market for senior-oriented cluster housing product.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
CLR-01	Gateway and Streetscape Development	County Line Road	Capital	2	Mid	Help define the County Line corridor by location and implementing key gateways and by creating a consistent streetscape for the length of the road between I-565 and Highway 72 - even stretches that might not be completely under City of Madison control.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2015
CLR-02	Targeted Rezoning	County Line Road	Regulatory	3	Short	Conduct a parcel-specific screening of zoning within the KDA, and redesignate key properties to support the vision outlined in the Growth Plan; Goal is to cluster commercial uses around key intersections and avoid strip development along the entirety of the corridor.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
CLR-03	Design Guidelines	County Line Road	Regulatory	1	Short	Develop and implement standards for signage, setbacks, façade treatments, landscaping etc. to create a more consistent and high-quality aesthetic for the development fronting County Line Road.	Planning Department	In-House	General Fund	Budget in FY 2013
CLR-04	Access Management Study	County Line Road	Planning	1	Short	To maintain and improve traffic flow as the corridor develops, implement plans to control access (i.e. curbcuts and driveways) onto the County Line.	Planning Department / Engineering Department	In-House	General Fund	Complete in FY 2013
CLR-05	Mill Road Realignment	County Line Road	Capital	3	Long	To improve operation and flow of this current off-set intersection, consider realignment strategies for making this a true four-way intersection.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2019
CLR-06	Palmer Park Expansion	County Line Road	Capital	2	Long	Adjacent unbuil land provides an opportunity (depending on the disposition of the current owner) to add resources to the parks inventory by expanding Palmer Park.	Parks & Recreation Department / Planning Department	In-House	General Fund	Budget in FY 2019

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CLR-07	Greenway Network Planning	County Line Road	Planning	2	Short	Given the importance of County Line to the broader transportation context, it is vital that greenway connections be carefully planned along and across the corridor.	Planning Department	In-House	General Fund	Complete in FY 2013
H72-01	Access Management Study	Highway 72	Planning	1	Immediate	Based on analysis in the Growth Plan, some of the current congestion on Highway 72 may be alleviated by creating and implementing an approach to reducing curb cuts along the corridor, and providing alternate access to applicable properties.	Planning Department / Engineering Department	TBD	General Fund	In Progress, Complete in FY 2012
H72-02	Gateway and Streetscape Development	Highway 72	Capital	2	Long	Though not entirely under Madison control, the corridor is perceived as an "edge" to the City, and thus would it be beneficial to create gateways and a consistent streetscape to help define and improve that edge.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2019
H72-03	Targeted Rezoning	Highway 72	Regulatory	3	Short	Conduct a parcel-specific screening of zoning within the KDA, and redesignate key properties to support the vision outlined in the Growth Plan. Cluster commercial uses in designated nodes and discourage full strip redevelopment.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
H72-04	Design Guidelines	Highway 72	Regulatory	1	Short	Develop and implement standards for signage, setbacks, facade treatments, landscaping etc. to create a more consistent and high-quality aesthetic for new and existing development on Highway 72. Specifically recommend new and improved signage standards and restrictions as these are likely to have the greatest and most immediate impact.	Planning Department	In-House	General Fund	Budget in FY 2015
H72-05	Utility Relocation Study & Implementation	Highway 72	Capital	3	Mid	A recurrent aesthetic concern is the jumble of overhead utilities along the corridor. While burying can be cost- and time-prohibitive, it may be possible to perform phased relocation of utility feeds as properties along the corridor redevelop.	Planning Department / Engineering Department	In-House	CIP	Budget in FY 2015
H72-06	Signal System Timing	Highway 72	Capital	1	Short	Another cost-effective strategy for improving traffic flow is to review and reset traffic signal timing to better accommodate the current patterns.	Planning Department / Engineering Department	TBD	CIP	Budget in 2013
H72-07	Roadway Enhancements	Highway 72	Capital	2	Mid	Though a state route, and though such efforts will be more expensive than other strategies, there may be certain key segments of Highway 72 that warrant physical enhancements like widening or lane reconfiguration.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2015
OMP-01	Targeted Rezoning	Old Madison Pike	Regulatory	1	Short	Conduct a parcel-specific screening of zoning within the KDA, and redesignate key properties to support the vision outlined in the Growth Plan. Related to project OMP-04, consider open space set-aside requirements to preserve potential for greenspace amenities in the KDA.	Planning Department	In-House	General Fund	In Progress, Complete in FY 2012
OMP-02	Gateway and Streetscape Development	Old Madison Pike	Capital	2	Long	City investment in upgrading the pedestrian environment and street aesthetics may help incent reinvestment in and redevelopment of key properties like Miller Plaza.	Planning Department	TBD	CIP	Budget in FY 2019
OMP-03	Roadway Enhancements	Old Madison Pike	Capital	1	Mid	Maintain and improve automobile capacity with targeted enhancements like bridge-widening and the addition of turn/decel lanes. Include access management policies to maintain and improve flow.	Planning Department / Engineering Department	TBD	CIP	Budget in FY 2015
OMP-04	Greenway Network Planning	Old Madison Pike	Planning	2	Short	Its central location is likely to make this KDA a hub for the city-wide greenway network; engage in preliminary analysis and engineering for a trail system in this KDA, with an eye toward connections beyond the KDA boundaries.	Planning Department	In-House	General Fund	Complete in FY 2013
565-01	Targeted Rezoning	I-565 Corridor	Regulatory	1	Immediate	Conduct a parcel-specific screening of zoning within the KDA, and redesignate key properties to support the vision outlined in the Growth Plan.	Planning Department	In-House	General Fund	Complete in FY 2012

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565-02	Interchange Planning and Implementation	I-565 Corridor	Planning	1	Short/Mid	Initiate discussions with ALDOT and commission preliminary studies for the installation of an interchange as recommended in the Growth Plan.	Planning Department / Engineering Department / Mayor's Office	In-House	General Fund	Budget in FY 2015
565-03	Quarry Park Study	I-565 Corridor	Planning	3	Short	Conduct a feasibility study for converting the quarry land into active park space, while maintaining its municipal water function.	Parks & Recreation Department / Planning Department	TBD	General Fund	Complete in FY 2012
565-04	Greenway Network Planning	I-565 Corridor	Planning	2	Short	The remoteness and accessibility challenges of this particular KDA warrant a study of how to improve greenway access; the enhancements on Zierdt Road provide a logical starting point.	Planning Department / Engineering Department	In-House	General Fund	Complete in FY 2012
565-05	Access Management Study	I-565 Corridor	Planning	2	Mid	As Madison Boulevard redevelops, implement regulations for controlling curb cuts and driveways onto the corridor.	Planning Department / Engineering Department	TBD	General Fund	Budget in FY 2015
WGA-01	Madison/Limestone Master Plan	Western Growth Area	Planning	1	Short	Develop a community-based master plan to encourage neighborhood connectivity among residential, institutional and commercial uses.	Planning Department / Engineering Department	TBD	General Fund	Complete in FY 2013
WGA-02	Roadway Network Planning	Western Growth Area	Planning	1	Short	Identify and codify an internal street network to serve all potential Limestone County holdings.	Planning Department / Engineering Department	TBD	General Fund	Complete in FY 2013
WGA-03	Recreation Facilities Study	Western Growth Area	Planning	2	Mid	The physical attributes of this KDA make it a logical target for adding recreation facilities.	Parks & Recreation Department / Planning Department	TBD	General Fund	Budget in FY 2015
WGA-04	Annexation West	Western Growth Area	Regulatory	3	Short	As dictated by new Annexation Policies (see City-Wide projects), acquire those properties necessary to realize the vision outlined in the Growth Plan.	Planning Department	In-House	General Fund	In Progress
WGA-05	Limestone Infrastructure Delivery Plan	Western Growth Area	Planning	3	Mid	As development occurs west, the City should be prepared to deliver services to new residents.	Planning Department / Engineering Department	TBD	General Fund	Budget in FY 2015
WGA-06	Greenway Network Planning	Western Growth Area	Planning	2	Mid	This network may include off-road trails, on-street paths or any combination thereof, but should be planned to link existing and anticipated development and amenities.	Planning Department	In-House	General Fund	Budget in FY 2015

Project Types:

Capital

Economic Development

Organizational

Planning

Regulatory

Terms:

Immediate: Within the next 12 months

Short: Within the next 3 years

Mid: Three to seven years out

Long: Seven to 12 years

Cost:

In-House: To be completed with staff at no additional cost

TBD: To Be Determined in Future Updates as term nears)

\$: all dollar figures are estimated for Immediate & Short Term

Appendix - Market Position

Market Position

Purpose of Analysis

The purpose of this analysis is to examine the real estate market trends in the City of Madison, and determine how they may impact the potential for development and redevelopment. Both the positive and negative influences affecting the City are considered in this analysis for the purpose of identifying opportunities to enhance declining areas and to capitalize on positive trends. Market + Main, Inc. was contracted with Urban Collage to deliver the Market Assessment component within the Madison Growth Plan. This section has four sub-sections, as outlined below.

RESIDENTIAL MARKET ANALYSIS

Reviews metro Huntsville market and the City of Madison characteristics related to residential development trends and inventory. Forecasts demand and recommends product type by tenure.

RETAIL MARKET ANALYSIS

Reviews metro Huntsville market and the City of Madison characteristics related to retail development trends and inventory. Forecasts demand and recommends scale of retail along with type of goods.

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OFFICE MARKET ANALYSIS

Reviews metro Huntsville market and the City of Madison characteristics related to office development trends and inventory. Forecasts demand and recommends space allotments for office.

INDUSTRIAL MARKET ANALYSIS

Reviews metro Huntsville market and the City of Madison characteristics related to industrial development trends and inventory. Forecasts demand and recommends square footages for industrial.

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Residential Market Analysis

Metro Overview

The Huntsville metro area consists of Limestone and Madison Counties, with the City of Huntsville located largely in Madison County. Limestone County, while rapidly growing, remains more rural in character.

Cities rarely grow evenly in all directions, and Huntsville is no exception. A great deal of the City's growth has been to the southeast, into the Jones Valley and to the west, into the City of Madison and Limestone County. This growth pattern has effectively surrounded the Redstone Arsenal, one of the main economic engines for the entire region. Because most of the metro area's growth took place after the car became the predominate mode of transportation, much of metro Huntsville is largely developed in a car-centered, suburban form.

The current national recession began with the housing sector, and the effects of this housing slowdown are still being felt. While the overheated markets of the West coast, the Northeast, and Florida were the first to feel the effects of the downturn, the market meltdown has now reached almost every region of the nation. With a massive number of foreclosures still bringing down values in many areas of the country, it is not yet clear when and at what level the market will reach a "bottom."

The National Association of Realtors chief economist has warned that it may take a long time for the housing market to fully recover. "Home sales will remain soft in the months ahead, but improved affordability conditions should help with a recovery. But the recovery looks to be a long process. Homebuyers over the past year got a great deal. For those who bought at or near the peak several years ago, particularly in markets experiencing big bubbles, it may take over a decade to

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fully recover lost equity.”¹

While metro Huntsville was not one of the residential markets that saw extreme increases in prices and sales volume in a speculative bubble, it has nonetheless suffered because of the national downturn. Even though the local area has not been immune to the national downturn, it has been cushioned a great deal by the BRAC realignment, which is bringing thousands of new jobs and residents to the area.

Effects of BRAC

In 2005, the U.S. Congress passed the Base Realignment and Closure (BRAC) Act in an effort to streamline the nation’s military operations and save money. The BRAC process has been responsible for the closing of 25 major military installations and the radical realignment of 24 others between 2005 and 2011. While many communities have been economically devastated by the changes and closings, the Huntsville area is actually benefiting greatly from the realignment. According to the local Chamber of Commerce, the BRAC Act will result in seven different entities being moved to Redstone Arsenal. It is anticipated that approximately 4,700 new jobs will be brought to the area as a direct result of realignment, along with several thousand additional jobs with defense contractors. The plan is expected to be fully implemented by September 2011. This tremendous growth in employment has served to blunt some of the worst effects of the national recession and housing collapse for the metro Huntsville area.

Building Permits

The table below shows the number of building permits issued for single-family and multifamily construction for the entire Huntsville MSA. The figure has moved up and down since 2005, but it peaked in 2006 for single-family permits and

¹ Source: “Pending Home Sales Rise.” National Association of Realtors, September 2, 2010.

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in 2007 for multi-family permits. The 2010 figure was the lowest of the periods considered for single-family permits, and no multifamily permits were issued in 2010. For single-family permits, the change from the peak in 2006 to the low in 2010 was a decrease of 47%. For multi-family permits, the change from the peak in 2007 to the low in 2010 was a decrease of 100% since no multi-family permits were issued.

Huntsville MSA	2005	2006	2007	2008	2009	2010
Single-Family	3,423	4,154	3,280	2,425	2,293	2,205
Multi-Family	18	316	1,183	739	695	0
Total	3,441	4,470	4,463	3,164	2,988	2,205

Source: US Census Bureau.

Residential Sales

According to the Huntsville Area Association of Realtors there were 3,603 homes sold in the metro Huntsville area, which was a 1.4% increase from the 3,553 homes sold in the same nine months of 2009.² The average sales prices also increased slightly from \$191,080 to \$193,290 when looking at the same time period of each year. While those trends were positive, the average days on the market did increase slightly from 114 days to 119 days. While much of this market strength can be attributed to BRAC, it is also likely that the federal tax credit pushed some of the demand for housing up from late 2009 into early 2010.

Looking at the years from 2005 to the present, home sales peaked in 2007 at 7,228 housing units, which coincides with the height of the national housing market. By 2008, sales had fallen to 5,730 units, representing a decline of 20.7% from the previous year. Average sales price, however, continued to increase into 2008, peaking at \$194,971.

² Statistics cited are for data between January 1, 2010 and September 17, 2010.

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Huntsville MSA	2005	2006	2007	2008	2009	2010 YTD
Number of Sales	6,811	7,132	7,228	5,730	5,672	3,603
Average Sales Price	\$163,473	\$179,732	\$193,264	\$194,971	\$187,570	\$193,290
Average Days on Market	104	102	104	115	111	119

Source: Huntsville Area Association of Realtors and Market + Main, Inc.

NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

Residential Rental

There are annual surveys done for the metro Huntsville apartment market that determine trends and report statistics. There were 78 apartment communities included in the study, representing most of the major complexes, with over 60 units throughout the Huntsville and Madison area. These 78 properties included a total of 16,970 units. 3 Approximately 1,700 of these units were vacant for a metro average occupancy rate of 89.9%. While absorption was a positive 367 units, the addition of 893 new units to the market over the course of 2009 caused the occupancy rate to decrease by approximately 1.5% in 2010.

The average unit size was 970 square feet with an average quoted rental rate of \$668 per month. Approximately 64% of apartment communities were offering concessions. Class A properties have been experiencing improving performance, but thus, the remaining market segments have been negatively impacted. In general, the Class B and C properties seem to be the ones struggling. By far, the highest market demand is for two-bedroom units. As of midyear 2010, there were 246 Class A new apartment units under construction in west Huntsville. While new construction is slow, effective rents are up, which is a positive trend.

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Submarket Overview

While the City of Madison is located largely in Madison County, its borders also cross over into neighboring Limestone County. Because the major city of the metro area, Huntsville, is located mostly in Madison County, it is the more urbanized of the two counties. Limestone County has, however, seen a great deal of growth over the past few years, and many parts of the once rural county would now be considered suburban.

Building Permits

The table below shows the number of building permits issued for single-family and multifamily construction in Limestone County. The number of single-family permits decreased steadily over the time period. There were no multi-family permits issued between 2005 and 2007. While there was a small proportion of multi-family permits issued in 2009, the only year with a significant number of these permits was 2008.

Limestone County	2005	2006	2007	2008	2009	2010
Single-Family	284	241	136	106	81	N/A
Multi-Family	0	0	0	84	11	N/A
Total	284	241	136	190	92	N/A

Source: US Census Bureau.

³ Source: Huntsville Apartment Survey, Rock Apartment Advisors, Mid-Year 2010.

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The table below illustrates the number of building permits issued in Madison County. The number of single-family permits peaked in 2006. Following a sharp decline in 2007, the number of single-family permits rose in 2008 before declining again in 2009. Multi-family permits peaked in 2007. However, the number of multi-family permits issued in 2008 and 2009 was still much higher than in 2005 and 2006.

Madison County	2005	2006	2007	2008	2009	2010
Single-Family	3,134	3,449	1,943	2,257	2,194	N/A
Multi-Family	18	316	1,183	655	684	N/A
Total	3,152	3,765	3,126	2,912	2,878	N/A

Source: US Census Bureau.

Residential Sales

The following table provides residential sales information on home sales for Limestone County since 2005. Total home sales and average sales price both peaked in 2007, with 1,331 homes sold for an average price of \$173,230. The average sales price dropped to its lowest point in 2009 at \$157,604. The average number of days that a house remains on the market has held fairly steady between 121 and 133.

Limestone County	2005	2006	2007	2008	2009	2010 YTD
Number of Sales	996	1,165	1,331	886	883	572
Average Sales Price	\$163,473	\$159,500	\$173,230	\$166,183	\$157,604	\$159,622
Average Days on Market	131	124	124	129	121	133

Source: Huntsville Area Association of Realtors and Market + Main, Inc.

NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

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As would be expected with its larger population base, Madison County has had a much higher number of homes sold since 2005, with five times the number sold in Limestone County. The number of sales peaked in 2006 at 5,967. The average sales price continued to increase into 2008, when it reached \$200,237. The average number of days on the market moved above 100 in 2008 and has stayed above that level since then.

Madison County	2005	2006	2007	2008	2009	2010 YTD
Number of Sales	5,815	5,967	5,897	4,844	4,789	3,031
Average Sales Price	\$166,815	\$183,682	\$197,786	\$200,237	\$193,095	\$199,643
Average Days on Market	99	98	100	112	110	116

Source: Huntsville Area Association of Realtors and Market + Main, Inc.

NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

Residential Rental

For the multi-family rental market, the local submarket basically consists of the western portions of metropolitan Huntsville, including the City of Madison and west Huntsville. At mid-year 2010, this area had 47 major rental communities with a total of over 11,000 apartment units. This represents almost 66% of the units in the metro area. The average occupancy for the submarket was 90.2%. The average quoted rental was \$707 per month, and the average effective rental rate was \$678. Over the previous year, the submarket experienced positive absorption of 306 units.

City Characteristics

With the exception of its fairly small historic core, the City of Madison has developed almost entirely following a conventional suburban model. The City's housing stock is predominately single-family detached homes, representing

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approximately 71% of housing units. Multi-family communities account for almost 25% of local housing, while attached single-family homes, or townhomes, are only four percent of the local housing stock.

Madison has a small neighborhood of historic homes centered around the downtown and dating back to the late 1800s. However, over 98% of homes in the City were built since 1960, with 64% built since 1990. Housing types built over the last fifty years range from the brick ranch homes typical of the 1960s and 1970s to the patio homes and suburban mansions of the last twenty years. While there have been a variety of housing types built since 2000, on the whole, the newer homes tend to be larger and more elaborate. In general, the single-family housing stock in the City is well-maintained, but some of the neighborhoods are reaching a point where they will soon require reinvestment.

Because the eastern side of City is closer to Huntsville and the major employment centers, it was the first area of the City to experience large-scale development. Consequently, the neighborhoods in this section of the City tend to be older. The western side of the City still has large tracts of undeveloped land and a great deal of new subdivisions.

Apartment communities are spread throughout the City and vary in both age and condition. Many of these communities are in good shape and are desirable places to live, but there are several complexes, especially along Wall Triana Highway, that have likely passed their useful life and are in need of redevelopment. This redevelopment could consist of major renovations to the existing buildings, or, in some cases, demolition and rebuilding.

In interviewing local real estate agents, the high quality of the Madison City Schools was consistently listed as the top reason that both home buyers and renters choose to live in the City of Madison. In addition, the City's proximity to

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Cummings Research Park and Redstone Arsenal, along with easy interstate access, are also important draws for potential residents.

Building Permits

The table below illustrates the number of building permits issued in the City of Madison. The lowest number of permits was issued in 2008 with 178 single-family permits. The number of permits decreased every year between 2005 and 2008. Building permits rebounded in 2009 with 268 single-family permits and 360 multi-family permits. However, the number of single-family permits issued in 2009 was still lower than any of the years between 2005 and 2007. The permits issued in 2009 for 360 multi-family units were for the Springs at Madison Apartments on County Line Road. Single-family permits continued to increase in 2010, but there were no multi-family permits issued. Even with this increase, the number of single-family permits issued in 2010 was still lower than the highs seen between 2005 and 2007.

City of Madison	2005	2006	2007	2008	2009	2010
Single-Family	504	460	364	178	268	281
Multi-Family	18	0	0	0	360	0
Total	522	460	364	178	628	281

Source: US Census Bureau.

Residential Sales: Single-Family

Total home sales in the City of Madison peaked in 2006 at 1,016 and have decreased every year since then. The average sales price peaked in 2007 at \$255,073, and decreased in 2008 and 2009 before rebounding slightly in 2010. The average days on the market increased from 2006 to 2009, peaking at 118 days, and then dropped slightly in the first nine months of 2010.

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City of Madison	2005	2006	2007	2008	2009	2010 YTD
Number of Sales	1,002	1,016	923	717	694	441
Average Sales Price	\$226,035	\$237,572	\$255,073	\$253,607	\$244,382	\$251,191
Average Days on Market	97	93	106	118	118	113

Source: Huntsville Area Association of Realtors and Market + Main, Inc.

NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

There were 441 home sales in the first nine months of 2010, which was slightly lower than the 458 sales in the first nine months of 2009. According to local agents, a great deal of activity was created in the first half of 2010 by the federal tax credits. As the tax credit expired, they reported a dramatic drop in both buyer traffic and expected sales activity. Local agents also stated that even though the Huntsville market is stronger than the rest of the nation, many potential buyers are moving from other areas where they are unable to sell their homes or have had to take a loss. These potential home buyers are very cautious about purchasing another home, with some choosing renting over purchasing.

The average sales price for homes in the City of Madison is consistently much higher than the MSA as a whole. In 2010, Madison's average sales price of \$251,191 was approximately 30% higher than the MSA average of \$193,290. The City's average sales price was 57.4% higher than the Limestone County average (\$159,622) and 25.8% higher than Madison County average (\$199,643).

Since 2007, the range of home prices in the City of Madison has remained fairly stable. In each year, the greatest proportion of homes sold was in the \$100,000 to \$200,000 price range. This price range reached a peak of 41% of total sales in 2009. The second highest category was homes that sold between \$200,000 and \$300,000, followed by the \$300,000 to \$400,000 category. Homes selling for less

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than \$100,000 were a small part of the City's market, never reaching more than eight percent of the total.

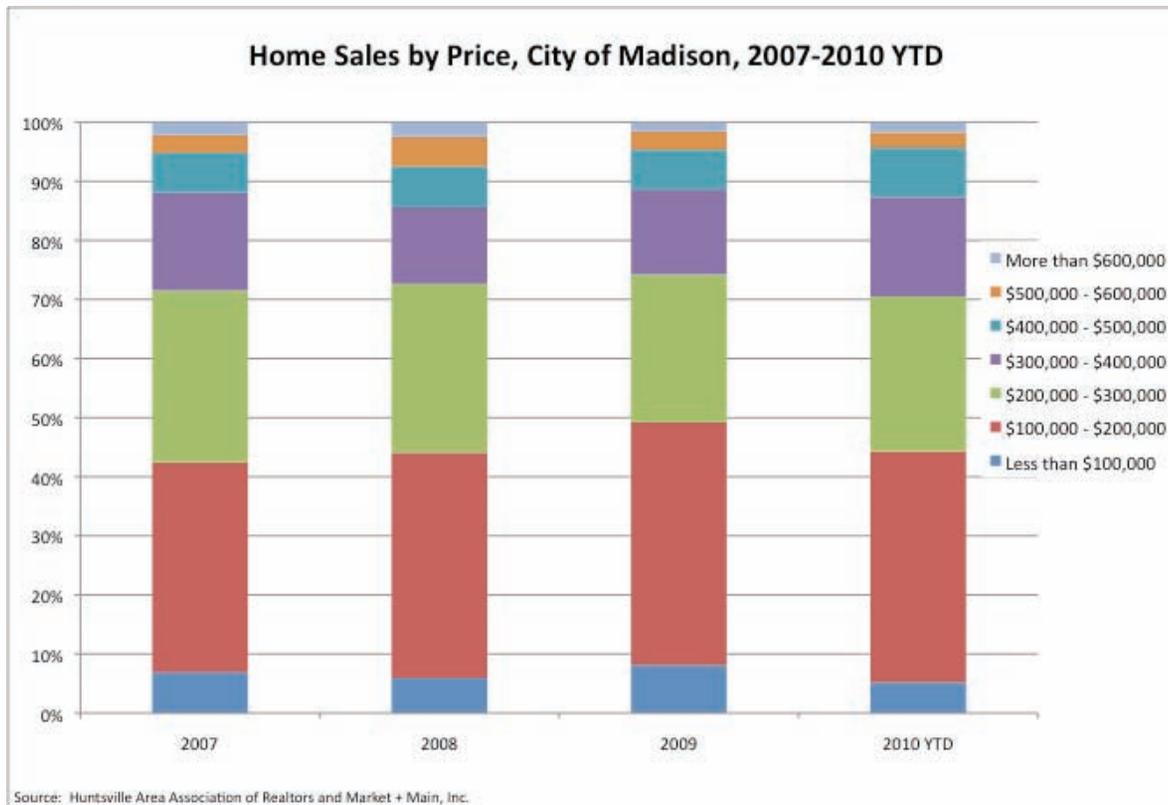


Figure 4.1

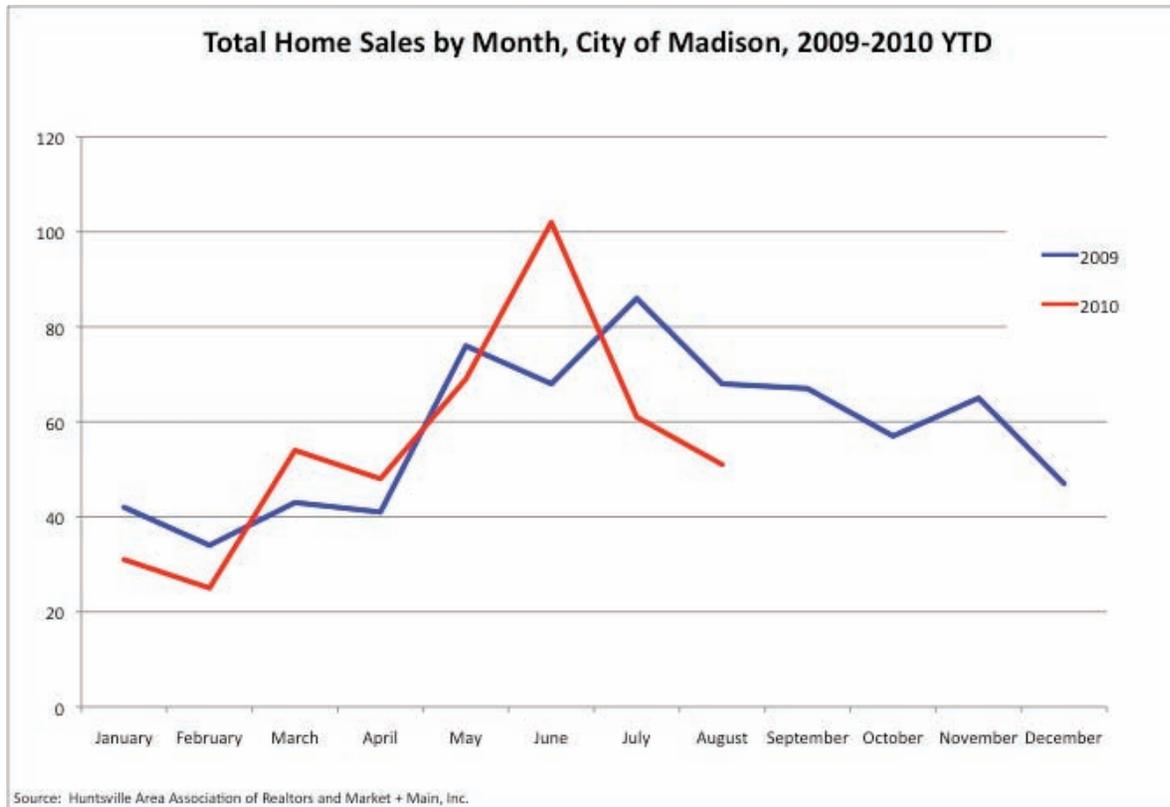
NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

Effects on Federal Tax Credit

In an effort to breathe life into the struggling housing market, Congress passed a tax credit to encourage home purchases. Under this legislation, first-time buyers received a tax credit of up to \$8,000, and current home owners who purchased and moved into another home qualified for a credit of up to \$6,500. The tax credit was only available for qualified purchases with a binding sales contract in place on or before April 30, 2010 and closed by September 30, 2010.

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Local real estate agents report that the tax credit increased business in the first part of 2010, but as the eligibility period has passed, buyer traffic and new sales have dropped dramatically. The sales statistics appear to bear this out. The chart below shows that 2010 sales began to outpace 2009 sales, with a large spike in June. As the tax credit program expired, sales began to fall dramatically and were now trending below 2009 figures.



NOTE: 2010 YTD represents January 1, 2010 through September 17, 2010.

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Residential Sales: Townhomes

Only four percent of housing units in Madison are classified as single-family attached homes, commonly referred to as townhomes. Local agents indicate that new townhome projects have not received a great deal of market acceptance. Buyers looking for a less expensive product or ease of maintenance are reportedly much more likely to choose a zero lot line patio home when purchasing in Madison.

According to MLS, in the City of Madison there are only three active townhome communities with newly constructed homes. These communities are Stratford Square, Grove Park, and Shamrock Townhomes. Both Stratford Square and Grove Park started development with small first phases of luxury units and high price points that were not accepted by the market. Townhomes in Stratford Square were originally priced at \$500,000. Most of these units are currently leased by residents with an option-to-purchase. Plans for second phases in both communities call for much less expensive product, with new townhomes at Stratford Square priced in the mid-\$200,000s. The Shamrock Townhomes is a larger development with homes originally priced in the upper-\$100,000s. While these townhomes initially sold fairly quickly, the last five units have been on the market for almost a year.

Residential Rental: Multi-Family Communities

The table below compares apartments in and near the City of Madison to apartment communities in other parts of the Huntsville MSA. At \$716 per month, the average rental rate for Madison area apartments is the highest of any submarket and is much higher than the metro average of \$639. The absorption of 185 units over the past year was also the highest of any submarket. Both of these statistics indicate a relatively strong apartment market in the City. The occupancy rate is not the highest of the submarkets, but this is likely the result of The Springs at Madison Apartments, which opened in late 2009, and is still in its lease-up phase.

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	Properties Surveyed	Total Units	Average Occupancy	Average Rental Rate		Annual Unit Absorption
				Quoted	Effective	
Southeast Huntsville	17	3,983	90.7%	\$657	\$627	147
Southwest Huntsville	9	1,376	83.9%	\$458	\$426	-82
North Huntsville	5	475	94.7%	\$463	\$452	-4
West Huntsville	29	6,477	90.1%	\$686	\$651	121
Madison Area	18	4,659	90.4%	\$735	\$716	185
Huntsville/Madison	78	16,970	89.9%	\$668	\$639	367

Source: Rock Apartment Advisors and Market + Main, Inc.

The Springs at Madison is the only large-scale apartment complex built in the City of Madison within the last five years. This community opened in September 2009 with a total of 360 units and is currently 45% occupied. According to apartment management, they are ahead of projections for lease-up.

Leasing agents for Madison apartment complexes consistently listed the City's high quality schools as a major draw for their communities. Most also mentioned the proximity to Redstone Arsenal and Cummings Research Park, along with easy interstate access. The Class A properties also draw higher-income residents who work in outlying areas such as Decatur, where there is not a great deal of high-quality rental product.

Planned Residential

Unlike many other parts of the nation, the City of Madison still has several residential developments with housing under construction or in various stages of planning. Two large proposed residential developments still in the planning stages are Waterstone and Madison Crossing. Both of these developments include

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residential as part of larger mixed-use projects.

Waterstone

Wolf Ridge Properties plans to develop Waterstone, a 450-acre mixed-use development that will be located along County Line Road just north of Madison Boulevard. It will include a large residential component in addition to large-scale commercial development. Current plans call for this project to consist of approximately 600,000 square feet of retail and 2.5 million square feet of office along with several hundred apartment units and a senior living facility.

Madison Crossing

Stafford Properties is planning to develop Madison Crossing at the intersection of County Line Road and Browns Ferry Road. Current plans call for approximately 140 rental townhomes. In addition to housing, this development will include a Walgreen's drug store, along with other retail.

Demand Analysis

Historically, the City of Madison has captured a large portion of the residential growth in metro Huntsville. This is the result of the City's location near major employment centers, its variety of housing choices, and the strong reputation of the City's schools. Over the next five years, these same factors should create demand for a great deal of additional for-sale and rental product in the City. This is, of course, dependent on growth in the larger metro economy. The adjacent table breaks down residential demand by property type.

It is projected that over the next five years, there will be a demand for over 1,900 additional housing units. It is estimated that 65% of the demand will be for detached single-family homes, 30% for apartments, and 5% for attached single-

	5-YEAR DEMAND
Single-Family Detached	1,250
Single-Family Attached	95
Apartments	580
TOTAL	1,925

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family homes or townhomes.

Assumptions

The above demand projections are based on the assumption that the local economy will continue a slow, but steady, recovery from the economic downturn. The total demand for new housing units is based on projected population growth in the City along with the estimated average household size. It is assumed that vacancy rate for residential units will be, on average, seven percent over the next five years.

At 65%, the projected demand for detached single-family homes is slightly less than the existing proportion of 71%. Apartments also represent a slightly larger proportion of future demand than their current share of the City's housing stock. These adjustments are related to changes in the national housing market. Because of the economic downturn, nationwide homeownership rates have been decreasing. Many homeowners have lost their homes to foreclosures, while others have had great difficulty in selling their homes in order to relocate. In addition, many willing homebuyers can no longer obtain financing. While the metro Huntsville market has not suffered as much as other parts of the nation, many people moving into the area have had great difficulty in selling their homes in their previous cities. More importantly, people no longer view homeownership as an investment guaranteed to increase in value. Over the next five years, all of these factors will most likely combine to depress home ownership rates while growing the rental market.

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Recommended Development Characteristics

Detached Single-Family Homes

Currently, the majority of home buyers moving to Madison are looking for the suburban lifestyle represented by the single-family home and a yard. While this type of development is attractive to many buyers, by its very nature, almost every trip from the home requires a car. It is not surprising then, that real estate agents report that traffic and roads were listed as some of the major concerns of potential home buyers. The City of Madison will have to make sure that infrastructure keeps pace with growth, or potential residents may begin to look elsewhere.

In addition, many families are drawn to live in Madison because of the highly-regarded public schools. Because the single-family market is so heavily geared towards families, the future stability of the City's single-family neighborhoods will depend not only on the future quality of the schools, but also on other issues important to families. This includes adequate parks and recreation along with convenient and high-quality retail and services. It will be important to have these high-value amenities integrated and connected with the rest of community to ensure a sense of place, a significant factor in long-term residential values.

Attached Single-Family Homes/Townhomes

Historically, this product type has not sold in large numbers in Madison. Right now, the City is largely a bedroom community, so it could be difficult to grow this housing type beyond a niche market. It is likely, however, that there would be a demand for a townhome product geared towards the active adult (age 55 and older) community.

Many people look to downsize upon retirement and no longer want the

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responsibility of a yard. For this market to be successful, it would have to provide a product that is low maintenance, all on one level, and part of an overall community. Patio homes and/or “cottages” will provide stiff competition for this product. There is likely also a market for townhomes that are relatively inexpensive, and geared towards the young, single buyer who is priced out of the Madison single-family market.

Downtown Housing

If the downtown is successfully redeveloped and enhanced, there should be an opportunity to add more dense single-family homes, including small-scale cottages, to the greater area. This area will also be one of the best opportunities in the City for townhomes and urban-style apartments to be a fit. These products will only draw residents, however, if the downtown offers walkable streets and unique shops and restaurants. But, there has to be more housing in the downtown area in order to ensure more market support for the merchants.

Garden Style Multi-Family Apartments

Madison has one of the healthier apartment markets in metro Huntsville. Good schools and proximity to job centers, along with relatively little new product, means that there is an opportunity for additional garden-style apartment communities. Ideally, these multi-family developments should be part of larger mixed-use developments. If apartment tenants can also work and shop nearby, this will eliminate a certain number of car trips on local roads. More importantly, the added amenity of having retail and services close by will tend to make these apartment communities more desirable over the long-term and more likely to warrant reinvestment in the future.

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Retail Market Analysis

Metro Overview

Just as the rest of the nation, the metro Huntsville retail market is under pressure from the current economic downturn. Since much of the performance of the retail market is heavily dependent on consumer confidence and the economy as a whole, it is not surprising that retail forecasts for the foreseeable future are discouraging. There are certainly many reasons that industry experts are expecting consumer spending and retail leasing activity to remain weak, such as foreclosures, high debt levels, and job losses, among others.

Obviously, the retail market's success is directly dependent on the ability and willingness of the consumer to spend. During a recession, the reduction in wages through job losses has a direct negative impact on the consumer's ability to make purchases. Also, the loss of wealth caused by decreasing home and retirement portfolio values will often cause those who still have expendable income to cut back on unnecessary purchases out of fear of future losses. The current economic downturn also has negative elements that are somewhat unique when compared to other recent downturns. The most damaging of these to the retail market is the current tightening of credit. This affects sales directly, because many consumers have had their available consumer credit lines decreased by financial institutions. Additionally, many retailers rely on the credit markets for short-term loans to pay for merchandise and long-term loans to open new stores.

While metro Huntsville's economy has many stabilizing influences, including Federal government and military jobs, the local area is certainly not immune to the effects of these negative trends. The bankruptcy and liquidation of large retailers, such as Circuit City and Linens 'n Things, have already hit home and will continue to have a negative effect on future vacancy rates. New development will

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remain sluggish because of retailers' reluctance to expand.

Looking at the metro area as a whole, the metro Huntsville retail market currently consists of 740 properties with 17.9 million square feet of space. There is a total of 1.6 million square feet vacant in the market, with the vacancy rate currently sitting at 9.0%. Rental rates are being quoted at \$10.42 per square foot. In the third quarter of 2010, no new retail space was added to the market, but there was 14,640 square feet under construction at the end of the second quarter. The total space can be divided into four categories: Shopping Center (31.9%); General Retail (44.5%); Power Center (12.2%); and Malls (11.4%).⁴

Regional Retail Centers

Metro Huntsville has three major regional shopping centers that serve customers from a wide trade area. These three centers are Parkway Place Mall, Bridge Street Town Centre, and Madison Square Mall.

Bridge Street Town Centre

Bridge Street Town Centre is the newest of the regionally significant shopping centers. It opened in 2007 and features a variety of high-end specialty shops in an open-air setting. At 550,000 square feet, it is the smallest of the three regional centers and does not have a department store anchor. Tenants include Barnes and Noble, Monaco Pictures movie theater, Anthropologie, Banana Republic, J. Crew, and many restaurants. Bridge Street is located next to Research Park Boulevard in western Huntsville, fairly close to the eastern border of Madison, and is considered high-end shopping for the area.

Parkway Place Mall

Parkway Place Mall opened in 2002 on the site of the former Parkway City Mall. It is an enclosed mall with 650,000 square feet and features department

⁴ Source: The Retail Report: Huntsville Retail Market, CoStar Group, Second Quarter 2010.



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store anchors Belk and Dillard's. Small shop tenants include Forever 21, Pottery Barn, and Ann Taylor. Its location along Memorial Parkway is ideal for serving the wealthy southeast portions of Huntsville while still providing easy access to western suburbs.

Madison Square Mall

At 930,000 square feet, Madison Square Mall is by far the largest of the regional centers. Built in 1984, it is also the oldest and has struggled to compete with its newer competition. The mall has four department store anchors: Belk, Dillard's, JCPenney, and Sears. There is also an empty anchor spot, left vacant when Belk moved into the former Parisian space. Vacancy is high in the mall and most of the high-end smaller shops have departed for either Parkway Place or Bridge Street. While the owners have announced plans to convert the empty department store into office space, it is not clear whether Madison Square will be able to survive as a viable retail center over the longterm. The mall is outdated and lacks the critical mass of high-demand tenants that can draw customer traffic.

The metro Huntsville area can most likely only support two major regional centers, and both Parkway Place and Bridge Street have staked out stronger competitive positions to date.

Submarket Overview

The City of Madison is part of the larger Jetplex/Madison retail submarket. According to CoStar, the Jetplex/Madison submarket has a total of 59 retail buildings, representing almost 1.15 million square feet. This represents only 6.4% of the metro Huntsville market. CoStar's data currently shows the vacancy rate as 11.1%, which is well above the metro average of 9.0%. The average rent per square foot for the submarket, \$8.45, is well below the metro average. There has

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been no new space delivered in 2010, and there is no space under construction.⁵

City Characteristics

While there are retail developments throughout the City of Madison, most of the larger centers are located along the periphery of the City, along Highway 72, Madison Boulevard, and County Line Road. There is also significant retail development near the center of the City along Hughes Road.

Madison has a historic downtown, but the overall retail square feet in this area is fairly small and does not currently make up a significant portion of the City's retail base. Typically, a city of Madison's size would have a much larger downtown. However, Madison developed, for the most part, after downtowns had fallen "out of fashion," and more conventional shopping centers were the primary source of goods and services. Currently, downtown is not a destination shopping area.

Retail Types

There are basically three types of retail functionalities at work in any given market.

1. *Convenience/Local* – grocery and drug store purchases, as well as some apparel and home items. Usually purchased close to home, based on available selection. These can also include restaurants. Small offices providing direct services to consumers, such as insurance companies, dentists, and doctors often function in some ways as convenience retail and are often located in retail buildings.

2. *Regional/Unique* – most likely shoppers goods and restaurants. Consumers will drive long distances to go to stores and restaurants that provide goods and services unlike anywhere else. This uniqueness can be specific products, the environment/atmosphere, or the ability to go to a place that clusters similar goods and services in a hard-to-find fashion.

⁵ Source: The Retail Report: Huntsville Retail Market, CoStar Group, Third Quarter 2010.



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3. *Regional/Chain* – more likely to be shoppers goods, such as apparel, home items, hobby-related goods, etc., and restaurants. Consumers travel to specific stores based on the consistency of selection and types of goods. The same consistency and familiarity with product is the driving force behind dining out at chain restaurants as well.

Even with its rapid growth and strong demographics, almost all Madison retail falls into the Convenience/Local category. There is virtually no Regional/Chain or Regional/Unique retail in Madison. Currently, the demand for Regional/Chain retailers is largely met in Huntsville, with Bridge Street Town Centre and Parkway Place Mall providing high-end goods and various power centers along University Parkway providing discount retail goods. Currently, the retail draw for everything except everyday necessities is away from Madison and into Huntsville.

Madison has a great deal of Convenience retail. Historically, most Convenience retail has been located in, or close to, grocery-anchored shopping centers. So mapping major grocery stores is typically a good way to understand the Convenience retail market. The following map shows the major grocery retailers that are located within or directly adjacent to the City of Madison. As one can clearly see from the map (next page), all sections of the City are currently served by a major grocery store. This does not necessarily mean that there will be no new grocery-anchored development or Convenience retail built in the City, but the growth of this market will be limited until there is significant new residential development.

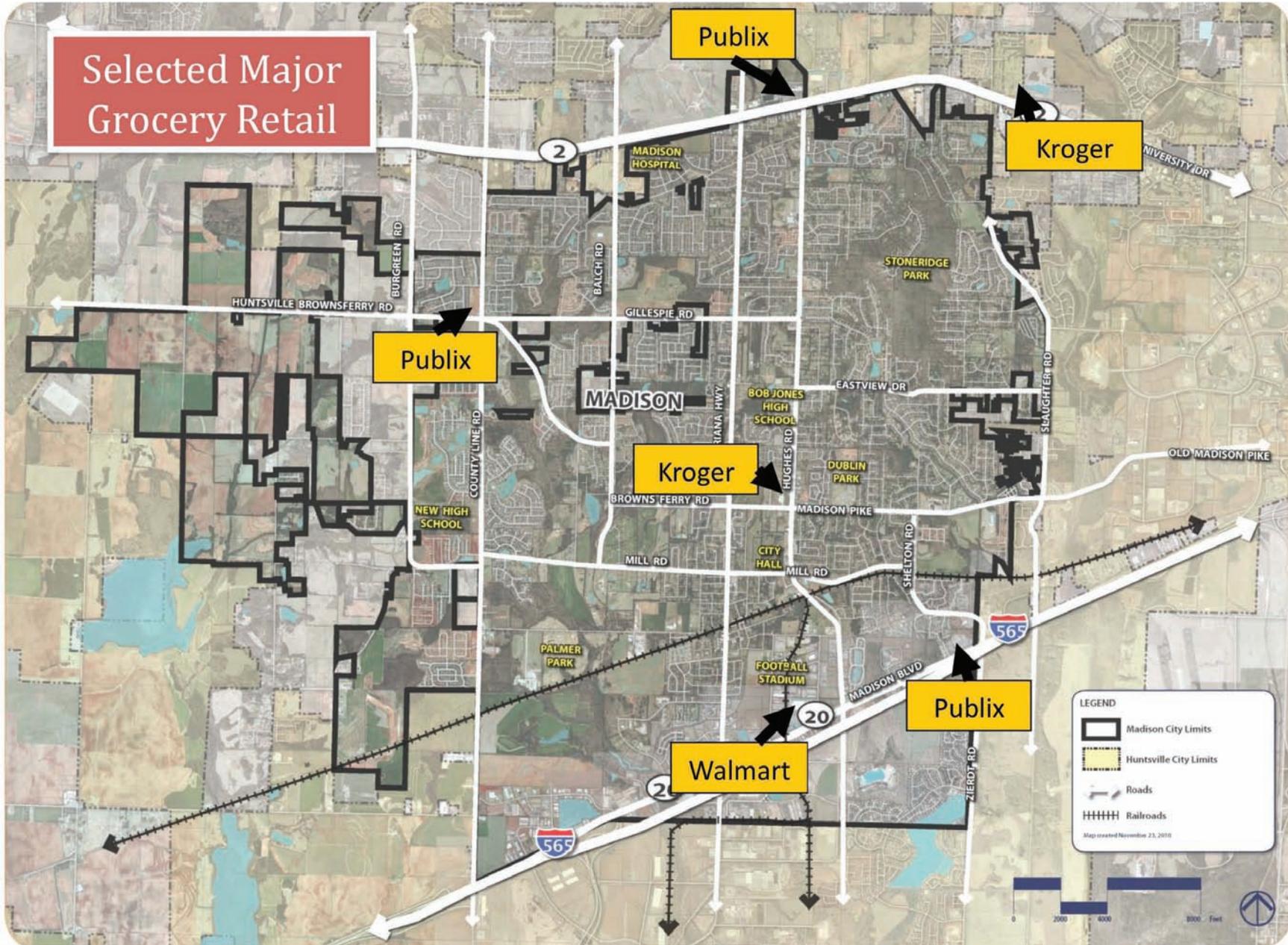


Figure 4.2 - Selected Major Grocery Retail Locations

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The following map displays the concentrations of Regional/Chain retailers that serve Madison residents. One can quickly see that there is a great deal of this retail located fairly close to Madison, but almost all of it is in the City of Huntsville. There is a small amount of Regional/Chain retail located along Highway 72 in Madison, including Lowe's and Books-a-Million. There is also the Target-anchored shopping center, The Shoppes of Madison, going into development now between Balch Road and Wall Triana Highway. With so much Regional retail already located in close proximity, it may prove difficult to grow this market within the City of Madison.

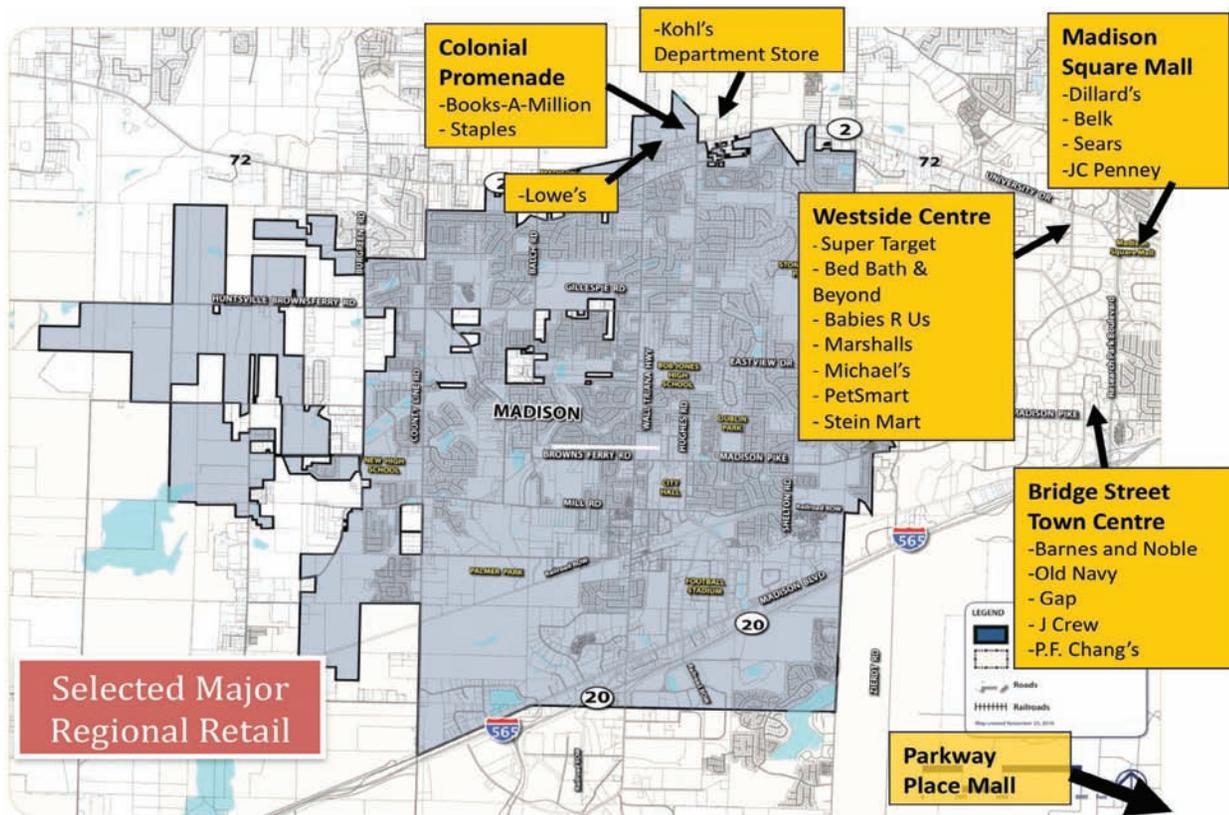


Figure 4.3 - Selected Major Regional Retail Locations

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Major Retail Centers

There are nine major shopping centers located within the City of Madison, and together, they represent approximately one million square feet of space. Most of these are grocery-anchored centers, or had grocery stores at one time. The vacancy rate for these centers is approximately 15%, which is much higher than the MSA and the submarket. These shopping centers vary greatly in both age and condition. The oldest was built in 1968 and the newest in 2008, and none would be considered regional retail centers. There are few big box tenants in the City, the exceptions being Staples and Books-a-Million on Highway 72, Walmart along Madison Boulevard, and the Target-anchored shopping center being developed now on Highway 72.

Major Retail Concentrations

There are five areas in the City where retail is found in notable concentrations in the City of Madison.

Highway 72 (University Boulevard)

There is a great deal of big box retail along Highway 72, but almost all of it is in the City of Huntsville. The exception is Colonial Promenade, which is just inside the Madison city limits. This center features Publix, Staples, and Books-a-Million. North Madison Corners is also located in the City of Madison. It is an older shopping center with a local grocery store and Dollar General. The closed Southern Family Market (formerly Bruno's) store is also in the City of Madison.

Highway 72 is a major transportation corridor for the area. The high traffic counts make it ideal for retail development. In addition, the new Madison Hospital along this corridor will provide 24-hour activity and additional customers for

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local retail businesses. This is already spurring new development, with The Shoppes of Madison, a Target-anchored shopping center, now underway.

Madison Boulevard

The Madison Boulevard corridor in the southern part of the City has some of the area's oldest centers. While there is no high-end retail, both the Walmart and Publix centers are newer and have low vacancy rates. There are, however, several older centers with third-tier tenants such as Old Time Pottery, Dirt Cheap, and Burke's Outlet. The area is also home to several aging and deteriorating hotels. Signage and architecture are inconsistent, and streetscaping is almost non-existent. Taken together, all of these issues give the corridor the appearance of an area that is in the beginning stages of economic decline.

County Line Road

This corridor is located along the western outer edge of the City and is still largely undeveloped. The area to the west of the corridor is fairly rural, although single-family neighborhoods are beginning to crop up. Retail vacancy along the corridor is high, indicating that retail development may have gotten too far ahead of the rooftops. Additional residential development, along with the new high school, will likely provide the opportunity for further retail development in the future. Currently, the only major retailer along the corridor is Publix.

Hughes Road/Old Madison Pike

The area around the intersection of Hughes Road and Old Madison Pike provides retail in the heart of the most heavily developed portions of the City. This area is home to a successful Kroger-anchored center that is fully occupied. Surrounding businesses include Applebee's, Rite Aid, and Dollar General Market. This area's location in the heart of residential development

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makes it ideal for convenience retail.

Downtown

Downtown Madison is small and provides very little retail space. Currently there are 15 buildings with approximately 29,000 square feet of space. Five of these buildings are vacant. While many of the downtown buildings are in need of repair and rehabilitation, the area still retains enough of its historic character to provide the nucleus of a successful downtown.

Downtown Madison has two successful restaurants: Main Street Café and Bandito Burrito. Other tenants in the area include several local-serving offices along with an antique store and an interiors store. The 16 Main building is a historic home that has been renovated to provide working studio space for local artists along with a gallery to display and sell their work.

Planned Retail

Waterstone

Waterstone is a planned 450-acre mixed-use development that will be located along County Line Road just north of Madison Boulevard. Current plans call for this project to include approximately 600,000 square feet of retail space. This would include one large big-box store along with junior anchor stores and several restaurant outparcels.

Madison Crossing

Stafford Properties is planning to develop Madison Crossing at the intersection of County Line Road and Browns Ferry Road. In addition to housing, this development will include a Walgreen's drug store along with five other outparcels facing County Line Rod. A four-acre site behind Walgreen's is also set aside for future retail development.

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New Downtown Development

The owners of the Main Street Café are planning to build a retail building with six shop spaces in approximately 7,000 square feet. The development will be built on vacant land next to 16 Main.

New Development South of I-565

There is a potential large-scale project being planned now by Louis Breland immediately south of Interstate 565. The project elements being evaluated would be in a mixed-use format, potentially including residential, retail, and office uses.

Demand Analysis

Projecting demand for additional retail space in the City of Madison is complicated by the City's location within the metro area and its virtual encirclement by the City of Huntsville. Currently, a great deal of Madison residents' retail dollars are spent outside the City limits. As the City grows, there will be demand for additional retail space, but it is unclear whether the majority of this demand will be satisfied by new developments within the City of Madison or in areas just outside the city limits. For this reason, the demand figure for each retail type is presented as a range. Reaching the high end of this range will require proactive efforts on the City's part; this includes setting aside locations for future retail development, along with encouraging the redevelopment of existing older retail centers and corridors.

Over the next five years, demand for additional retail space is projected to range from approximately 270,000 square feet to almost 900,000 square feet. A breakdown of the expected demand is shown in the following table. Convenience Goods are primarily grocery store and drug store purchases. Shopper Goods are

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the balance of retail items, such as apparel, home furnishings, hobby-related goods, etc. Food and Beverage is primarily restaurants and liquor stores.

	Convenience Goods		Shoppers Goods		Food and Beverage		TOTAL 5-YEAR DEMAND	
	Low	High	Low	High	Low	High	LOW	HIGH
Neighborhood Serving	36,900	122,240	43,780	145,040	15,270	50,600	95,950	317,880
Community Serving	86,100	285,240	65,670	217,550	22,910	75,900	174,680	578,690
TOTAL	123,000	407,480	109,450	362,590	38,190	126,500	270,630	896,570

Assumptions

This analysis was conducted in relation to two types of retail development: neighborhood serving and community serving. Neighborhood serving retail usually includes convenience goods and personal services for day-to-day needs of the immediate area. Community serving retail is slightly larger, and provides a wider variety of shops, making merchandise available in a greater array of styles and prices, as well as providing convenience goods and personal services.

Demand analysis was conducted using the existing City retail square foot per capita figures compared to metro figures, along with future population growth estimates. The “high” retail demand estimate represents a scenario where the vast majority of future retail demand for the City is satisfied by new development within the Madison city limits. The “low” retail demand projection was created by assuming that current development patterns will carry forward into the future, with Madison not recapturing any of the retail dollars currently lost to the City of Huntsville.

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Recommended Development Characteristics

Downtown

In recent decades, most Americans had little interest in shopping in traditional downtowns. While the typical consumer still prefers shopping centers for their convenience shopping, many also now look for something different from the typical shopping center experience when shopping or dining for pleasure instead of necessity. Consumers who have grown weary of the “sameness” of most shopping centers have looked to downtowns as a source for this unique shopping and dining. Many downtowns have taken advantage of this trend and made a comeback by playing up their historic charm and non-chain retail offerings.

Because most downtown shopping and dining represent discretionary spending and not necessities, it is typically the upper-income consumer who frequents these areas. Madison’s very strong income levels make it especially well-suited for this type of retail. Unfortunately, the City’s downtown is fairly small and does not provide a critical mass of retail space. It will be important to both expand and diversify the types of goods and services downtown. To create a viable downtown, additional shop space should be created in new buildings that match the character, scale and layout of the existing downtown. Efforts should be made to attract new specialty retailers to downtown who will meet the demand for Regional/Unique retail created by the strong demographic profile of the City. New businesses should include restaurants, along with stores selling gifts, jewelry, art, and clothing.

Madison Boulevard

A great deal of Madison Boulevard needs to be redeveloped. Current retail along the corridor leans towards lower-end uses and does not “match up” with the demographics of the City. It is a key gateway for outsiders, visitors, and

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newcomers to the metro Huntsville area and an opportunity for a “welcome mat” to be put at Madison’s front door. It is in a crucial location with proximity to Interstate 565 and the airport. Further, it is the key commercial corridor in Madison that is fully within city limits.

Madison should consider encouraging some shopping center owners along Madison Boulevard to repurpose their retail space for other uses. This would serve to strengthen the market for the remaining retailers. This type of redevelopment is referred to as “retail pruning.” Retail pruning is likely to be critically important in this area in the future, because having a whole lot of low-quality space is actually worse than having less space, but of higher quality in terms of market performance. Secondary and tertiary uses can overwhelm the marketplace and discourage the interest of developers and potential merchants. A critical component in redevelopment in relation to retail is to ensure that existing retail is successful and sustainable; it is better to have fewer tenants or lower total square footage and have it be high-quality and the kind consumers want, than filling up existing shopping centers with discount, low-quality or under-performing retailers.

Redevelopment of some of the older retail centers in Madison will most likely prove to be challenging. There will have to be creative new uses for the buildings as these older shopping centers become no longer economically viable. While finding new uses for these obsolete centers will be a challenge, there are many examples of successful conversions in other cities. Some of the creative uses for former shopping centers include: county or city office buildings, private offices (call centers, back office operations), libraries, churches, parks/recreation/senior centers, and public or private schools.

Retail development in a particular area is also directly affected by the health of other nearby uses. Some of the older hotels along the Madison Boulevard



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corridor are beginning to show signs of deterioration and disinvestment. The effect that this deterioration could have on the adjacent retail properties should not be underestimated. These older hotel properties along the corridor need to be redeveloped before they begin to give the area a rundown, and possibly unsafe, image. Once customers begin to leave an area because of the perception of safety issues, it is very difficult to draw them back to the area. Embracing and reorienting the retail portions of Madison Boulevard towards hospitality is a recommended strategy. Again, its strategic location with visibility to Interstate 565, and a pathway between the Huntsville International Airport and Jetplex on one end and Redstone Arsenal and Huntsville on the other, is one to be greatly leveraged by the City.

County Line Road

The City should plan and prepare for future retail growth in this area once the housing market picks up. The new high school will bring additional traffic and customers, but the area may need more rooftops before it can support a significant amount of new retail space. Additional retail development is most likely to be successful as part of a mixed-use development, with a significant housing component and very strong connectivity between uses.

Highway 72

This corridor is a major thoroughfare for the metro area and has a great deal of potential for retail growth. Unfortunately, much of the land along the corridor has already been annexed by the City of Huntsville. In time, there will likely be demand for additional big box retail along the corridor, and the City of Madison should plan to maximize the use of developable land not already annexed by the City of Huntsville. The City should also work to make sure that older properties, such as the former Southern Family Market building, are not ignored. If new retailers shun these properties in favor of new buildings, it is important that they be redeveloped or re-purposed.

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The new Madison Hospital should also be viewed as a potential anchor for additional small-scale retail. Hospital employees and the families of patients will provide a somewhat captive market for this convenience retail.

South of I-565

The area immediately south of Interstate 565 has the most direct interstate visibility of any area within the City of Madison. The lack of direct access to I-565 with an interchange in this area is a challenge for retail development. For this and many other reasons, this area is well-suited for further office development. However, if an interchange is constructed, and access increased to the area, retail is a viable use. What will be an important consideration for the City is to balance what will likely be ongoing efforts for the redevelopment of Madison Boulevard, and ensure that new retail development south of I-565 is not the same type of retail serving the same customer or direct competition for this adjacent area. Ideally, it would be a totally different type of retail, ideally some sort of destination retail that could draw from the entire metro area, in a mixed-use development format that included residential and office uses as well.

Office Market Analysis

Metro Overview

The Huntsville metro area has developed a very vibrant office market built on the area's strong lineup of technology, science, and engineering firms. Huntsville's emergence as a center of high-technology firms is due largely to the critical mass created by Redstone Arsenal. According to the Department of Defense, "Redstone Arsenal was built in 1941 to produce conventional chemical ammunition for

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use in World War II. For more than forty years, Redstone has been the heart of the Army's rocket and missile programs. Today, Redstone is home to the U.S. Army Aviation and Missile Command (AMCOM), the Space and Missile Defense Command, numerous Program Executive Offices (PEO), and major components of the Defense Intelligence Agency and the Missile Defense Agency." ⁶ Redstone Arsenal covers almost 38,000 acres and has approximately 11.7 million square feet of building space. Over 25,000 people are employed by the Redstone Arsenal with an additional 7,000 working at the NASA/Marshall Space Flight Center, according to the Huntsville-Madison County Chamber of Commerce.

While metro Huntsville has several significant office clusters, the Central Business District and the Cummings Research Park are the leading office submarkets, and together they account for over 65% of the office space in the metro area. While Huntsville is known as a center for engineering and science, the downtown office market is focused to a large extent on legal, banking, accounting, and government sectors.

The Cummings Research Park is a major economic engine for the entire region. It is the second largest research and technology park in the nation and the fourth largest in the world, according to the Huntsville-Madison County Chamber of Commerce. The Park was established in 1962, and greatly expanded in 1982 to over 3,800 acres. It now includes 175 buildings with 5.6 million square feet of office space. Approximately 25,000 employees work in Cummings Research Park in a variety of high-tech industries including software design, engineering services, aerospace/defense, computers, electronics, and biotechnology. Bridge Street Town Centre is a major new development within the park, and it provides retail, restaurant, and lodging options.

The Redstone Gateway project is a major new master-planned office, industrial, and retail development to be located at Gate 9 of Redstone Arsenal. This development

⁶ Redstone Garrison, US Army Installation Management Command Southeast Region.

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is a joint venture and will be built on 468 acres owned by the U.S. government and leased to the joint venture through a long-term ground lease. The total project will include 50 multi-story office buildings with approximately 4.4 million square feet. This is a massive addition to the metro office market, with the planned new Redstone Gateway office space equal to almost 31% of the current office space in the entire metro area. Roughly 1.2 million square feet will be within the secure area of Redstone Arsenal. The first buildings are scheduled to open in fall 2011. Complete build-out of the project is expected to take 15 to 20 years.

Redstone Gateway will greatly expand the Cummings Research Park submarket area and will likely consolidate its position as the premier location in Huntsville for engineering and scientific enterprises.

Taken as a whole, the metro Huntsville office market has 611 buildings, comprising over 14.2 million square feet. The average rental rate is \$14.78 per square foot, and the vacancy rate is at 11.3%. In the first half of 2010, approximately 90,000 square feet of space was added to the market. There was an additional 15,000 square feet under construction. The total space can be classified into three categories: Class A (8.8%), Class B (74.5%), and Class C (16.7%).⁷

Submarket Overview

As defined by CoStar, the City of Madison is part of the Jetplex/Madison office submarket, one of eight submarkets in the Metro Huntsville area.

The Jetplex/Madison office submarket has 38 buildings, comprising almost 1.4 million square feet. This represents only 9.5% of metro Huntsville's office market. Approximately 20.7% of the submarket's office space is considered Class A. The average rental rate is below the metro average, at \$13.30 per square foot. The vacancy rate is 38.5 %, which is well over three times the

⁷ Source: The Office Report: Huntsville Office Market, CoStar Group, Third Quarter 2010.

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metro average. No space was delivered in this submarket this year, and there is also no space currently under construction, according to CoStar. Boeing and Intergraph have very large office components in their Jetplex area properties.

City Characteristics

There is a great deal of large-scale office development located in close proximity to Madison. The largest of these is the sprawling Cummings Research Park, which is situated just to the east of the City. While a tremendous amount of office space has been developed near the City over the past thirty years, very little of this development has spilled over into Madison. The exception is the Intergraph campus, which has a large amount of office in a hybrid office/industrial setting. Outside of this area, most office space in Madison is located in fairly small one- and two-story buildings. While the City does have regional office tenants, such as engineering firms, the majority of tenants are local-serving office uses, such as insurance agencies, real estate offices, and medical practices.

Office Concentrations

While office uses are located throughout the City of Madison, office buildings have tended to cluster in fairly close proximity to one another within the City. For the purposes of this study, we have divided the City's office market into three office concentrations. These office concentrations are: the Hughes Road Corridor, Madison Boulevard east of Hughes Road, and Madison Boulevard west of Hughes Road. In the Medical Office section below, a likely future office concentration in and around the Madison Medical Park is reviewed.

Hughes Road Corridor

The Hughes Road Corridor is a north-south artery passing through the heart of Madison. Approximately 20 office buildings are located along the southern

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half of this corridor in the area to the north of Madison Boulevard. The office buildings in this area are mostly single-story structures with architectural details that are more reminiscent of residential construction than commercial. Office uses are mostly local-serving with a great deal of medical practices. There is still land available along the corridor for additional office development, most notably in the Phoenix Business Park where several developed lots are available.

Madison Boulevard East of Hughes Road

In the area along Madison Boulevard to the east of Hughes Road, there are approximately 15 office buildings. These buildings are mostly one-story structures. While they have a more commercial appearance than the office buildings on Hughes Road, most of these office developments actually look like retail strip centers. The vast majority of this office space is utilized by local-serving tenants. One of the exceptions to this is the Madison Research Park, which is geared more towards regional office uses and has the appearance of traditional office space. Samples Properties has recently completed the construction of two new office buildings in this development. They are targeting companies looking to locate close to Cummings Research Park.

Madison Boulevard West of Hughes Road

In the area along Madison Boulevard to the west of Hughes Road, there are approximately 25 office buildings. Most of the office buildings in this subarea are located in larger business parks that also include a variety of other uses including flex space, industrial warehouse, self-storage, and residential. Business parks in the area include the Putnam Industrial Park, Arlington Business Park, and the Meadow Green Centre.

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Medical tenants are a significant portion of Madison's office market, with most of these medical practices serving the local residents. As would be expected, a great deal of the City's medical office space has located close to the more heavily-developed residential areas in the southern portions of the City, specifically around the intersection of Hughes Road and Madison Boulevard. It is likely, however, that the opening of the new Madison Hospital in 2012 will lead to a dramatic shift in the City's medical office market. Not only will there be a demand for additional medical office space, it is likely that a majority of the medical office market will shift from the Hughes Road corridor to north Madison in the area surrounding the new hospital.

Madison Medical Park

The Madison Medical Park is the site of the new Madison Hospital that is currently under construction along Highway 72 near Balch Road. This facility will be owned and operated by Huntsville Hospital. Madison Hospital will open with 60 beds, but the infrastructure will be in place to allow expansion up to 200 beds. The current projected opening date is February 2012. An urgent care center, imaging center, wellness center, and medical office building are already located on the site. The medical office building opened in 2001. It has 25,000 square feet, and is 100% occupied.

It is expected that this subarea of Madison will develop into a fairly large medical office market as the hospital is completed, and eventually expanded. According to hospital officials, there is not enough room on the Medical Park campus to accommodate new office space. They expect private developers to provide the necessary office buildings on nearby properties. Because the City of Huntsville has annexed a great deal of land in this area, it is uncertain whether the majority of this medical office will end up in the City of Madison or the City of Huntsville.

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Planned Office

Waterstone

Wolf Ridge Properties is in the planning stages for Waterstone, a proposed 450-acre mixed-use development that will be located along County Line Road just north of Madison Boulevard. Current plans call for this project to include approximately 2.5 million square feet of office space, along with significant retail and multi-family development. If developed as planned, the office space would create a major new office node for metro Huntsville.

Demand Analysis

When looking at the future demand for office space in Madison, it is helpful to divide the market into local-serving tenants and regional tenants. Local-serving tenants are those whose primary customer base are local residents. Regional office tenants provide a service to other companies or individuals on a regional, national, or international basis. For local-serving office, it is assumed that growth will be steady and follow population growth.

Future demand for regional office in Madison will depend a great deal on whether the City can successfully compete with the more established office markets in metro Huntsville. Office development for regional office tenants does not perfectly follow a pattern, as perhaps retail following residential tends to. This type of office space is actually one of the most difficult land uses to recruit. There are stringent requirements for access, amenities, location, and agglomeration that are used as guidelines. This basically means that office begets office; office is a use that most often clusters together.

Historically, Madison has not been able to compete effectively with the Cummings Research Park or Downtown Huntsville for regional office tenants. It is possible,

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however, that Madison could develop a larger office market because of its close proximity to the existing office markets and because of its extensive supply of high-end housing. The creation of a major node of regional office would require a great deal of effort on the part of the City of Madison and will definitely not happen unless it is part of a larger, proactive recruitment and development.

Because the future demand for office space in Madison will depend greatly on whether the City chooses to pursue the development of a major regional office node, the table below presents two sets of figures: projected office demand based on current trends, and projected demand if such a regional node is created. The result is a range with “low” and “high” projections for the next five years. The difference between the “low” and “high” figures is largely the result of whether the office demand is satisfied within the Madison city limits or just outside.

If current development patterns continue, it is assumed that there will be a five-year demand of approximately 177,000 square feet of office space. It is projected that 35% of this demand will be for local-serving tenants with 65% for regional tenants. If the City takes the necessary proactive steps to attract users and develop a major office node, total demand is projected to be over 530,000 square feet. Under this scenario, it is projected that 20% of the total office space would be local-serving and 80% regional.

Assumptions

For the “low” demand figures, it is assumed that the average annual office deliveries in the submarket for the last five years will continue for the next five years and that the City of Madison will capture a portion of this submarket demand. For the “high” demand figures, it is assumed that the City of Madison will capture practically all of the office demand in the submarket. Even for the “high” estimates, it is not projected that the City of Madison will capture any appreciable demand currently

	5-YEAR DEMAND	
	Low	High
Local-Serving Office	61,950	106,200
Regional Office	115,050	424,800
TOTAL	177,000	531,000

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projected for Cummings Research Park or the new Redstone Gateway project.

Recommended Development Characteristics

Local-Serving Office

There is some potential for Madison to position itself to capture more office development from small-scale, support, and spin-off office users from Huntsville. However, this would entail a significant amount of strategic positioning, along with proactive recruitment efforts. The strategic positioning is largely around redeveloping Madison Boulevard. If retail pruning efforts are successful, it will allow land to be utilized for different purposes. This location, with easy access to Interstate 565, could then be a choice for office users that are currently in Huntsville, but are not driven by needing to have a premier address or direct location in Cummings Research Park or Redstone Arsenal. The City would have to proactively recruit and attract these users, keeping in mind that they will also demand the amenities of retail and services in the area, which could also help to support the retail redevelopment efforts.

Otherwise, the local-serving office market will likely continue to locate in existing retail space in strip shopping centers. New local-serving office space would then have to be in one- or two-story buildings that could compete on rental rates with these older shopping centers.

Regional Office

When looking at the regional office market, it will be very difficult for the City of Madison to compete with existing Huntsville office submarkets. If the City chooses to pursue this type of development, there will need to be large areas set aside for office uses. Large-scale office development will have to be part of a mixed-use setting with very tight development controls. The logical location for this is in the area south of Interstate 565, where Intergraph is currently located and there is undeveloped land available.

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There is also potential to leverage the new Madison Hospital. This will obviously be a market changer and will become a driver for the medical office market. While capturing all of the new office space within Madison city limits might or might not be feasible at this juncture, efforts should be made to capture as many of the ancillary services within city limits, and any small-scale office that is feasible.

Industrial Market Analysis

Metro Overview

Industrial development is spread throughout metro Huntsville, but the largest concentration is located in the areas along I-565 closest to Redstone Arsenal. This includes the Cummings Research Park area, along with several large industrial parks surrounding the Huntsville International Airport. Taken together, these two areas account for almost 57% of the industrial space in metro Huntsville, according to CoStar. Major companies with facilities in the area include Boeing, Navistar, SES, Teledyne Brown, and Kohler.

Another major industrial node is the Chase Industrial Park located in northeast Huntsville. This industrial park encompasses 1,700 acres and has mostly single-tenant buildings. According to the Huntsville-Madison County Chamber of Commerce, more than 35 domestic and international companies have facilities at Chase. Products include medical instruments, DVDs, copper products, plastic products, street sweeping machines, and pharmaceuticals. Companies include Cinram, CF Flag, and PPG Industries. This development is largely built out with only 50 acres still available for development.

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The Metro Huntsville industrial market has 267 buildings and about 10.8 million square feet of space. The average rental rate is \$5.47 per square foot. The vacancy rate averages 17.7% for the metro market as a whole. The total space can be split into two dominant sub-types: Flex ⁸(18%) and Warehouse (82%).⁹

Submarket Overview

The City of Madison is part of the Jetplex/Madison submarket, one of eight submarkets in the Metro Huntsville area.

The Jetplex/Madison submarket has 47 buildings, comprising almost 3.8 million square feet. It is the largest of the industrial submarkets in metro Huntsville, due to the Jetplex parks. Almost 93% of buildings in this submarket are classified as Warehouse, with just seven percent classified as Flex space. The average rental rate is \$5.81, which is higher than the metro average, at \$5.47 per square foot. The vacancy rate is 23.5%, higher than the metro average, at 17.7%. No buildings or square feet have been delivered in this submarket this year, with no buildings currently under construction, according to CoStar.

The major industrial developments in the submarket are: Jetplex Industrial Park, Jetplex South Industrial Park, and Lowe Industrial Park. These are all well-planned developments that have had great success in attracting industry. Of these three, only one, Lowe Industrial Park, is partially located within the Madison city limits.

Jetplex Industrial Park

The Jetplex Industrial Park consists of 1,470 acres with 54 corporate tenants. It is located directly adjacent to Huntsville International Airport. Major tenants include Northrop Grumman, International Diesel, and Parfums de Coeur. While this park is close to the City of Madison, it is located within the Huntsville city

⁸ Flex space can be considered a hybrid office/industrial building. CoStar defines Flex space as: "A type of building designed to be versatile, which may be used in combination with office (corporate headquarters), research and development, quasi-retail sales, and including but not limited to industrial, warehouse, and distribution uses.

⁹ Source: The Industrial Report: Huntsville Industrial Market, CoStar Group, Third Quarter 2010.

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limits. The Jetplex Industrial Park is part of Foreign Trade Zone #83.

Jetplex Industrial Park South

Also located within the City of Huntsville, the Jetplex Industrial Park South is adjacent to the Jetplex Industrial Park but outside of the foreign trade zone. It is one of the newer industrial parks and has 1,400 acres available for development.

Lowe Industrial Park

The Lowe Industrial Park is one of the older industrial developments in the Jetplex submarket. It is located in both the City of Madison and the City of Huntsville. This park includes almost 900 acres with approximately 20 acres left for development. Major tenants include Intergraph, MATSU, Kohler, BASF Catalyst, and Benchmark Electronics.

City Characteristics

Industrial buildings in Madison are mostly found in the southern part of the City. The City's larger industrial buildings are situated just south of I-565 in a relatively small area wedged between the interstate and the Huntsville city limits. This area is known as the Madison Industrial Park but is sometimes considered to be part of the Lowe Industrial Park. The Intergraph campus is located in this area.

In the area north of I-565, the industrial buildings are smaller-scale and have a relatively large proportion of local-serving industrial uses. The majority of these buildings are located in business parks, and most of these business parks also include a variety of other uses, including office, self-storage, and even residential. The atmosphere in these Madison business parks is very different from that found in the large-scale industrial developments surrounding the airport and extending out I-565. Those Huntsville industrial parks are very focused on the needs of the

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large, regional industrial tenant, with adequate infrastructure and fairly consistent design and architecture. Conversely, the business parks in Madison tend to have developed in a somewhat haphazard fashion with no clear vision of their target market. It is not uncommon to find an attractive brick office building, a metal industrial warehouse, and a self-storage facility in the same business park, all within sight of each other.

Industrial Concentrations

As noted previously, the City of Madison has several business and industrial parks consisting of buildings with a variety of sizes and construction types. The following paragraphs describe the industrial/business parks in the City.

Putnam Industrial Park

The Putnam Industrial Park is located north of Madison Boulevard and east of County Line Road with entrances on both roads. It is a fairly large development with 28 warehouse buildings and 23 flex buildings, along with several purely office buildings. Building types in the park are very diverse, with structures constructed from a wide variety of materials including metal and masonry. The park also has a wide range of tenants, with many having a fairly large amount of front office space. Putnam Industrial Park still has a great deal of vacant land available for development.

Arlington Business Park

The Arlington Business Park has three warehouse buildings and five flex buildings. It is located north of Madison Boulevard and west of Wall Triana Highway and has entrances on both roads. This business park also has a wide variety of non-industrial uses including medical office, self-storage, residential, and daycare. Arlington Business Park actually has more office buildings than industrial buildings. The industrial buildings include both pre-engineered

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metal structures and masonry buildings. There is still a great deal of vacant land in the park that appears ready for development.

Pride Industrial Park

The Pride Industrial Park is located along Palmer Road and is further north than most other industrial development in the City. It includes one warehouse building and four flex buildings.

Spencer Industrial Park

The Spencer Industrial Park is located along Celtic Drive, just north of Madison Boulevard. It includes 12 warehouse buildings and four flex buildings. Most of the industrial buildings are pre-engineered metal structures. In addition to the industrial buildings, the administration building for the Madison City Schools and the City's football stadium are also located in the area.

Martin Industrial Park

The Martin Industrial Park is located along Commerce Circle and includes ten warehouse buildings and six flex buildings. This park also includes three purely office buildings. Most of the buildings are metal pre-engineered structures with some masonry.

Madison Industrial Park/Lowe Industrial Park

The Madison Industrial Park is located just south of I-565. Unlike the business parks north of the interstate, this area is similar to the large industrial parks to the south (in the City of Huntsville), and has large-scale buildings and corporate users, such as Intergraph.

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Planned Industrial

Currently, there are several sites available in the Madison industrial parks set aside for future industrial uses.

Demand Analysis

While Madison is not currently a major industrial node, the City would be attractive to potential industrial uses that are looking to locate in the greater Huntsville area, because of the City's location along Interstate 565 and the availability of city services. Already, industry is clustered in nearby areas along the interstate corridor, and there are no major factors precluding their location within Madison. However, just as with retail and office, the ultimate demand for industrial space in Madison will depend largely on whether the City decides that it wants this product type and then plans for its development.

Without significant planning and intervention by the City, industrial development will likely remain small and somewhat haphazard. Madison has the opportunity, however, to develop a major industrial presence by setting aside land for large-scale industrial parks that have strict development controls and the necessary infrastructure. For this reason, the table below presents industrial demand in two categories. The "low" category assumes that current development patterns persist. The "high" category assumes that the City makes a policy choice to actively pursue large-scale industrial development.

Under the "low" demand scenario, it is projected that there will be a demand for approximately 219,000 square feet of industrial space over the next five years. It is estimated that 30% of this new industrial space will be for local-serving tenants and 70% for regional tenants. If the City creates an environment conducive to large-scale industrial development, the "high" demand figures call for a total

	5-YEAR DEMAND	
	Low	High
Local-Serving Industrial	65,700	94,500
Regional Industrial	153,300	955,500
TOTAL	219,000	1,050,000

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industrial demand of just over one million square feet over the next five years. Most of this additional demand will be for regional users, accounting for over 90% of the total. Local-serving tenants will account for less than 10%.

Assumptions

When looking at industrial demand for a small market, it is necessary to look at averages over a period of time, because a community may go several years with very little industrial development and then draw a large industrial user. For the “low” demand figures in the table above, it is assumed that the average industrial absorption figures from the past five years will continue for the next five years. For the “high” demand numbers, it is assumed that City of Madison will develop the infrastructure for large-scale industrial users and capture a small portion of the total industrial demand for the entire Huntsville metro area.

Recommended Development Characteristics

Communities are sometimes resistant to industrial development, because these uses are often considered unattractive. It is true that industrial uses can sometimes overwhelm an area because of the sheer size of the buildings and their ancillary development. However, with careful planning and tight regulations, industrial uses can be attractive, and even resemble office parks. Not only does this type of industrial development protect the value of surrounding property, but it is also vital if one wants to attract high quality industrial uses.

Current industrial development in Madison north of I-565 is fairly haphazard when compared to the larger industrial developments in other parts of metro Huntsville. There are few sites that can compete with the bigger industrial parks along I-565 within the City of Huntsville for the larger regional industries. To draw these large industries, it would be necessary to set aside a large portion of land,

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likely along County Line Road, for an industrial park to be developed either by a public entity, an experienced private developer, or a public/private partnership.

While the demand would likely exist, whether this scale of industrial development is desirable for the community is a public policy decision. It is important to note, however, that this industrial development could be restricted to flex space or “light industry.” Flex space is essentially a hybrid office/industrial building. Flex space would create a bigger job base for the community while limiting truck traffic and other possible nuisances.

Whether or not the City decides to pursue additional industrial parks, it is important that the existing parks not be ignored. Many of them have a great deal of vacant land that has yet to be developed. To make the most of this opportunity, these parks should be improved with refurbished entrances and roads. This will encourage a better-quality product to be built on the remaining vacant land.