

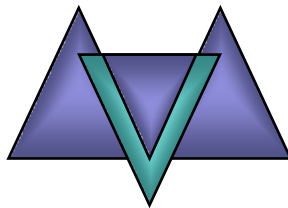


**TOWN OF  
MADISON  
LAND USE PLAN  
May 2004**



*Town of Madison Land Use Plan*

*May 2004*



*Piedmont Triad Council of Governments*

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# Town of Madison

## Land Use Plan

The Town of Madison Land Use Plan was developed with the cooperation of the citizens of Madison, the Town Board of Aldermen, the Town Planning and Zoning Board, the Town staff, and the Madison Land Use Plan Advisory Committee. This plan serves as a guide to help our community make land use decisions and to provide for the orderly growth and development of the Town. The plan will be reviewed and revised periodically by the Town Board of Aldermen after formal adoption, as conditions within the Town's planning jurisdiction change over time.

**Adopted this 13<sup>th</sup> day of May, 2004 by the Town of Madison Board of Aldermen.**



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### **LDP Advisory Committee Members**

Sharon Garner – Town Manager  
Jack Groomes – Planning & Zoning Board  
Kenneth Hawkins – Board of Aldermen  
Dan Hill – Board of Aldermen  
Heather Hill – Historic Commission  
Lannette Johnson – Town Clerk  
Ken Lankford – Former Board of Aldermen  
Monte McIntosh – Former Board of Aldermen  
Mike Morrison – Director of Public Utilities  
Bobby Pleasants – Board of Aldermen  
Mona Price – Planning & Zoning Board  
Devan Reid – Inspection & Zoning Officer  
Tom Rogers – Planning & Zoning Board  
Julie Taylor – Planning and Zoning Board

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Janice R. Tate – Mayor Pro Tem  
Carolyn C. Collins – Treasurer  
Bobby Pleasants – Assistant Treasurer  
Arthur R. Gwaltney – Alderman  
Daniel G. Hill – Alderman  
Mickey S. Silvers – Alderman

### **Planning and Zoning Board Members**

Ed Elrod – Chairman / Out-of-Town Member  
Larry Bennett – Vice-Chairman / In-Town Member  
Jack Groomes – In-Town Member  
Shirley Martin – In-Town Member  
William H. Payne, II – In-Town Member  
Philip J. Robertson – In-Town Member  
Mona Price – Alternate In-Town Member  
Tom Rogers – Alternate In-Town Member  
William Gentry – Out-of-Town Member  
Julie Taylor – Out-of-Town Member  
Brenda D. Webster – Out-of-Town Member  
Susan Archer – Out-of-Town Member  
Tina Evans – Alternate Out-of-Town Member  
Shannon Bullins – Alternate Out-of-Town Member

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## □ SECTION 1 – Introduction and Overview

### □ 1.1 Historical Context

The North Carolina Legislature acted to establish the Madison at the confluence of the Dan and Mayo Rivers years later Randall Duke Scales surveyed 96 half-acre them at auction for \$67 to \$100 each. Madison was 1873 and named for James Madison, the fourth president States. The Town's early economy, like that of Rockingham County, was based on agriculture, especially boats known as *Bateaux* were used for hauling goods down the Dan River to markets in Richmond and Petersburg, Virginia well into the nineteenth century. Madison thrived as an important market for tobacco. By the mid- and late-1800s, Madison had 44 factories making plug tobacco. The railroad system in Madison was completed in 1891, and coincided with the demise of river travel as the primary means of commerce. The last quarter of the nineteenth century brought continued growth and prosperity to the Town and added to Madison's commercial downtown area. By the early 1900s, many of the Town's tobacco factories had relocated to other areas. However, farm trade and tobacco warehousing continued to be important industries. In 1915, Madison's first textile company, Penn Suspender (later called Gem Dandy) started operations. Reliance on tobacco gradually shifted to increased reliance on textile operations. Frontier Spinning (originally called the Madison Throwing Company) was established in 1947, and is still one of the area's largest employers, along with Unifi, Liberty Embroidery, and Pine Hall Brick.



town of in 1815. Three lots and sold incorporated in of the United surrounding tobacco. Cargo

Madison has two historic districts: one listed on the national historic registry; the other a federally certified local historic district (the first in North Carolina). Many of the structures originally built in the 1800s have been preserved within the Town, and represent outstanding examples of the 18th and early 19th century Federal, Greek Revival, Victorian, Colonial Revival and Bungalow styles.

The 1920's were a boom-time for Madison. The Town had a 1925 population of 3,300 – an all time high. Following a population decrease during the 1930s and 40s, Madison's population grew steadily during the 1950s, 60s, and 70s – reaching 2,806 in 1980. The Town's population declined to 2,371 during the 1980s and continued to decline slightly during the 1990s bringing Madison's 2000 census population count to 2,262. The areas annexed by Madison during the 1990s (along US220, NC704, and Island



Drive) contained primarily commercial and industrial uses, adding tax base, but not necessarily increasing the Town's population.

Madison's central location puts it within 30 miles of Greensboro and Winston-Salem, North Carolina, and Martinsville and Danville, Virginia. Future Interstate 73 (U.S. 220) passes through Madison, providing easy access to one of the major north-south transportation arteries on the east coast, and to the Piedmont Triad International Airport and proposed FedEx Hub.

*Photos courtesy of the Town of Madison*

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Madison maintains its small town charm, and has a wide variety of recreational, educational, medical, and cultural resources. As Madison grows into the 21<sup>st</sup> century it faces many challenges. Changes in the demographic and economic makeup of our community require us to rethink our vision of how we should grow in the future. Within the context of tight government budgets and global economics, we are required to place greater emphasis on the efficient use of existing and future infrastructure investments – encouraging urban infill and discouraging suburban sprawl. We join with jurisdictions across the country, placing greater emphasis on the *quality, character, and design* of land development, not just the *location* and *quantity* of growth.

As we chart a new course for our Town’s future, we seek to preserve and protect the community elements we cherish most, and to avoid the elements which detract from our quality of life. The land development goals and policies set forth in this plan provide the foundation for new land development regulations necessary to implement our vision.

## □ 1.2 Purpose of the Plan

The Town of Madison Land Use Plan is a guide for making strategic decisions about the orderly growth and development of our community. The plan serves as:

1. A Source of Information – local demographics, economics, housing, environmental constraints and development suitability, infrastructure, and existing and proposed land use patterns and policies.
2. A Guide to Likely Government Decisions – a general Town-wide growth strategy, and specific land development goals, policies, and recommendations to help guide public and private development decisions, giving greater insight and predictability concerning likely government actions.
3. An Opportunity for Community Involvement – active participation of Board of Aldermen, Planning and Zoning Board, staff, Land Use Plan Advisory Committee members, and citizens during plan preparation help ensure community values are represented and embodied in the plan.
4. An Outline for Strategic Actions – a guide for potential land development ordinance revisions and master planning activities to implement the vision, goals, policies and recommendations of the plan.

## □ 1.3 Organization of the Plan

Section 1 – Introduction and Overview: Summary of plan purpose, process, and recommendations.

Section 2 – Existing Conditions: Detailed analysis of factors affecting the Town’s growth.

Section 3 – Community Values: Framework of values based on Advisory Committee and citizen input.

Section 4 – Growth Strategy: General potential and desire for future development within growth areas.

Section 5 – Land Use Plan: Vision, goals, policies, and recommended land use patterns.

Section 6 – Plan Implementation: Recommendations for implementing, using, and revising the plan.

## □ 1.4 Planning Process and Methodology

A detailed analysis of existing conditions was conducted to ensure the plan responds adequately to the most relevant and current land development issues and trends. Computerized mapping and database technology, known as geographic information systems (GIS), was used to map and analyze a wide variety of demographic, economic, environmental, and urban service growth factors. General population, housing, and economic data was presented and compared with municipalities of similar size, to provide a better understanding of how best to strategically plan for Madison's future growth.



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Environmental growth factors were mapped and identify the most suitable sites for urban development in Town. A detailed map of existing land uses was identify land development patterns and trends. Physical features including topography, hydrology, and soil mapped to identify the most appropriate and feasible growth. Vacant or under-utilized sites located out of the plain and with gentle slopes and few soil limitations prime development sites and most suitable for future growth. Urban services including schools and parks, existing and planned roads, existing rail lines, and existing water and sewer systems were



analyzed to and around the developed to landscape limitations were sites for future 100-year flood were considered

*Photo courtesy of PTCOG.*

mapped. The provision and maintenance of roads and sewer services are the two most influential and expensive factors driving urban growth. Therefore, special attention was paid to analyzing the potential effects of major planned road projects and the potential expansion of sewer services.

Extensive input from advisory committee members and citizens was used to identify core community values and to build ownership of and support for the plan. This framework of community values was applied to the detailed analysis of existing conditions and used to draw conclusions and make land development recommendations. Recommended land use designations and guidelines were developed to provide a strategic, proactive vision of where and how the community wishes to grow in the future.

## □ 1.5 Summary of Recommendations

**The General Growth Strategy:** A growth strategy map was developed to provide a broad planning context for the more specific land development vision, goals and policies to follow. This map shows the general location of strategic growth areas. Growth area descriptions (summarized below) indicate where each of the strategic growth categories are likely to be designated, and the recommended level of support and encouragement the Town may offer appropriate land development proposals within each category:

1. Primary Growth Area – The areas with prime access to existing town infrastructure and urban services and located within existing town limits. Suitable development sites within the Primary Growth Area should be given the highest level of encouragement and incentives for short-range development over the next 5 years.
2. Economic Development Area – This area is located at the intersection of US 220 (Proposed I-73) and NC 704 / US 311, has (or can easily have) access to existing Town infrastructure and urban services, and is located partially within existing town limits. Suitable development sites in this designated economic development area should be given the highest level of encouragement and incentives for short-range development over the next 5 years.
3. Secondary Growth Areas – Areas with access or potential access to town infrastructure and urban services, and located within the Town’s existing extra-territorial zoning jurisdiction (ETJ), or potential ETJ expansion area. Suitable development sites within Secondary Growth Areas should be given a moderate level of encouragement and incentives for mid- to long-range development over the next 5 to 10 years.
4. Future Growth Areas – Areas with moderately low potential for the provision of sewer and other urban services in the next 10 years, and located outside of the Town’s existing ETJ area. Suitable development sites within Future Growth Areas should be given a low level of encouragement for land development over the next 10 to 15 years.
5. Rural Conservation Areas – Areas located within the Town’s water supply watershed drainage area. Most parcels within Rural Conservation Areas should be given a high level of encouragement and incentives to remain in a natural state, or to be maintained in very low-density, rural uses over the

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next 15 years. Cluster residential development should be strongly encouraged or required within Rural Conservation Areas, and non-residential development should be in accordance with the Town's existing water supply watershed regulations.

6. Conservation Corridors – Areas located throughout the study area, primarily along creeks, streams, and rivers, and within areas containing floodplains, steep slopes, and/or severe soil limitations. These areas should receive a very high level of encouragement and incentives to remain in a natural state, and/or to be maintained in very low-intensity, open space, recreational, or greenway uses in perpetuity. Property owners should be encouraged to locate new land development outside of conservation corridors as much as possible.

**The Land Use Vision:** the following vision statement was developed to describe the kind of community we would like the Town of Madison to become over the next ten to fifteen years.

### ***Our Vision for Madison in the Year 2020***

*Madison has experienced moderate growth over the last ten to fifteen years. In partnership with Mayodan, Stoneville, and Rockingham County, the Town's commitment at the turn of the century to well-planned, quality growth has enabled us to manage this growth wisely, striking a reasonable balance between the good of the whole community and private property rights. Since the adoption of our plan, new land development in and around Madison has been built to fit our community's character and heritage, and helped to attract a diversity of jobs and tax base. New growth has been designed to help preserve our cherished natural, cultural, and historic resources, and to coincide with our ability to provide adequate public services and infrastructure. The appropriate quantity, location, and quality of new land development has maintained and enhanced our Town's environment and high quality of life.*

*In the year 2020, the Town continues to enjoy its small-Town character and charm. In fact, as our Town has grown over the last ten to fifteen years, an even stronger sense of community has been built – Madison has become an even better place to live and work. The downtown area has become the center of community activity. Old shops have been renovated, and a variety of new businesses, services, restaurants, offices, apartments, and public spaces have transformed downtown Madison into a lively, pedestrian-friendly destination for Town residents and visitors. In addition, new business and office uses have been built in small clusters within designated activity centers throughout our community. Each new mixed-use activity center has been carefully designed to preserve and blend with the character of surrounding neighborhoods, and our Town as a whole. Careful attention has been paid to maintaining and improving the scenic quality of entrance and connecting roads throughout our community.*

*Madison's Land Use Plan has helped the Town develop into a more livable and walkable community. New neighborhoods have a more compact development pattern, and include a wider mix of housing types to accommodate the diversity of our community's residents. Most new neighborhoods incorporate traditional design features found in the historic parts of communities, including narrower streets, lamp posts, sidewalks, planting strips, street trees, front porches, rear garages, alleys, corner stores, and smaller lots. These design features help to maintain and enhance Madison's community character. Both new and old neighborhoods throughout Madison are linked to one another, and to other parts of the Town by a network of roads, bike paths, sidewalks, and greenways. Excellent public infrastructure and services are provided at a reasonable cost. Residents enjoy access to a variety of public greenways and open spaces, a less cluttered and more attractive Townscape, and a more pedestrian-friendly environment.*

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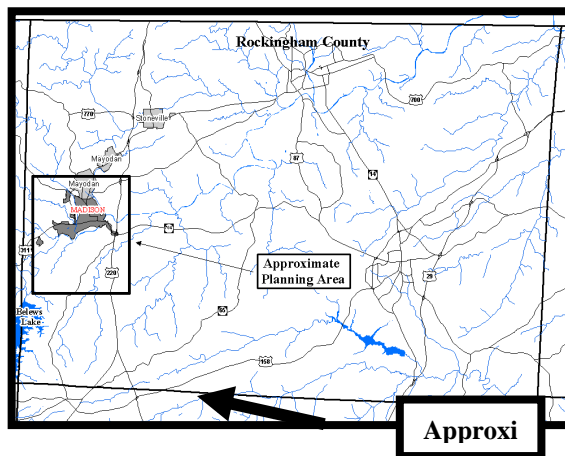
**Land Use Goals and Policies:** To help Madison achieve its vision for the future, goals and policies were established to express the overall strategic direction for the town’s growth over the next ten to fifteen years. Created to highlight the major consensus points reached during the planning process, these goals and policies represent community ideals concerning how the Town should grow and develop. In conjunction with the Proposed Land Use Map, these goals and policies help articulate the Town’s vision for future growth, and provide a broad policy context for future land development decisions. The goals represent what the Town would like to accomplish. The policies serve as officially adopted positions of the Town of Madison, and provide guidance for evaluating and making decisions concerning future land development proposals.

**Specific Land Use Recommendations:** The plan provides a Proposed Land Use Map, to assist the community in making more site-specific land development decisions. The Proposed Land Use Map serves as a guide for the general direction and location of proposed land use types, patterns and relationships encouraged by the Town. This map is provided with the understanding that individual land development decisions may differ slightly from the land use vision presented in this plan.

The plan introduces a “toolkit” of land use classifications. Principles, goals, and criteria for applying toolkit classifications to the map are also provided. The Growth Strategy Map and Proposed Land Use Map provide the Town with both general and specific guidelines to assist in making sound land development decisions. These guidelines are designed to help the Town in achieving its vision of continued growth while maintaining and enhancing our community’s sustainability and quality of life.

## □ 1.6 The Planning Area

The planning area covers approximately 30 square miles and encompasses Madison’s existing Town limits and a mile or two in most directions to accommodate potential future growth areas. The vicinity map below depicts the approximate planning area within its regional context, extending about 5 miles east to west, and about 6 miles north to south.





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## □ SECTION 2 – Existing Conditions

### □ 2.1 Analysis of Demographic Growth Factors

#### SUMMARY OF KEY DEMOGRAPHIC FACTORS

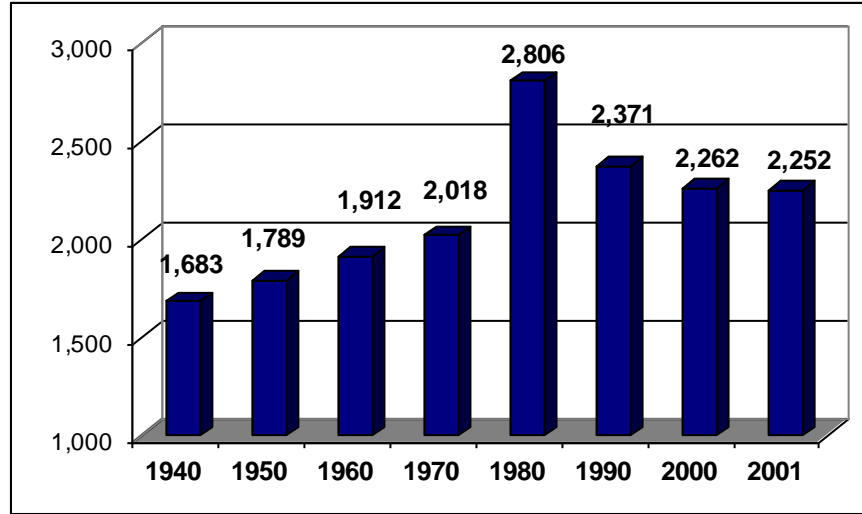
- Madison had flat population growth during the 1990s.
- The areas annexed by Madison during the 1990s (along US220, NC704, and Island Drive) contained primarily commercial and industrial uses, adding tax base, but not necessarily increasing the Town’s population.
- The US220 Highway corridor is a potential economic development “commutershed” for the FedEx Cargo Hub and other spin-off businesses in and around the Piedmont Triad Airport.
- Population growth in comparison communities appears to be due, in large part, to an increased Hispanic population. However, Madison’s Hispanic population grew little during the 1990s.
- Madison had a unique change in its age distribution during the 1990s – children ages 5 – 9 increased by nearly 27%, while the typical parent-aged sectors (20 – 44) decreased.
- Madison has a relatively high percentage of its population paying more than 35% of its income on rent. Rockingham County as a whole tends to have relatively high housing rental rates.
- Madison had a decrease in the number of persons per household, a decrease in the proportion of manufactured and multi-family homes, and a decrease in the occupancy rate during the 1990s. These factors may help to explain the Town’s relatively high housing rental costs.
- A high proportion of Madison’s adult population has a high school diploma and college degree, compared to Rockingham County as a whole, and the other comparison communities.
- Madison’s property tax valuations, revenues, and rates are higher than most comparison communities.

#### POPULATION

<u>Quick Facts</u>	
Population, 2001	2,252
Land Area	3.308 sq. miles
Persons per Square Mile	680.8
Population loss, 1990-2000	109
Population Growth Rate in the 1990’s	-4.6%
Area Annexed, 1990-2000	.484 sq. miles
Persons per Square Mile, 1990	839.6

*Source: US Census Bureau, 2000 Census of Population & Housing, and the NC Office of State Planning 2001 estimated population released in the spring of 2003.*

**A Historical Look at Madison's Population (1940 - current)**



Source: US Census Bureau. Decennial census of population & housing and the NC Office of State Planning, 2001 estimates released in 2003.

Madison’s population increased during each census from 1940 until 1980. The fastest growth was seen between 1970 and 1980 when the town grew by almost 40% to a high of 2,806 residents. However, since 1980, the population has steadily fallen. Now at just over 2,200 people, Madison is back to the population levels of the early 1970’s.

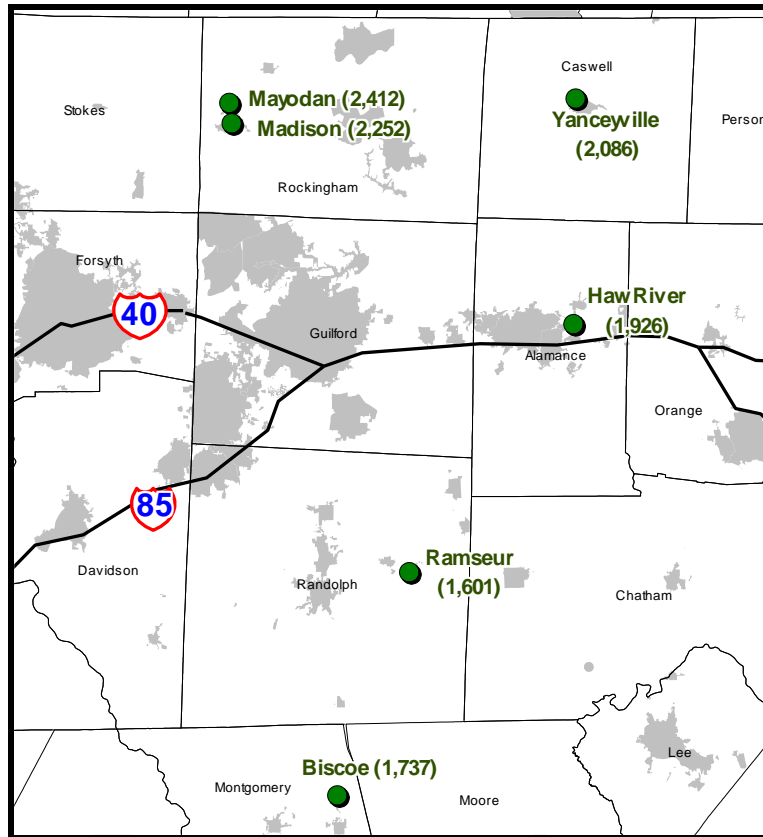
**Madison’s Population Growth Rate by Decade**

1940s	6.3%
1950s	6.9%
1960s	5.5%
1970s	39.0%
1980s	-15.5%
1990s	-4.6%

Source: US Census Bureau - Decennial census of population & housing and the PTCOG Regional Data Center.

Five other communities of similar size to Madison within the Piedmont Triad region were chosen as comparison areas. Comparison data has been shown for Biscoe (in Montgomery County), Haw River (in Alamance County), Mayodan (in Rockingham County), Ramseur (in Randolph County), and Yanceyville (in Caswell County).

### Comparison Towns – Their Locations and Populations



Of the comparison towns, two others (Mayodan and Haw River) had population declines during the 1990s, while Madison and Biscoe saw the largest gains in population. Those gains were primarily due to Hispanic growth within Madison and Biscoe. Madison had the largest percentage population decline during the 1990s of all the comparison areas.

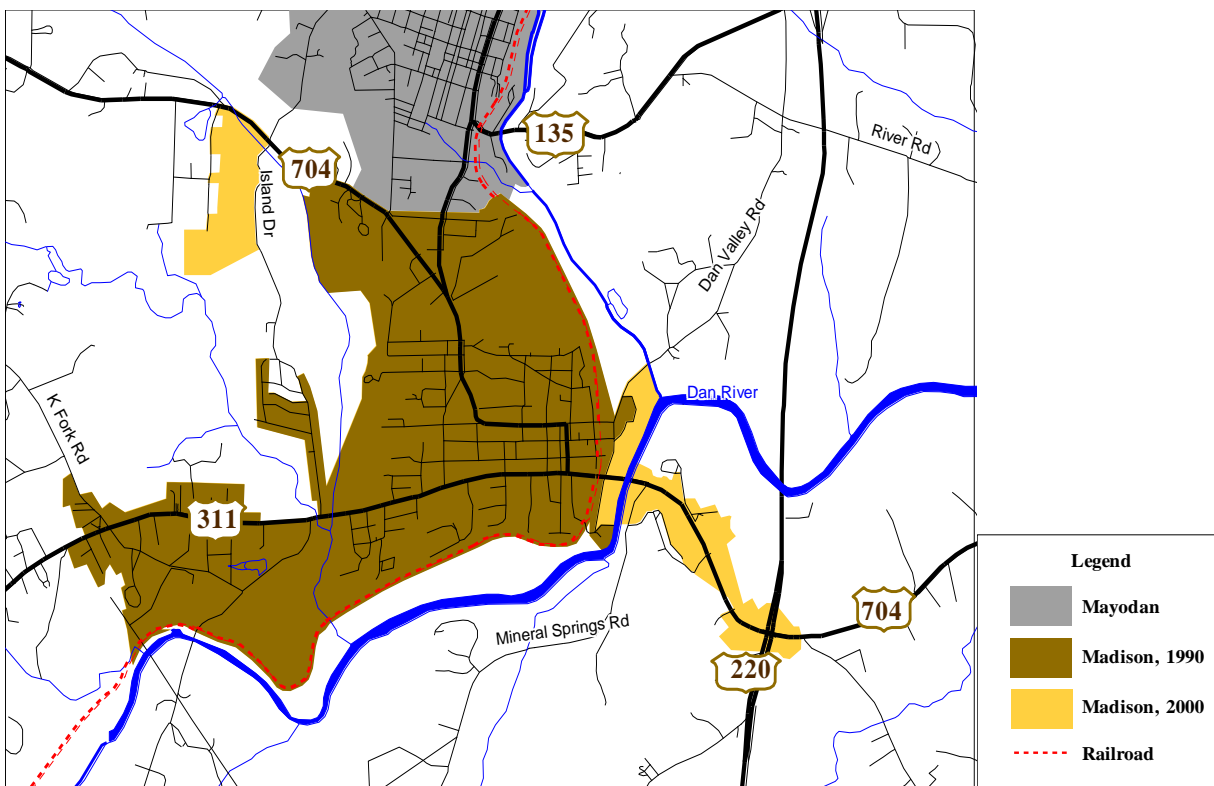
### Population, Growth, and Density of Madison and Comparison Areas

	Population, 2001	Population, 2000	Land Area, square miles 2000	Persons per square mile	Population Growth, 1990-2000	Population Growth, 2000-2001
Madison	2,252	2,262	3.31	680.77	-4.6%	-0.4%
Biscoe	1,737	1,700	1.21	1434.35	13.6%	2.2%
Haw River	1,926	1,908	2.66	722.97	-0.3%	0.9%
Mayodan	2,412	2,417	1.51	1596.29	-2.2%	-0.2%
Ramseur	1,601	1,588	1.67	956.39	33.9%	0.8%
Yanceyville	2,086	2,091	4.68	445.63	6.0%	-0.2%
Rockingham Co.	91,806	91,928	572.20	160.44	6.8%	-0.1%

Source: US Census Bureau, population division, 2001 estimates are from the NC Office of State Planning.

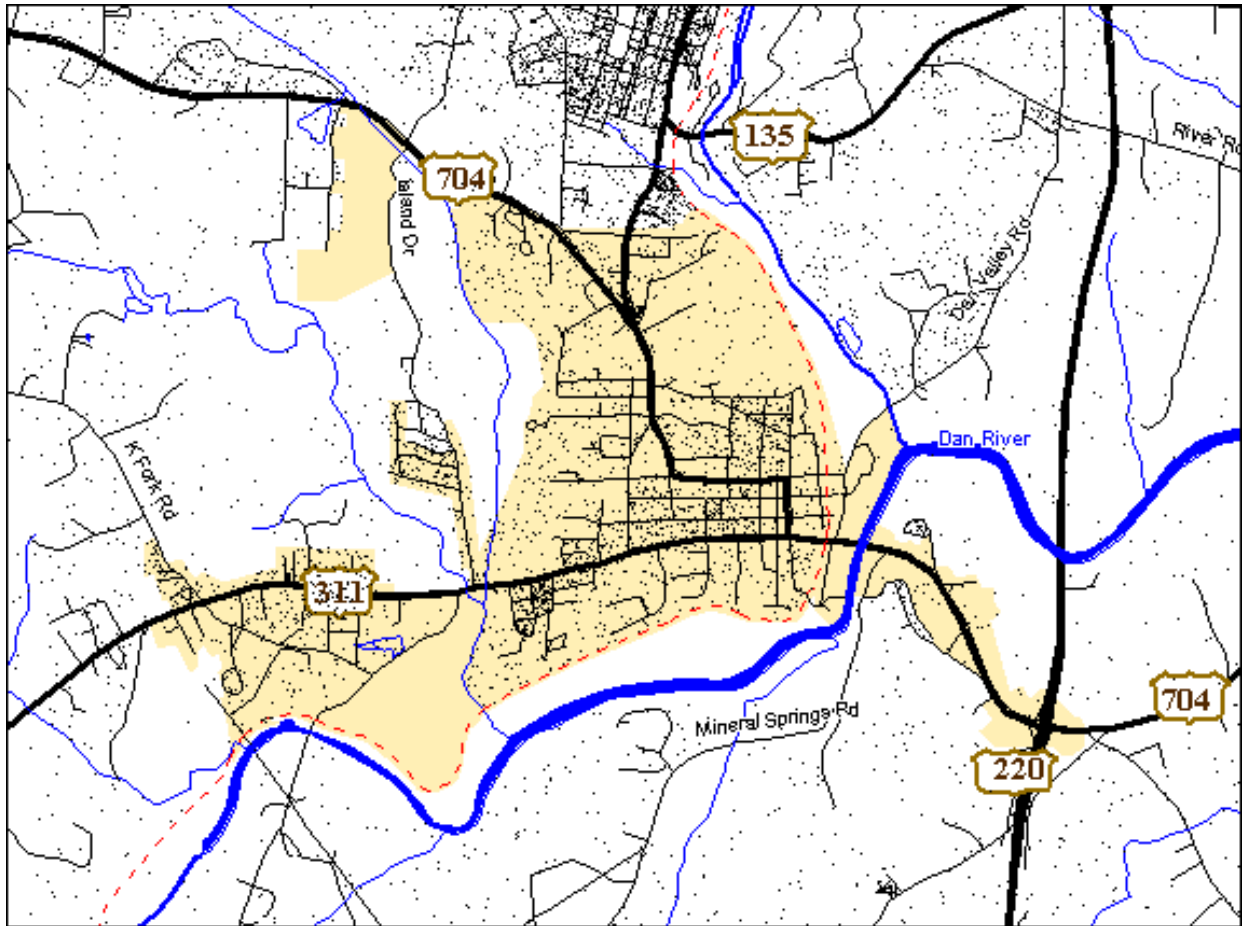
Primary growth areas for the Town in the 1990s were commercial and industrial areas around Highway 704 and US 220 and the Island Drive area. Few residential areas were annexed during the 1990s.

### Town of Madison Land Area in 1990 and 2000





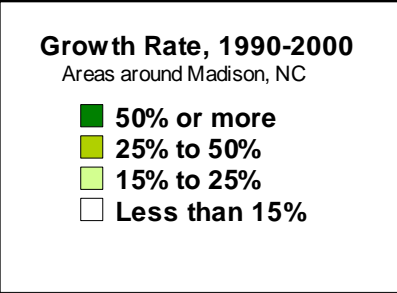
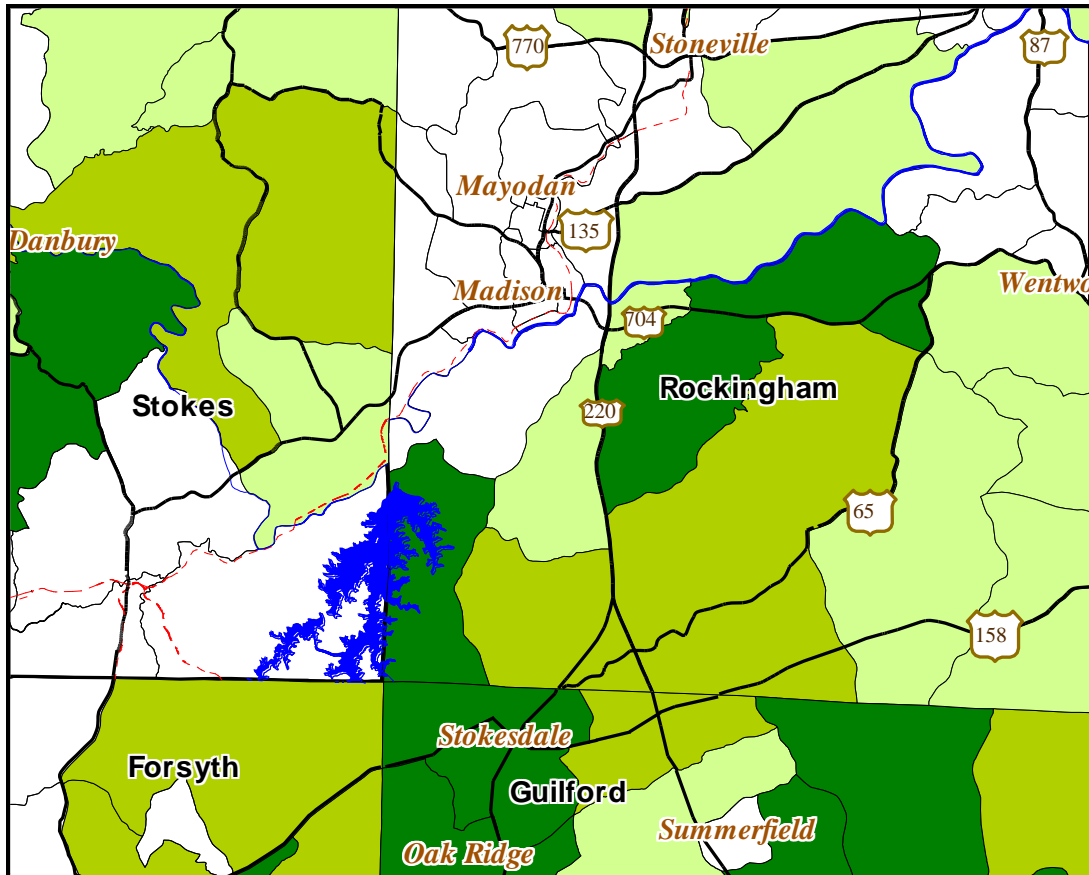
Population by Block within Madison - April 2000



Source: 2000 Census of Population & Housing, population shown at the block level. Each dot represents one resident.

From a regional standpoint, the western side of Rockingham County near the towns of Madison and Mayodan is not experiencing as much growth as areas further south in Rockingham County and areas in northwest Guilford County. The Highway 68 corridor in northwest Guilford County saw the highest growth rates in the region. These patterns are illustrated on the regional growth map below

**Regional Growth, 1990-2000**



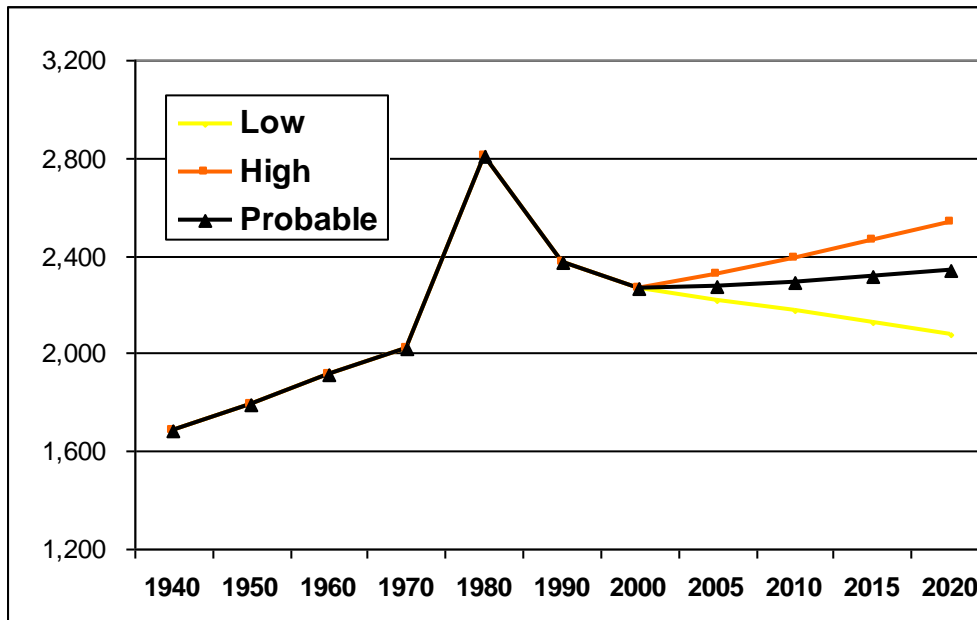
## Population Projections

It is difficult to project the population of any municipality due to the unpredictability of potential annexations. However, for the purposes of this plan, it is assumed that annexations and municipal growth rates in the next twenty years will likely be similar to annexations and growth rates of the past several decades.

### Population Projections for Madison & Rockingham County

	Madison	Rockingham County	Madison's proportion of Rockingham County
1940	1,683	57,898	2.9%
1950	1,789	64,816	2.8%
1960	1,912	69,629	2.7%
1970	2,018	72,402	2.8%
1980	2,806	83,426	3.4%
1990	2,371	86,064	2.8%
2000	2,262	91,928	2.5%
2010*	2,316	97,067	2.4%
2020*	2,342	101,561	2.3%

Source: US Census Bureau, NC Office of State Planning 2001, and the Piedmont Triad Council of Governments Regional Data Center. 2002.  
\* = Projection



Year	Low	High	Probable
2000			2,262
2005	2,215	2,326	2,276
2010	2,175	2,390	2,290
2015	2,125	2,465	2,316
2020	2,080	2,540	2,342

## RACE

Madison's population is 61% white and 36% black or African American according to the 2000 Census. Over the past 20 years, the proportion of whites has declined while the proportion of minority residents has risen. The population of the town declined by 544 from 1980 to 2000. Almost 90% of the decline in the Town's population is attributable to a decline in the white population within Madison.

### Population by Race and Ethnic Origin in Madison, 2000

Racial / Ethnic Category	#	%
White	1,387	61.3%
Black or African American	804	35.5%
American Indian	7	0.3%
Asian	8	0.4%
Some other race	36	1.6%
Multi-racial	17	.8%
Hispanic Origin (of any race)	32	1.4%

Source: 2000 Census Population and Housing.

### An Historical Look at Selected Racial and Ethnic Breakdowns in Madison

Racial / Ethnic Category	1980	1990	2000
White	66.5%	64.6%	61.3%
Black or African American	33.2%	34.8%	35.5%
Hispanic or Latino Origin*	1.5%	.5%	1.4%
Other	.3%	.6%	3.2%

Source: US Census Bureau. \* Hispanics can be of any racial group.

### Growth Rates of the Population by Race, 1980-2000

Racial / Ethnic Category	1980	1990	2000	% Change, 1980-2000
White	1,866	1,532	1,387	-25.7%
Black	932	825	804	-13.7%
Other	8	14	71	787.5%
Total	2,806	2,371	2,262	-19.4%

Source: US Census Bureau.

Of the comparison areas, Madison and Yanceyville have similar racial and ethnic breakdowns. Both have the highest proportions of blacks and the lowest proportions of Hispanics

### Race & Ethnic Origin Comparison

	White	Black / African American	Other Race	Hispanic Origin (of any race)
Madison	61.3%	35.5%	3.2%	1.4%
Biscoe	58.4%	24.5%	17.1%	23.2%
Haw River	89.0%	6.2%	4.8%	6.8%
Mayodan	85.9%	10.4%	3.7%	4.0%
Ramseur	80.7%	11.0%	8.3%	8.2%

Yanceyville	44.3%	54.0%	1.7%	1.0%
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## AGE

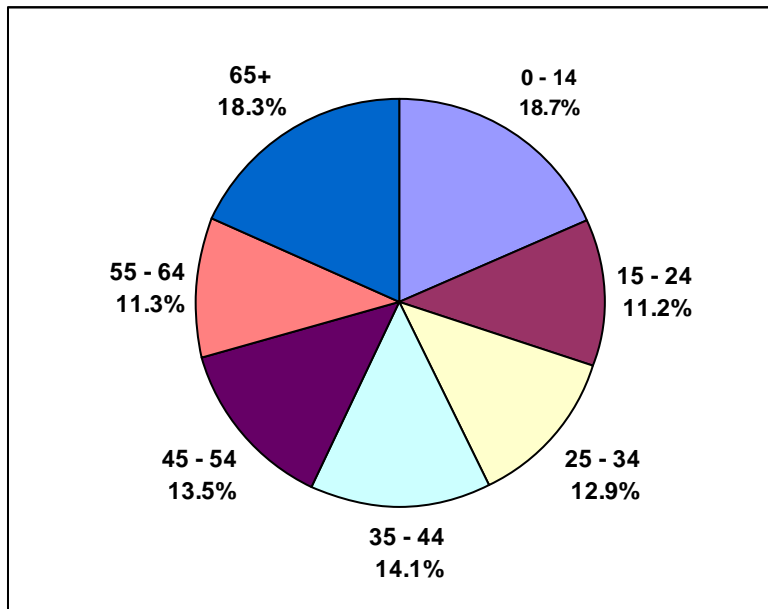
The median age of the population in Madison is higher than in Rockingham County or in NC. Age segments that gained population during the 1990s were primarily those age 45 and older.

### Median Age

	NC	Rockingham County	Madison
2000	35.3	38.5	40.0
1990	33.1	35.5	37.0
1980	29.6	31.5	31.2

Source: US Census Bureau.

### Population by Age Range in Madison, 2000



Source: 2000 Census of Population & Housing, SF1 File.

### Age Ranges of Madison's Population

Age Range	1990	2000	Change	% Change
0 - 4	135	132	-3	-2.2%
5 - 9	128	162	34	26.6%
10 - 14	166	129	-37	-22.3%
15 - 19	191	126	-65	-34.0%
20 - 24	175	127	-48	-27.4%
25 - 34	321	291	-30	-9.3%
35 - 44	357	320	-37	-10.4%
45 - 54	276	306	30	10.9%
55 - 64	228	255	27	11.8%
65 - 74	235	212	-23	-9.8%
75 - 84	135	147	12	8.9%
85+	24	55	31	129.2%
TOTAL	2,371	2,262	-109	-4.6%

Madison's median age is higher than all of the comparison areas except for Mayodan. The town has one of the lowest proportions of residents age 0-17 and one of the highest proportions of people age 65 and older among the comparison areas

### Age Comparison

	Median Age	% Age 0-17	% Age 65+
Madison	40.0	22.2%	18.3%
Biscoe	33.7	28.6%	15.1%
Haw River	37.9	23.5%	15.9%
Mayodan	42.7	19.3%	22.4%
Ramseur	36.0	26.3%	17.8%
Yanceyville	37.4	19.6%	18.3%
Rockingham County	38.5	23.4%	14.8%

Source: 2000 Census of Population & Housing.

## HOUSEHOLDS

### Madison Households by Type

	1990	2000
Total Households	943	972
Family Households	69.8%	64.5%
Families with Children	33.9%	25.5%
Married Couple Families	49.5%	45.3%
Married Couple Families with Children	20.6%	17.0%
Single Parent Households	12.5%	8.5%
Non-families	30.2%	35.5%
Persons living alone	26.9%	31.5%

Source: US Census Bureau, decennial census.

The population of Madison declined from 1990 to 2000. However, the number of households increased. All categories of families and families with children declined during the past 10 years. The number of non-families (non-relatives living together or persons living alone) increased during the 1990s.

## HOUSING

### An Historical Look at Housing in Madison

	1970	1980	1990	2000
Housing Units	666	1,062	1,042	1,056
Occupied Units	638	1,012	943	972
Vacancy Rates	4.4%	4.7%	9.5%	8.0%
Persons per Household	3.16	2.77	2.51	2.33
Homeownership Rates	59.7%	63.9%	63.4%	62.8%
<b>Housing by Type</b>				
Single Family Dwellings	not available	81.5%	75.0%	76.4%
Mobile Homes	not available	4.1%	4.4%	3.4%
Multi-Family	not available	14.4%	20.5%	20.2%

Source: US Census Bureau, decennial census data.

Housing stock within Madison increased during the 1990s even though the population declined. At the same time, the proportion of vacant units declined between 1990 and 2000. The number of persons per household continued to decline during the decade also. Persons living alone contributed the most to the decline in the average number of persons per household.

Homeownership rates also declined slightly within Madison during the 1990s. Typically homeownership rates decline as the stock of multi-family housing increases. This is not the case in Madison where the housing types within the town have stayed approximately the same during the past decade.

### Housing Units by Type of Structure, Madison & Comparison Areas

	Single Family Detached Dwellings	Mobile Homes	Multi- Family
Madison	76.4%	3.4%	23.6%
Biscoe	64.5%	28.8%	7.6%
Haw River	71.2%	21.2%	7.6%
Mayodan	75.7%	1.7%	22.6%
Ramseur	75.0%	3.9%	21.1%
Yanceyville	53.5%	14.7%	31.8%
Rockingham County	71.6%	19.4%	9.0%

Source: 2000 Census.

### A Comparison of Housing Indicators

	<b>Owner Occupied</b>	<b>Vacancy Rate</b>	<b>Average Household Size</b>
Madison	62.8%	8.0%	2.33
Biscoe	66.4%	6.5%	2.97
Haw River	76.1%	6.9%	2.30
Mayodan	61.0%	7.5%	2.06
Ramseur	63.5%	6.5%	2.42
Yanceyville	45.6%	12.0%	2.21
Rockingham County	73.7%	8.0%	2.45

*Source: 2000 Census.*

### Housing Costs & Affordability

			<b>Paying more than 35% of income for housing</b>	
	<b>Median Home Value</b>	<b>Median Rent</b>	<b>Homeowners</b>	<b>Renters</b>
Madison	\$ 82,300	\$ 384	20.0%	30.5%
Biscoe	\$ 66,100	\$ 429	11.1%	21.0%
Haw River	\$ 93,500	\$ 516	13.8%	36.1%
Mayodan	\$ 58,700	\$ 395	16.2%	30.2%
Ramseur	\$ 78,400	\$ 446	18.3%	25.3%
Yanceyville	\$ 62,800	\$ 304	12.9%	28.3%
Rockingham County	\$ 81,400	\$ 437	15.0%	24.3%

*Source: 2000 Census*

Of the comparison areas, only Haw River had a higher median home value than Madison. However, the median rental cost was the second lowest of the comparisons. Even with comparatively low rents, almost one of every three renters in Madison is paying more than 35% of their income on rent. This is the second highest proportion among the comparison areas. Only Haw River, with a median rent \$132 more than Madison has a higher proportion of renters paying more than 35% of their income on housing.



## ECONOMY

### Income & Earnings

	<b>Median Household Income</b>	<b>Median Family Income</b>	<b>Per Capita Income</b>	<b>Average Earnings per Household</b>
Madison	\$29,955	\$36,429	\$17,208	\$41,446
Biscoe	\$35,667	\$37,500	\$15,302	\$45,826
Haw River	\$30,859	\$40,519	\$15,853	\$39,324
Mayodan	\$25,980	\$36,328	\$15,607	\$32,385
Ramseur	\$32,961	\$42,153	\$15,411	\$44,452
Yanceyville	\$20,353	\$26,417	\$16,956	\$33,091
Rockingham County	\$33,784	\$40,821	\$17,120	\$42,767

*Source: 2000 Census*

Household and family incomes are all about mid-range in relation to the comparison areas. Interestingly, per capita income in Madison was higher than for any other comparison area.

### Median Household Income by Race in Madison

White	\$ 34,375
Black	\$ 21,442
Hispanic Origin	\$ 18,750

*Source: 2000 Census.*

Poverty rates in Madison were also about mid-range among the comparison areas studied. Poverty rates for residents age 65 and older were among the highest shown, but poverty rates among children were similar to other comparison areas.

### Poverty

	<b>All Persons</b>	<b>Children (0-17)</b>	<b>Elderly (65+)</b>	<b>Families</b>
Madison	14.5%	18.5%	23.7%	11.2%
Biscoe	11.8%	16.4%	6.7%	8.5%
Haw River	11.7%	15.2%	10.2%	8.7%
Mayodan	16.0%	20.5%	17.9%	11.3%
Ramseur	14.8%	19.2%	22.1%	10.2%
Yanceyville	27.7%	41.7%	24.1%	23.3%
Rockingham County	12.8%	16.3%	15.5%	10.2%

*Source: 2000 Census*

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## EDUCATION

### Educational Attainment

	<b>High School Graduate</b>	<b>College (4 year) Graduate</b>
Madison	70.3%	17.0%
Biscoe	67.0%	17.6%
Haw River	69.0%	5.5%
Mayodan	57.8%	8.2%
Ramseur	68.8%	9.2%
Yanceyville	66.5%	6.1%
Rockingham County	68.9%	10.8%

*Source: 2000 Census*

The proportion of Madison's adult population with a high school diploma was the highest among all comparison areas. The proportion of adults with a bachelor's degree was second highest among the comparison areas, and significantly higher than the Rockingham County average.

## MUNICIPAL/GOVERNMENTAL

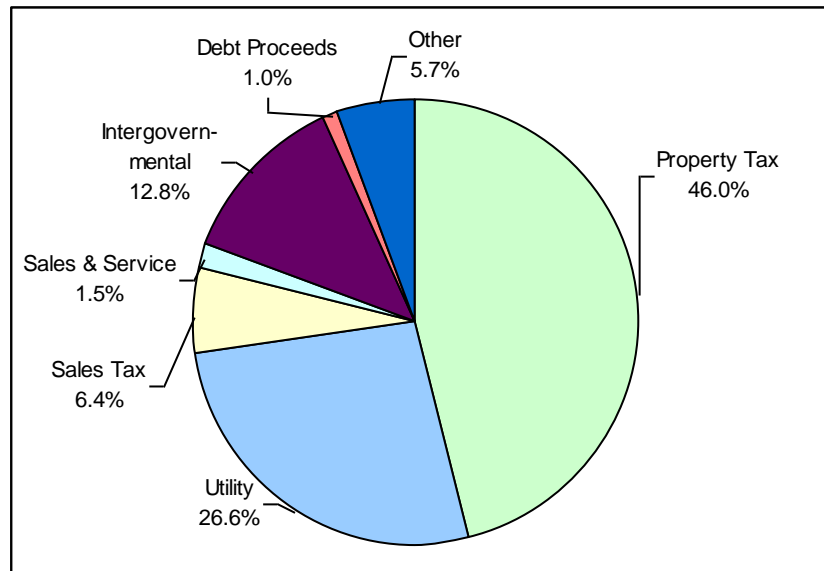
### A Comparison of Municipal Tax Rates, Revenues, and Expenditures, 2002

	Tax Rate per \$100	Effective Tax Rate per \$100	Per Capita Revenues	Per Capita Expenditures	Per Capita Debt	Fund Balance Available
Madison	0.6400	0.5642	\$1,775	\$1,800	\$1,075	\$ 646,455
Biscoe	0.4600	0.3588	\$949	\$1,335	\$0	\$ 871,892
Haw River	0.4750	0.4750	\$1,096	\$1,158	\$0	\$ 1,028,495
Mayodan	0.5000	0.4408	\$1,329	\$1,490	\$0	\$ 1,057,330
Ramseur	0.4600	0.4462	\$1,742	\$1,833	\$1,757	\$ 2,521,516
Yanceyville	0.3300	0.3117	\$965	\$1,010	\$0	\$ 564,122

Source: NC Department of State Treasurer, 2002.  
Note: The Effective Tax Rate is Adjusted for the Assessment to Sales Ratio

Madison's property tax rate and revenues per capita are higher than all of the other comparison areas. However, the Town also has a higher debt per capita than the other comparison areas except for Madison. In addition, only Yanceyville had a lower fund balance in 2002 than Madison.

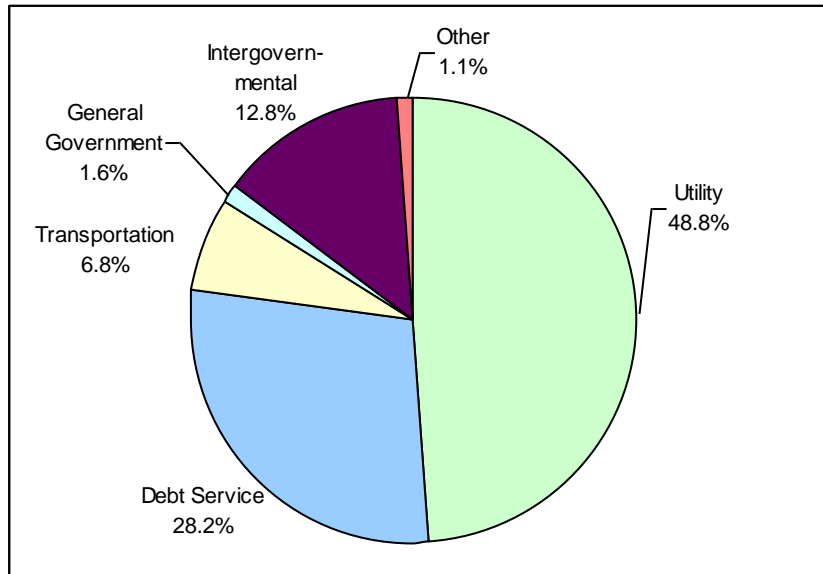
**Town of Madison, 2002 Revenues by Source**



Source: NC Department of State Treasurer, Local Government Financial Information Division, 2002.

The largest proportion of Madison's revenue is from property taxes, and property tax revenue has been the fastest growing slice of the revenue pie over the past 5 years. In 1997, property taxes accounted for 29% of Madison's revenue. By 2002, property tax revenue had jumped 96% and accounted for almost half of Madison's revenue.

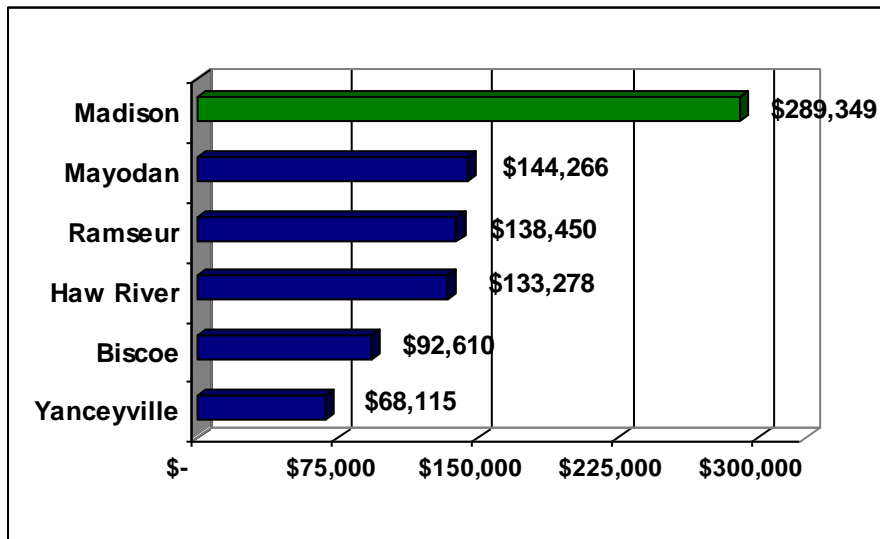
**Town of Madison, 2002 Expenditures by Function**



Source: NC Department of State Treasurer, Local Government Financial Information Division, 2002.

The Town of Madison has the highest property valuations among the comparison areas. In fact, Madison’s property values are double that of Mayodan.

**Total Property Valuations (000s) – Madison & Comparison Areas**



Source: NC Department of Revenue, 2002.

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## □ 2.2 – Analysis of Urban Service Growth Factors

### **WATER SYSTEM – ANALYSIS**

The Town of Madison owns and operates a water treatment facility located along Lindsey Bridge Road, between US311 and the Dan River. Madison draws raw water from the Dan River just up stream from the bridge at Lindsey Bridge Road. The Town's plant has a present design flow capacity of 1.5 million gallons per day (MGD). The plant currently provides an annual average of about 0.5 MGD of potable water to serve residential, commercial and industrial customers located mostly within municipal limits. Madison has an emergency water line connection with the Town of Mayodan water system. Mayodan operates a water treatment system with a treatment capacity of 3.0 MGD and an average daily use of about 1.5 MGD.

Madison recently extended a 16-inch water line along the west side of US220, to serve Rockingham County's new Huntsville Elementary School and 300,000 gallon elevated water storage tank. The Town of Madison presently serves about 900 residential water customers, and 270 non-residential customers. The Town has 11 industrial water customers, each using an average of 3,000 to 3,500 gallons of water per day.

Madison has 500,000 gallons of water storage at its water treatment plant. It also has 2 elevated storage tanks holding a combined total of 550,000 gallons. A new 300,000-gallon elevated storage tank is being constructed at the Madison Business Park along West US311.

### **WATER SYSTEM - CONCLUSIONS**

With an excess water treatment capacity of around 1.0 MGD, Madison's water system is likely to continue to provide excellent water service to existing customers, and accommodate a significant amount of new development over the next ten to twenty years. In addition, the Town has held preliminary discussions to consider the expansion of its water treatment and delivery system, to provide water to the Towns of Oak Ridge and Summerfield in northern Guilford County, by extended its water line along the US220 corridor.

### **WASTEWATER SYSTEM – ANALYSIS**

#### **Existing Madison / Proposed Regional Wastewater Treatment System**

The Town of Madison currently owns and operates a sewage treatment plant located about 2.5 miles downstream of its water intake, and approximately one-quarter mile up-stream of the US220 Bridge. The Town's existing sewage treatment plant has a capacity of .775 MGD. The annual average daily flow through the Town's existing sewage treatment plant is approximately .5 MGD.

Construction of a new regional waste water treatment plant in the neighboring Town of Mayodan is scheduled to be completed by the end of December 2003. Madison and Stoneville are financing the expansion of Mayodan's existing sewage treatment plant capacity from 3.0 MGD to 4.5 MGD. Stoneville is reserving 0.5 MGD of capacity, and Madison is reserving 1.0 MGD of the plant's waste water treatment capacity. The installation of necessary pumps, back-up generators, and wastewater force mains to make the regional sewage treatment system fully operational is expected to be completed by Spring 2004. Madison and Stoneville will close their individual sewage treatment facilities when the regional system is completed.

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## Existing Wastewater Collection System

The annual average daily flow through the Town's existing sewage treatment plant is approximately .5 MGD. However, the plant's average daily flow fluctuates from .25 MGD during dry weather to .6 MGD during wet weather. Such significant fluctuations indicate the need for Madison to continue to address in-flow and infiltration of its waste water collection system.



Municipal sewer service is provided throughout Madison's Town limits. Most of the historic core of Madison (located east of Big Beaver Island Creek) is served with gravity sewer lines. The more recently annexed parts of Town are served with a combination of gravity lines and sewer pumps and force mains – including the Unifi Plant along NC704, the US220 corridor east of the Dan River, and the neighborhoods along Academy Street (US311) and Island Drive (located west of Big Beaver Island Creek).

*Photo courtesy of PTCOG*

## Wastewater Services Outside of Madison Town Limits

Individual septic systems are the most common method of wastewater management throughout the unincorporated parts of the county, including areas surrounding Madison. Several issues impact the performance of these systems, including: undersized septic tanks unable to handle peak loads; undersized leaching fields; clay and hydric soils reducing system capacity; inadequate maintenance; migration of pollutants into groundwater and storm-water runoff; concentration of development; and water supply watershed protection requirements.

## Potential Wastewater System Expansion

The provision of sewer services is one of the biggest expenses most municipalities incur. Therefore, the provision of sewer services is a key growth factor influencing the development of future urban uses. This is especially true in the piedmont river valleys of North Carolina, which contain so many high clay and/or hydric soil types. To facilitate Madison's planning of potential future sewer service extensions, nine sewer service basins (B-1 through B-9) were identified on the attached map (see MAP – Sewer Service), and are described below:

**B-1 – West Bank of the Mayo & Dan Rivers:** Madison is located west of the confluence of two rivers; the south-flowing Mayo River and the east-flowing Dan River. The historic core of Madison is situated on a small hill overlooking the west bank of these two rivers. The eastern two-thirds of the Town's historic core slopes east and south toward the rivers, and is served with a gravity sewer system which flows into the Town's waste water treatment plant located along the Dan River.

**B-2 – Big Beaver Island Creek Drainage Basin:** The western third of Madison's historic core drains west into the Big Beaver Island Creek sub-basin, and is provided with gravity sewer service that drains east along the Dan River to the waste water treatment plant. The west side of the sub-basin is not provided with sewer services.

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**B-3 – The Little Beaver Island Creek Drainage Basin:** A small portion of this relatively large drainage basin is provided with sewer services along Academy Street (US311) and Island Drive. Sewage is collected in gravity lines and pumped through a force main to the Big Beaver Island Creek sewer outfall. Much of this basin could be provided with sewer service in the future, by extending a gravity sewer line up the Little Beaver Island Creek.

**B-4 – The Reed Creek Drainage Basin:** This area consists of three small sub-basins. A small portion of each of these sub-basins is provided with sewer service on both sides of Academy Street (US311) using four pump stations and multiple force mains. The entire basin is drains into the Town’s water supply via Reed Creek, and should therefore be maintained in primarily low-density, low-impact uses.

**B-5 – The Dan River Water Supply Watershed Drainage Basin:** This area includes both sides of the Dan River, and is not currently provided with sewer services. This area is located within the Town’s water supply watershed and should therefore be maintained in primarily low density, low-impact uses. The extension of sewer services into this area in the future should not be encouraged.

**B-6 – The Lindsey Bridge Road / Rierson Road Drainage Basin:** This area is located south of the Dan River and is bounded by Lindsey Bridge Road to the west, and Rierson Road and Ellisboro Road to the east. This basin is not currently provided with sewer services, but could be served in the future with the installation of a gravity sewer line along the creek running through the middle of the basin. A pump station and force main across the Dan River would also be required to service this area. Therefore, it should most likely be maintained in primarily low density, low-impact uses.

**B-7 – South Bank of the Dan River:** This area is located south of the Dan River and is bounded on the west by Rierson Road; and on the south by Ellisboro Road, Tourist Road, and NC704. This basin is highly segmented and contains multiple tributary drainage areas. For planning purposes, this basin has been further sub-divided into two sub-basins:

- **B-7 (a) – The Mineral Springs Road Sub-Basin** is located south-west of Old Covered Bridge Road (on both sides of Mineral Springs Road). This area contains seven or more small creeks, and is not currently provided with sewer services. It would be difficult to efficiently provide sewer service in such a highly segmented area, and therefore, it may be most appropriate to maintain this area in primarily low density, low-impact uses.
- **B-7 (b) – The NC704 Sub-Basin (West of US220)** is located north-east of Old Covered Bridge Road. A portion of this sub-basin along Old Covered Bridge Road, NC704 (west of US220), and around the US220 interchange is within Town limits, and is currently provided with sewer services. A new gravity line along the Dan River, and/or a series of pump stations would be needed to serve additional areas downhill of the NC704 corridor.

**B-8 – The Hogan’s Creek Drainage Basin:** This area is located one to two miles south-east of the Dan River. The basin is bounded on the north-west by Ellisboro Road, on the north by Tourist Road and NC704 (east of US220), and on the south-east by Baggage Road. Madison has an existing 16-inch water line running along the west side of US220, to supply Rockingham County’s 300,000-gallon elevated storage tank between Williams Road and Sardis Church Road. The Town also provides sewer services to the Huntsville Elementary School at Sardis Church Road, through a 12-inch gravity line, a pump station along Hogan’s Creek, and an 8-inch force main feeding into the gravity line along NC704 west of US220. Installation of a gravity outfall along Hogan’s Creek would open much of this basin to future land development.

**B-9 – North-East Bank of the Mayo & Dan Rivers:** A small portion of Madison’s ETJ is located north-east of the confluence of the Mayo and Dan Rivers, along Water Street / Dan Valley Road. Much of this

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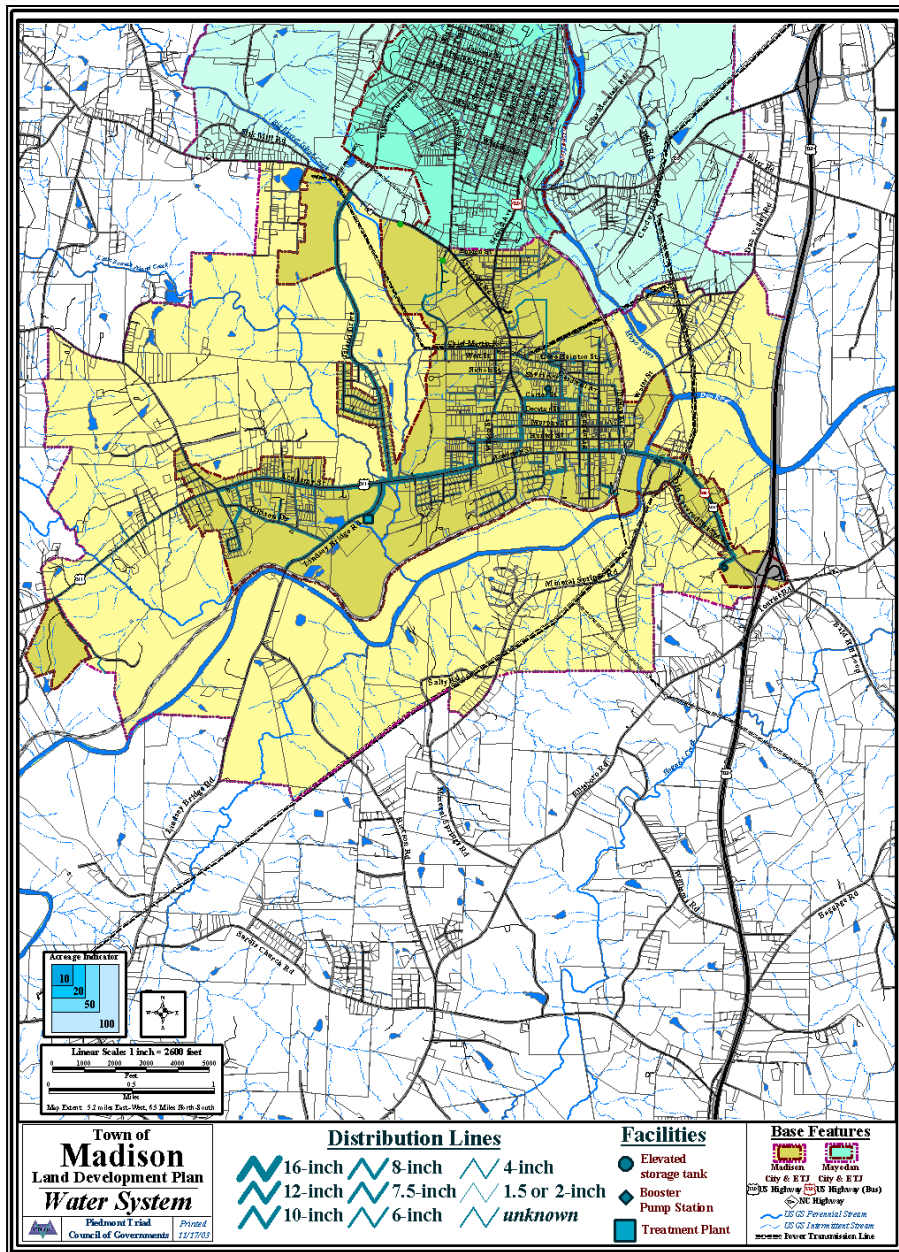
area is currently developed as large-lot home sites on private wells and septic systems. It seems unlikely the Town will provide sewer services to this area in the near future.



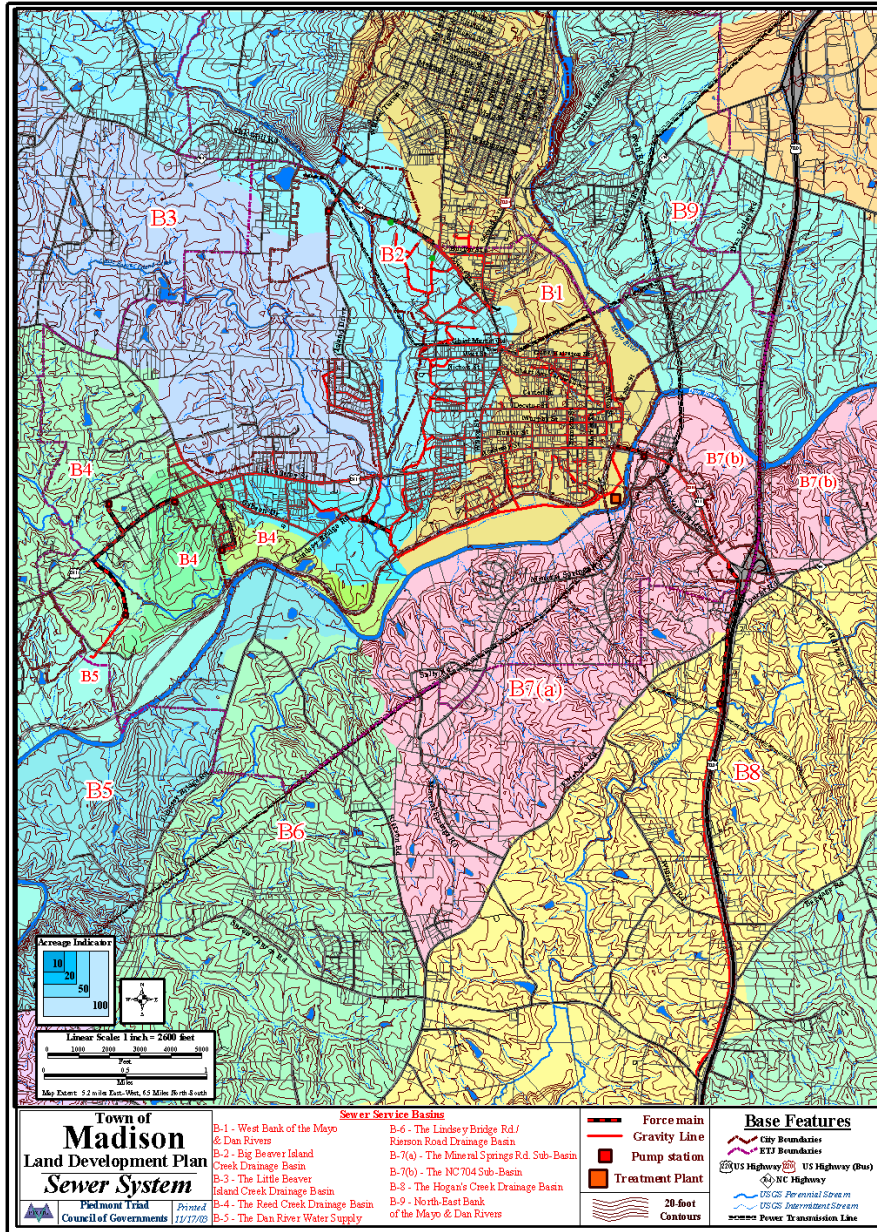
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## **WASTEWATER SYSTEM – CONCLUSIONS**

Following completion and Madison's final hook-up to the new regional waste water treatment plant in the Spring of 2004, Madison will have a reserved waste water treatment capacity of 1.0 MGD. If Madison maintains its annual average daily flow of wastewater at around .5 MGD, it will have an average annual daily excess wastewater treatment capacity of .5 MGD. Therefore, it appears the Town of Madison can continue to provide excellent sewer service to existing customers, while accommodating a substantial amount of new development over the next ten to twenty years. The sewer service basins outlined above, are provided to help the Town identify logical and cost-efficient ways to expand its sewer collection system over time. The Town can use this information to coordinate the provision of sewer services with existing and future land development within each basin. The Town may consider making strategic investments in new gravity sewer lines, to encourage new land development in the most appropriate locations, and to reduce the need for costly pump stations and force mains, as new development occurs.









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## TRANSPORTATION SYSTEM – ANALYSIS

In 1999 the Town of Madison and the Town of Mayodan conducted a joint transportation planning study in conjunction with the North Carolina Department of Transportation (NCDOT). Jointly adopted by all three entities, the *1999 Transportation Plan for Madison and Mayodan* studies the need for a variety of transportation facilities, including roads, sidewalks, bike lanes, pedestrian trails, and transit options. The plan contains two key elements – a roadway element called the Thoroughfare Plan, and a Bicycle and Pedestrian Plan. These elements were coordinated to reduce conflicts among travel modes. A Transit Element was not included in the plan, because of the size, character, and economics of the study area.

### The Thoroughfare Plan

The Thoroughfare Plan identifies road segments likely to exceed their capacity by the year 2025, and recommends road improvements and additions necessary to satisfy the Town’s anticipated transportation needs through the year 2025. Recommended roadways and improvements within Madison’s jurisdiction are listed below and illustrated on the Thoroughfare Plan Map (see MAP – Thoroughfare Plan - Recommended Improvements):

1. US 220 – Upgrade the existing US 220 corridor to a controlled access freeway as part of the I-73 corridor. US 220 improvements currently included on the State’s Transportation Improvement Program (TIP) are identified as project number R-2413, and include a multi-lane connector between NC 68 in Guilford County and US 220 in Rockingham County, and the widening of a segment of US 220 from two lanes to four lanes. The total estimated cost of this 12.5 mile project is \$129,857,000.
2. US 311 / NC 704 – Widen the US 311 / NC704 corridor from 2 to 3 lanes. As the only major east-west route in Rockingham County, this corridor connects Madison with Stokes County to the west, and Wentworth, Eden, and Reidsville to the east. The plan notes the need for bridge improvements over the Big Beaver Island Creek to provide a grade separation between US 311 and the proposed Madison/Mayodan Greenway (see Bicycle and Pedestrian Element below). NOTE: The 2004-2010 TIP includes two US 311 bridge replacement projects as project number B-4252. This project calls for the replacement of Bridge No. 95 over the Big Beaver Island Creek and Bridge No. 67 over the Little Beaver Island Creek. The estimated cost of this project is \$1,130,000. The functional sufficiency rating of these two bridges is below 50. However, because the structural rating of these bridges is above 50, their replacement may be delayed in favor of other projects. The Town is also requesting NCDOT to realign Lindsey Bridge Road with Island Drive in the next TIP.
3. Island Drive (State Road 1169) – Improve Island Drive (S.R. 1169) to a three-lane facility and rename to NC 704. Relocate one section of Island Drive, to straighten the road and provide a safe intersection with the proposed Chief Martin Street Extension (See Chief Martin Street below). The estimated cost of this project is \$3,970,000.
4. Chief Martin Street (State Road 1198) – Extend Chief Martin Street (S.R. 1198) from its existing terminus, west on a new location (over Big Beaver Island Creek) to connect with the proposed Island Drive Relocation (see Island Drive above). This two-lane project will provide an alternate east-west corridor, improving access to Dillard Primary School, Rockingham Square Shopping Center, and industrial uses on Island Drive. A bridge over the Big Beaver Island Creek and the proposed Madison/Mayodan Greenway (see Bicycle and Pedestrian Element below) is recommended. The total estimated cost of the project is \$1,236,000.
5. Market Street Extension – Extend Market Street 1.4 miles from its intersection with Gene Hairston Street to connect with Cardwell Street (S.R. 2216). This proposed extension would provide a link between downtown Madison and NC 135 east of Mayodan. This project proposes a major structure (bridge) over the Norfolk Southern Railroad corridor and the Mayo River, to be approximately 2,200 feet long. The total estimated cost of the project, including right-of-way and construction is \$13,980,000.

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## The Bicycle and Pedestrian Plan

The Bicycle and Pedestrian Plan incorporates the Madison/Mayodan Greenway Plan developed by the Joint Madison/Mayodan Parks and Recreation Department, and adopted by both Towns in 1997 (see MAP – Bicycle and Pedestrian Plan). The Bicycle and Pedestrian Plan outlines existing and proposed



sidewalks and bicycle & pedestrian facilities. Several proposed Thoroughfare Plan roadway projects are also included, to highlight existing and proposed grade separation, to reduce conflicts among travel modes.

The primary project recommended in the Bicycle and Pedestrian Plan is the construction of an extensive Greenway Corridor along Big Beaver Island Creek, the north and west sides of the Dan River, and the west side of the Mayo River. Several sidewalk extensions are also recommended, to provide a complete pedestrian loop, connecting downtown Madison and

Mayodan to one another, and the major riparian corridors in both Towns.

*Photo courtesy of PTCOG*

## TRANSPORTATION SYSTEM – CONCLUSIONS

Construction of the proposed US220 / NC68 Connector would provide a vital link in the proposed I-73 Interstate Corridor. As a primary north-south route to the Piedmont Triad International Airport and proposed FedEx Hub, this connector is likely to have a significant impact on the Town's appeal as both a bedroom commuting community, and as a potential location for secondary economic development activities associated with the FedEx Hub. The Town's provision of water and sewer services along the west side of the US 220 corridor is also likely to encourage economic development.

With increased access to interstate traffic and commerce, comes increased pressure for land development. Road access needs to be carefully managed to preserve the function of major thoroughfares throughout Madison's jurisdiction, and to preserve the community's character and quality of life as growth occurs. A driveway policy or ordinance would be a useful tool for managing access along major thoroughfares. In addition, proposed roadway corridors recommended in the Town's Thoroughfare Plan need to be protected from encroachment by new land development. Right-of-way dedication and reservation for future thoroughfares would facilitate the construction of the Town's future street network. Encouraging the development and use of public transportation and pedestrian facilities would help relieve traffic congestion and maintain community character as Madison grows. Commuters could benefit from regional public transportation with connections to Greensboro, High Point, Winston-Salem, and other urban destinations throughout the region.

In the process of planning recommended future land use patterns and relationships in Madison, potential road projects may be identified to serve likely future neighborhood areas. These suggested transportation projects would not be part of the officially adopted Thoroughfare Plan. However, potential corridors should be considered an important part of the proposed future land development vision for our community, and therefore, be included on the Proposed Land Use Map (see MAP – Proposed Land Uses). Suggested road and greenway corridors should be incorporated into the design of new neighborhoods as land development occurs in and around Madison.

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## PARKS AND RECREATION SYSTEM - ANALYSIS

### Existing Recreation Plans and Facilities

The Town of Madison and the neighboring Town of Mayodan established a joint Madison/Mayodan Recreation Department in 1973. A Parks and Recreation Master Plan was adopted by both Towns in 1983. In addition, an assessment of existing facilities was provided by the University of North Carolina at Greensboro in 1995.



A Greenway Master Plan was also developed for both Towns by the North Carolina A&T University in 1996. After receiving strong citizen support, both Towns and the joint Parks and Recreation

Commission adopted the Greenway

*Photo courtesy of PTCOG*

Master Plan in April 1997. The plan was incorporated into the 1999 Transportation Plan as part of the Bicycle and Pedestrian Plan (see MAP – Bicycle and Pedestrian Plan above).

The Department operates a variety of facilities, including the following:

- Idol Park – This 16.7-acre facility is located on West View Drive along the Big Beaver Island Creek in Madison. It includes a picnic shelter, a playground, a little league baseball field, a one-half mile walking trail, a concession stand, and a pressbox.
- Farris Memorial Park – This 269-acre park is located in Mayodan and provides a variety of activities, including paddle-boats, a miniature golf course, horseshoes, basketball, fishing, picnic shelters, and softball and soccer fields. The Town of Mayodan contracts the department to operate this park.
- Madison – Mayodan Community Center – Located at 300 South Second Avenue in Madison, the center was originally built by Washington Mills as an industrial YMCA. The facility was donated to the Recreation Commission in 1986, and currently houses staff offices, a gym, recreational activity rooms, and an outdoor nature trail circling the building.
- Mayodan Ball Park – Softball, soccer, and football fields
- Carlyle B. Lewis Tennis Center – Located on Cure Drive in Madison, this facility was deeded to the Recreation Commission in 1980 by the Madison-Mayodan School Board.
- John Collins Courts – Located on Short Avenue in Madison, these multi-purpose courts were donated to the Town of Madison by Dalton L. McMichael in 1975. The Recreation Commission maintains the facility. The facility’s two basketball courts and two tennis courts are used year round by youth and adults in the surrounding community.
- Nat Wall Park – Located on Eugene Hairston Street in Madison, this facility has a basketball court and a playground which are heavily utilized year round by children in the surrounding community.
- School Loop Trail – Located on a closed street (Mt. Carmel Street) between Cure Drive and Ayersville Road, this facility was built in 1998 and provides a one-fifth-mile multi-purpose trail.
- Lindsay Bridge Boat Access – Located on the Dan River off Lindsey Bridge Road, this facility was built in 1989 on land donated by Wade and Essie Williamson. It is utilized by fishermen, boaters, and swimmers, and is the starting place for the annual Dan River Boat Race.
- NC 704 Boat Access – Located on the Dan River off Water Street in Madison within NCDOT rights-of-way. Constructed in 1989, this facility is used by boater, fishermen, and swimmers. This site serves as the base for the annual Big Sweep campaign, and as the finish line for the annual Dan River Boat Race.
- School Recreation Facilities – Located throughout the community at 4 schools, including Western Rockingham Middle School, Dillard Primary School, New Vision Intermediate School, and Huntsville Elementary School south of Sardis Church Road in Madison’s future growth area.



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## Future Parks, Recreation, and Open Space Needs

A top priority of the joint Madison/Mayodan Recreation Commission is to update its Parks and Recreation Master Plan. The updated plan should provide strategies for improving existing facilities and updating equipment, as well as expanding the parks and recreation system to meet the needs of new and future land development.

The Department develops an annual Capital Improvements Program, outlining a variety of needs, ranging from the renovation of older facilities to the development of existing properties. Two new facilities high on the Department's capital improvements program include a community swimming pool and a community center, especially designed to serve the needs of older adults in the community.

Implementing a portion of the Greenway Master Plan remains another high priority for the Department. Greenways provide a wide range of recreational, health, transportation, water quality, and habitat



benefits. As the Madison/Mayodan Parks and Recreation Master Plan is updated, it should include a multi-phased implementation and funding strategy, with specific recommendations for implementing the Greenway Master Plan. Because of the tremendous potential benefits of developing a greenway system for Madison, the Town has incorporated its proposed greenway system in this land use planning process. Proposed greenway routes are included on the Proposed Land Use Map, and take into account stream corridors, existing sewer and power line rights-of-way, and key connections between neighborhoods

and points of interest.

*Photo courtesy of PTCOG*

At the conclusion of the land use planning process the Town will begin updating its development regulations. Regulatory provisions will be considered to support ongoing construction of a greenway system through right-of-way protection, dedication requirements, and greenway construction incentives for new neighborhoods. In addition, to more fully meet recreation and open space needs of citizens in Madison, necessary connections among greenways and other land will consider regulations requiring open space, pedestrian facilities in all new land development and improvements. Conservation corridors, proposed corridors, and suggested future park sites will be Proposed Land Use Map (see MAP – Proposed Land improve the quality of life in our community, by encouraging the inclusion of parks, greenways, and bicycle and pedestrian facilities in all new land development, as it occurs.



the parks, and to make uses, the Town greenways, and transportation greenway included on the Uses) to help

*Photo courtesy of PTCOG*

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MAP – Thoroughfare Plan – Recommended Improvements (Front)

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MAP – Thoroughfare Plan – Recommended Improvements (Back)

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MAP – Bicycle / Pedestrian Plan (Front)

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MAP – Bicycle / Pedestrian Plan (Back)

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## □ 2.3 – Analysis of Environmental Growth Factors

### EXISTING LAND USES - ANALYSIS

Land uses were mapped and analyzed to identify existing land development patterns and vacant or under-utilized land within the Town’s jurisdiction. An Existing Land Use map was developed using data from the County tax assessor records obtained in Fall 2002 and refined using field survey data collected in Spring 2003 (see MAP – Existing Land Use).

The entire planning area is approximately 30 square miles in size. Planning recommendations from this study focus primarily on the area within existing town limits (about 3.4 square miles) and the Town’s existing extra-territorial zoning jurisdiction (ETJ) within one mile of existing town limits (about 7.2 square miles). Analysis maps for this study also include future growth areas outside the Town’s ETJ (about 19.4 square miles).

Madison Town Limits:	3.4 square miles	( 2,161 acres)
Madison ETJ:	7.2 square miles	( 4,622 acres)
Future Growth Area:	19.4 square miles	(12,416 acres)
<hr/>		
TOTAL:	30.0 square miles	(19,199 acres)

The Table below (see next page) shows the acreage and share totals for each major land use category within existing town limits and the Town’s ETJ, and for the two areas combined. Acreage and percentage numbers are based on land area within parcels, and do not include land area within road and railroad rights-of-way.

Acreage totals are calculated as sums of any parcel either entirely or mostly within the planning area. In cases of single-family uses (houses or mobile homes) on tracts greater than 10 acres, the acreage totals are calculated at 10 acres for each parcel, based on the assumption that any land area over this total can be considered under-utilized, excess land, and essentially vacant. The actual amount of excess land in each individual case may be more or less. The estimated acres for some of the other land use categories also take excess land into account. The amount considered excess is calculated on a parcel-by-parcel basis.

### EXISTING LAND USES - CONCLUSIONS

Approximately 545 acres of land within Town limits and the Town’s ETJ area consist of road rights-of-way. Of the remaining land (approximately 6,238 acres), about 60% of the land (3,741 acres) is vacant or minimal use land. There is a moderate amount of vacant or minimal use land within Town limits (805 acres). A substantial amount of vacant or excess land exists within the Town’s ETJ area (2,936 acres), as well as in the area outside of the Town’s ETJ area. Therefore, there appears to be ample opportunities for future growth in and around Madison. This adds support to the Town’s desire to follow “smart growth” principals, encouraging most new land development to occur within existing Town limits and surrounding ETJ areas, to most efficiently use existing infrastructure investments. In addition to emphasizing *where* new growth should occur, the Town is interested in managing *when* future development occurs, and the *type* and *character* of land development most appropriate for Madison.

The following pages provide a more detailed description of the approximate amounts and general patterns of existing residential and non-residential land uses throughout the planning area.



**ACREAGE & SHARE TOTALS FOR EXISTING LAND USE CATEGORIES**

LAND USE CATEGORY	TOWN ACRES	TOWN SHARE	ETJ ACRES	ETJ SHARE	TOTAL ACRES	TOTAL SHARE
Single-Family (< 10 acres)	475	25%	382	9%	857	14%
Single-Family (> 10acres)	0	0%	701	16%	701	11%
Duplex	4	0%	0	0%	4	<1%
Townhomes	0	0%	0	0%	0	0%
Apartments	23	1%	0	0%	23	0%
1-4 Mobile Homes (< 10 ac)	2	0%	8	0%	10	<1%
1-4 Mobile Homes (> 10 ac)	0	0%	159	4%	159	3%
5+ Mobile Homes (Park)	8	0%	2	0%	10	<1%
Institutional	131	7%	32	1%	163	3%
Offices	122	6%	1	0%	123	2%
Commercial	108	6%	2	0%	110	2%
Industrial	185	10%	77	2%	262	4%
Recreational	10	1%	2	0%	12	<1%
Open space	10	1%	2	0%	12	<1%
Infrastructure (Utilities)	23	1%	24	0%	47	1%
Vacant / Minimal Use	805	42%	2936	68%	3741	60%
Unknown	4	0%	0	0%	4	<1%
<b>Total</b>	<b>1910</b>	<b>100.0%</b>	<b>4328</b>	<b>100.0%</b>	<b>6238</b>	<b>100.0%</b>



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## Residential Land Uses

**Single-Family Residential Uses** – About 25 percent of the land within the Town limits (475 acres) is occupied by site-built, single-family homes. Lot sizes are extremely variable, and range from as small as about one-sixth of an acre (7,000 square feet) to nearly 10 acres in size. Approximately 25 percent of the land within the Town’s ETJ (1,083 acres) is used for single-family homes. Many of the land parcels used for residential purposes within the Town’s ETJ area are relatively large (5 to 10 acres). There are also numerous large tracts of vacant and under-utilized land (parcels greater than 10 acres with only one house) throughout the ETJ. There is a cluster of single-family residential lots along Academy Street (US 311) around the intersection with K-Fork Road, a neighborhood of suburban style (half to one acre lots) along Island Drive, and a neighborhood of larger residential lots (3 to 5 acres) along Water Street on the east side of the Mayo River.

**Multi-Family Residential Uses** – There are eight small, multi-family apartment complexes in Madison. The ninth, and largest multi-family complex, is the Madison Housing Authority project located on Fern Street. All of these multi-family complexes are located within the Town limits. Approximately 1 percent (23 acres) of the land within town limits is used for multi-family apartment complexes. There are a few lots (totaling 4 acres) containing duplex homes, all within the Town limits. There were no townhomes surveyed in Madison.

**Manufactured Homes** – For purposes of this planning analysis, mobile home parks are defined as having five or more units in a unified grouping. There are a few manufactured homes on individual lots (2 acres) within Town limits, about 10 located on relatively large lots within the Town’s ETJ area (167 acres), and 30 or 40 located in the future growth area south of Madison. There are 3 small manufactured home parks (8 acres) within Town limits, near the intersection of Academy Street and K-Fork Road. Two small manufactured home parks are located in the Town’s ETJ area (2 acres), and 7 small parks are located in surrounding future growth areas.

## Non-Residential Land Uses

The table below presents the main types of buildings or facilities included in each major non-residential land use category. The current, main function of each parcel was the primary factor used in determining an existing land use designation, regardless of ownership or the original purpose of the building(s), if different from the current use.

<p style="text-align: center;"><b>Facilities Included in Major Non-Residential Land Use Categories</b></p> <p><b>Commercial</b> - retail stores, restaurants, convenience stores, bank branches, hotels and motels, automobile dealers, automobile service facilities, auto salvage yards, mini-storage facilities.</p> <p><b>Offices</b> – professional offices, including those offering insurance and real estate services, governmental offices (including town hall), offices for civic and non-profit organizations, and medical office buildings.</p> <p><b>Institutional</b> – Schools, Madison University, Madison Home for Children, churches, day care centers, meeting facilities for civic or non-profit organizations (i.e. fraternal lodges), police and fire stations, nursing homes, and cemeteries.</p> <p><b>Industrial</b> – manufacturing and assembly facilities, truck terminals, warehouses, and lumber yards.</p>
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**Commercial** – Most commercial uses within Town limits are in four groupings. One commercial cluster is the historic downtown area centered on Market Street and Murphy Street. A second cluster of more auto-oriented commercial uses is located along both sides of Highway Street (US220 / NC704), from the Madison Center north to the Mayodan Town Limits around Burton Street. This shopping area includes Rockingham Square and New Market, and a variety of smaller commercial uses extending north along

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Ayersville Road (NC 704). A third loose grouping of in-town commercial uses is scattered along both sides of Academy Street, from Island Drive, west to K-Fork Road. The fourth small cluster of in-town commercial uses is scattered along the eastern NC 704 Town entrance drive, between the Dan River and US 220. There are a few scattered commercial uses within the Town's ETJ area, and some scattered along both sides of the US 220 corridor within the future growth area. There are about 108 acres of in-town business uses. There are 2 acres of additional commercial uses in the Town's ETJ area.

**Office** – There are about 20 office sites in Madison occupying 122 acres in-town and 1 acre in the Town's ETJ area. Most are located in and around the downtown area. Office uses include Town Hall, the Madison Center, and a variety of locally-oriented services such as real estate, insurance, and medical offices, which are scattered around the downtown area, and along the NC704 entrance corridor.

**Institutional** – This category includes a broad range of uses. Therefore, the existing land use map includes specific labeling for many of the major institutional facilities. There are about 131 acres of institutional uses within the Town limits and 32 acres of institutional uses within the Town's ETJ area. Western Rockingham High School, Dillard Primary School, New Vision Intermediate School, the Former Scott School, two Madison Cemeteries, and a variety of churches are the largest and most prevalent in-town institutional uses. Similarly, the Moose Lodge on K-Fork Road and several churches are the major institutional uses with the Town's ETJ area. Huntsville Elementary School, two fire stations, and several churches are the major institutional uses in Madison's potential future growth area, outside of its ETJ.

**Industrial** – There are about 185 acres of industrial land uses within the Town limits, and another 77 acres in the Town's ETJ area. The Unifi plant on Island Drive, Pine Hall Brick on Lindsey Bridge Road, and the former Unifi plant on Gene Hairston Street are the three largest in-town industrial sites. A variety of other smaller industrial uses are scattered among commercial uses along Academy Street (US 311) and the NC704 entrance corridor, within Town limits. Other industrial uses are scattered along Academy Street (US 311), in the Madison Business Park, and along K-Fork Road within the Town's ETJ area. Several historic industrial buildings located in and around the downtown area, and may be renovated and adapted for alternative uses (e.g. condominiums, art studios, shops, antique mall, etc.).

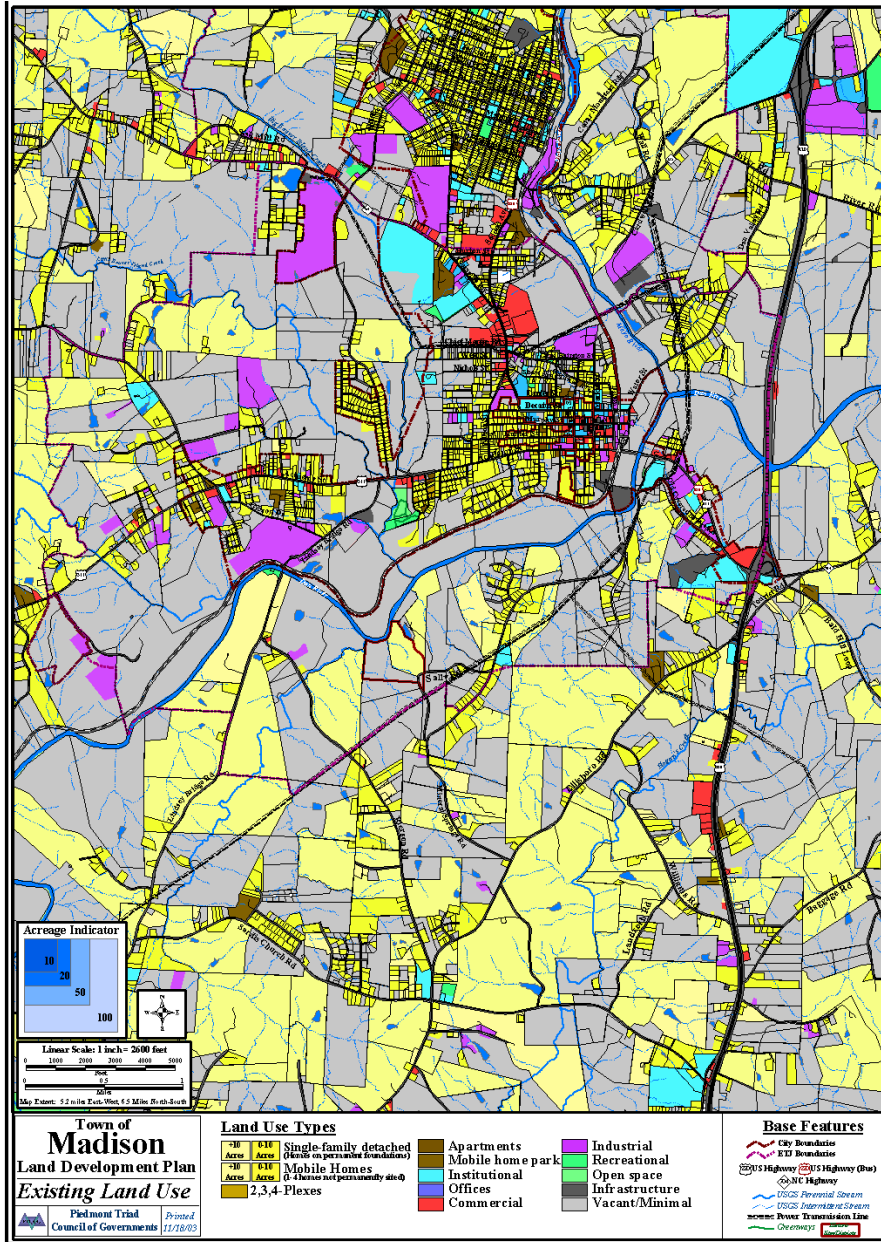
**Recreational and Open Space** – There are several existing recreational and open space uses in and around Madison totaling about 20 acres in-town and another 4 acres in the ETJ. The Idol Park facility is located within Town limits, along West View Drive (off of Academy Street). It has a ball field, a picnic shelter, and a walking trail. There is a small open space area located behind the Madison Center (accessible from Short Avenue). Other recreational opportunities are provided at the various school sites within Town limits, including: playgrounds, softball fields, and a running track. Two paddling access points are operated by the Town along the Dan River, one on the south side of the river at the Lindsey Bridge Road bridge, and one on the west side of the river at the NC704 Bridge (near downtown). A potential 100-acre park site is being discussed along the west side of the Mayo River behind the New Market Shopping Center. The site includes both sides of the railroad corridor.

**Infrastructure** – Madison's water and wastewater treatment plants are the largest infrastructure uses within Town limits. Madison operates two water towers, one along Carter Street, and one next to the Town Cemetery along US 220. About 23 acres of land within Town limits and 24 acres in the ETJ are used for infrastructure (utilities and communication facilities).

**Vacant / Minimal Use** – Land classified as vacant is comprised of undeveloped parcels or excess land on under-developed tracts (i.e. parcels greater than 10 acres with only one dwelling). A few parcels are classified as vacant due to abandoned or uninhabitable structures. Parcels used solely for parking are not classified as vacant, but rather are classified according to the type of facility served by the parking. About 42 percent of the land within town limits (805 acres) is vacant or excess, scattered in various

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locations. Some 68 percent of the land (2,936 acres) within Madison's ETJ area is vacant or underutilized.



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## EXISTING LAND DEVELOPMENT REGULATIONS

### The General Purpose of Development Regulations

The Town of Madison uses two main tools to regulate land development within its jurisdiction, a zoning ordinance and subdivision regulations. The zoning ordinance is a legal and administrative tool to insure land uses within the community are properly situated in relation to one another, and that adequate space is provided for each type of land development. It allows the control of development density so that property can be provided with adequate public services such as streets, schools, recreation, utilities, and fire and police protection. Zoning also helps to direct new growth into appropriate areas and protects existing property by requiring that new land development provide adequate light, air and privacy for persons already living and working within the community.

If a property is currently zoned for its intended use, then necessary permits are obtained through application and the payment of fees. If a land development proposal does not coincide with a parcel's current zoning designation, rezoning approval from the Town Board of Aldermen is required. This process may take several months, depending on the magnitude or complexity of a proposal, or the level of controversy generated by a proposed project. Zoning is the most commonly used legal device for implementing a community's Land Use Plan. It plays a role in stabilizing and preserving property values through predictability of land use, but usually lacks specific design guidelines to ensure overall positive development. Zoning allows for the division of a jurisdiction into districts, and for the establishment of specific regulations, requirements, and conditions to be applied within each district, to address the following types of issues:

1. The height or bulk of buildings and other structures.
2. The minimum lot size, yard setbacks, maximum ratio of building floor area to land area, and minimum requirements for onsite open space and recreation area.
3. The maximum number or density of dwelling units.
4. The desired use of buildings and land for various purposes.

The Town's zoning jurisdiction is presently within Town limits and its extra-territorial zoning jurisdiction (ETJ). According to state statutes, Madison's ETJ may be extended up to one mile beyond Town limits, by authorization of the Rockingham County Board of Commissioners.

### Shortcomings of Conventional (General Use) Zoning Ordinances

Madison presently operates under a *general use district* type of zoning ordinance, commonly referred to as a *conventional zoning ordinance*. Conventional ordinances were first established in the early 20<sup>th</sup> century to divide land into districts (or zones) for the purpose of separating uses. The rationale for this separation of uses was to protect public health and safety by providing minimum distances between noxious uses (e.g. polluting smokestacks, coal-burning factories, offensive odors of slaughter houses) and high-density residential areas. Over time, jurisdictions established specific zoning districts (residential, commercial, industrial, etc.) and a list of permitted uses within each district. The basic authority to protect public health and safety has evolved from increasing the distance between polluting factories and houses, to dividing housing types by size and cost, and separating residential areas from daily shopping and services. As zoning categories became more exclusive, fewer provisions were made for walking and bicycling to "other use" districts and eventually the car became the only viable mechanism to cross over zoning district boundaries (regardless of the actual distance.)

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## Alternatives to Conventional (General Use) Zoning Ordinances

By design, a conventional (general use) ordinance is limiting in two ways. First, it works on the basis of separation, not on compatibility, which undermines the function of a traditional neighborhood and often leads to sprawl. Secondly, a conventional ordinance applies blanket regulations to all parcels within a district, often ignoring the individual natural characteristics of each parcel, and thereby reducing the opportunities for creative site design solutions. After nearly a century of developing and operating under conventional zoning schemes, communities around the country are beginning to realize their displeasure with new land development is often a direct result of their own zoning regulations.

The craft of designing and creating attractive and functional neighborhoods and cities has been replaced with technical reviews of setbacks and minimum lot sizes. In a conventional zoning ordinance, the use of materials or manner of building construction is usually regulated through the building code rather than through zoning regulations. In addition, the minimum cost or general appearance of permitted structures is usually controlled by private restrictive covenants contained in property deeds. There are, however, some examples, particularly in relation to historic buildings or districts, where zoning is used effectively to achieve both functional and aesthetic goals. Conventional zoning regulations are only indirectly concerned with achieving aesthetic ends. However, because many communities have realized the effect and potential that these regulations have in shaping their landscapes and townscapes, there is a trend toward acceptance of aesthetic control as a proper function of zoning ordinances, based on interpretation of statutory intent to protect the public's general health and welfare.

Most conventional zoning ordinances do not regulate the design of streets, the installation of utilities, or the reservation or dedication of parks, street rights-of-way, or school sites. However, communities around the country, including several in North Carolina (e.g. Davidson, Cornelius, Huntersville, Mocksville, and Franklinville) have adopted development ordinances based on *new urbanist* or *smart growth* principles. Modern ordinances usually combine zoning and subdivision rules to encourage pedestrian-friendly, *traditional neighborhood* land use patterns. Proposed developments are then reviewed holistically to evaluate how the existing site features, proposed land use, infrastructure and site design will function together. Greater emphasis is placed on design guidelines to achieve a vibrant mixture of compatible uses and housing types, rather than the conventional approach of strictly separating uses and housing types.

### General Use Zoning Districts in Madison

The following is a description of Madison's current general use zoning districts. The portion in italics is an excerpt from the Zoning Ordinance, followed by non-italicized comments on how the district has been applied and its impact on land use patterns in Madison.

**R-40 (Very Low Density / Single Family Residential) Watershed District:** *Established to maintain a very low density of development in order to protect the water supply of the Town of Madison. By restricting development of large lots (each principal structure must be located on a lot with at least 40,000 square feet) rain water will be retained in the local water table by the ground covers.*

The R-40 Watershed District is not currently applied within Madison's zoning jurisdiction.

**R-20 (Low Density / Single Family) Residential District:** *Established for residential areas outside of the municipal sewer service area, but still within Madison's planning jurisdiction. Since sewer lines are not available in these areas, all residential developments require at least 20,000 square foot lots, to insure development occurs at sufficiently low density to provide a healthy environment and to comply with the Rockingham County Health Department regulations.*

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The RA-20 Residential District is applied to almost all of Madison’s extra-territorial zoning jurisdiction (ETJ) located south of the Dan River and east of the Mayo River, and to much of the Town’s ETJ west of Island Drive. This district is not applied within Madison’s Town limits.

**R-10 (Medium Density / Single Family) Residential District:** *Established to protect residential development in the Town of Madison that has access to both public water and sewer. Because of the availability of both public water and sewer services, development can occur at a higher density than in either the R-40 or the R-20 Districts.*

The R-10 District is applied within neighborhoods surrounding the historic downtown area, in residential areas surrounding the Highway Street (US220 / NC704) shopping district (around Rockingham Square and New Market Center), and in three small neighborhoods along Academy Street (US 311).

**R-8 (High Density / Multi-Family) Residential District:** *Established for high density residential development with some public, semi-public activities and limited commercial development that is compatible with high density residential areas. All lots shall be served by public water and sewer.*

The R-8 District is applied within neighborhoods surrounding the historic downtown area, in residential areas surrounding the Highway Street shopping district (both sides of US220/NC704 around Rockingham Square and New Market Center), and in three small neighborhoods along Academy Street (US 311).

**B-1 Central Business District:** *Established for commercial and governmental activities that are characterized by concentrated development with no off-street parking available. Normally, these areas are located in the central part of a municipality.*

The B-1 District is applied to five-and-a-half blocks of the downtown area, calling for a traditional “Main Street” type development pattern with zero lot lines, no individual parking requirements, and provisions for a mix of retail and office uses.

**B-2 General Business District:** *Established to provide a buffer commercial zone between the central business districts and residential zones in Madison, and may be used as a zone for shopping centers. Unlike the commercial operations in the Central Business District (B-1), the operations in the General Business District (B-2) are usually located on individual lots with front, side, and rear setbacks and provide off-street parking.*

The B-1 District is applied to several lots surrounding the downtown area, one lot on Chief Martin Street, and a cluster of parcels along both sides of Burton Street and Ayersville Road.

**B-2H Highway General Business District:** *Established to provide for commercial operations along the thoroughfares and collector streets in Madison’s planning area. It is designed to provide for commercial operations that produce a large volume of automobile traffic and are less compatible with residential development than commercial uses normally found in the B-2 General Business District. In addition, the front yard setback for commercial establishments in the B-2H district is greater than the setback requirement in the B-2 district.*

The B-2H District is applied to multiple parcels along the Highway Street shopping district (on both sides of US220/NC704) including the Rockingham Square and New Market Center. It is also applied to a cluster of parcels along both sides of Academy Street near its intersection with K-Fork Road, and to several parcels along the NC 704 entranceway between the Dan River and US 220.

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**B-3 Highway Business District:** *Established to provide for commercial operations along thoroughfares and collector streets (like the B-2H District). Usually, this zone is used where future road expansion is anticipated.*

The B-3 District is applied to multiple parcels along the NC 704 entranceway between the Dan River and US 220, and to one parcel on the south side of Academy Street near its intersection with Westview Drive.

**B-4 Neighborhood Business District:** *Established to provide commercial areas adjacent to residential zones that are compatible with quiet, residential neighborhoods. Unlike the other commercial zones, only land use activities that serve the immediate residential areas shall be permitted. Further, these activities shall be limited to only commercial uses that generate low levels of vehicular traffic and do not produce high levels of smoke or noise.*

The B-4 District is applied to one parcel on the north side of Academy Street near its intersection with Price Street.

**M-1 Light Industrial District:** *Established to accommodate industrial and warehousing operations which can be operated in a relatively clean and quiet manner and not be incompatible to adjoining residential or business areas.*

The M-1 District is applied to several parcels along the NC 704 / Old Covered Bridge Road entranceway between the Dan River and US 220, to one parcel on the south side of Academy Street near its intersection with Oak Forest Drive, and to the Old Scott School site and several adjoining parcels along Carter Street.

**M-2 Heavy Industrial District:** *Established to accommodate all but the most obnoxious industries. However, it is expected that industries permitted hereby by right or conditionally shall minimize their emission of smoke, dust, fumes, glare, noise and vibrations.*

The M-2 District is applied to multiple parcels throughout the Town's jurisdiction, to accommodate a wide range of industrial uses in a variety of both rural and urban settings.

**WS-IV Dan River Watershed Overlay District:** *Established to impose higher development standards on zoning districts located upstream of and draining into the drinking water supply than is generally imposed on land uses in those districts. The intent is to exclude certain activities and maintain current development patterns in order to prevent the risk of pollution from more intense land uses. The watershed is divided into two parts: the Critical Area – an area half a mile upstream of the water intake and draining into the Dan River; and the Protected Area – the area ten miles upstream and draining into the Dan River, minus the Critical Area. Because the risk of pollution is directly related to the proximity to the water supply, development standards are higher in the Critical Area (e.g. maximum 24% built-upon area) than the Protected Area (e.g. maximum 36% built-upon area without curb and gutter). Only new development activities are required to meet the provisions of this article, when located in the WS-IV Dan River Watershed Overlay District.*

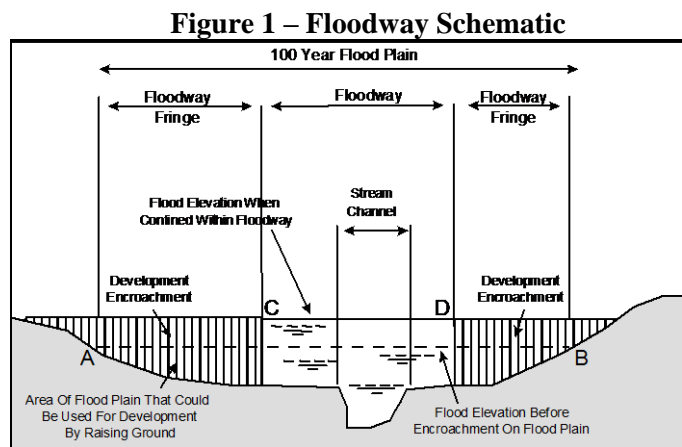
The WS-IV Watershed Overlay District is applied to multiple parcels within the western-most portion of the Town limits and ETJ area, overlaying a wide range of existing residential, commercial, and industrial uses. The Critical Area overlays portions of a small neighborhood along Oak Forest Drive, the Pine Hall Brick plant, an embroidery shop, a gas station, and a church. The Protected Area overlays all of Madison's ETJ area west of K-Fork Road, including numerous existing residential uses, the Moose Lodge, several small commercial uses along Academy Street (US 311), and several existing industrial uses off of US 311 and within the Madison Business Park .



**Flood Damage Prevention Ordinance:** The Town of Madison utilizes a flood damage prevention ordinance to provide extra protection of the public health, safety, and general welfare in flood prone areas, beyond those provided through underlying zoning districts. In all areas of special flood hazards (where base flood elevation data is provided) Madison’s ordinance requires the lowest floor elevation of any new (or substantially improved existing structure) to be a minimum of one foot above the base flood elevation, and prohibits placement of new manufactured homes. In areas where base flood elevation data is not available, the Town requires the lowest floor elevation (including the basement) to be at least two feet above the highest adjacent grade. All encroachments (including fill material or structures) must be located at least twenty feet away from the top of the bank, or one times the width of the stream at the top of the bank, whichever is greater.

The Town may also participate in the National Flood Insurance Program (NFIP) which promotes sound development practices within areas vulnerable to potential 10, 50, 100, and 500-year flood events. A flood event refers to the probability that a flood will occur in any 10, 50, 100, or 500-year period. Each of these events has a 10, 2, 1, and .02 percent chance of being equaled or exceeded during any year respectively. For example, the likelihood of a 10-year flood event occurring every year is 10%. This does not mean that every 10 years a flood of that magnitude will occur; the actual probability is much higher.

To help protect public health, safety, and welfare, and to minimize losses due to flooding, local jurisdictions may prohibit development within all areas of special flood hazard (100-year flood zones) and unmapped areas subject to periodic flooding within the Town’s jurisdiction. The 100-year floodplain area is divided into a floodway and a floodway fringe. The floodway is the channel of a stream plus any adjacent floodplain that must be kept free of encroachment so that a 100-year flood can be carried without substantial increase in flood heights. The area between the floodway and the 100-year floodplain boundaries is called the floodway fringe. The floodway fringe encompasses the portion of the floodplain that could be completely obstructed without increasing the water-surface elevation of the 100-year flood more than 1 foot at any point. Minimum federal standards limit such increases to 1 foot, provided hazardous velocities are not produced.



*Line A-B is the flood elevation before encroachment.  
Line C-D is the flood elevation after encroachment.*

An immediate increase in water-surface elevation of the 100-year flood may not be increased more than 1 foot due to an individual obstruction in the floodway fringe. However, each new development affects the whole system in many ways. Development encroachment within floodplains reduces the flood-carrying capacity, increases the flood heights and velocities, and increases flood hazards in areas both up and down stream from the development itself (see Figure 1 – Floodway Schematic above). Similar effects occur when areas are “reclaimed” from the floodplain by adding fill and increasing elevation. Although individual property rights are an important focus of this plan, caution is given to permitting short-term individual economic gain at the expense of other property owners up or down stream. Since any change in the structure of a water system has far reaching effects, it is recommended that new regulations prohibit both development in the floodplain areas and reclamation of floodplain areas, in order to maintain the function of the floodplain and better protect public safety, health and general welfare.

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## **Subdivision Regulations**

Subdivision regulations are locally adopted laws governing the process of converting raw land into building sites. Regulation is accomplished through subdivision plat approval procedures, under which a land owner or developer is not permitted to make improvements or to divide and sell lots until a proposed subdivision plat has been approved. Approval is based on compliance of the proposal with development standards set forth in the subdivision regulations. Attempts to record an unapproved plat with the local registry of deeds, or to sell lots by reference to such a plat, may be subject to various civil and criminal penalties. Subdivision regulations serve a wide range of purposes. To a health official, for example, they are a means of insuring that a new residential development has a safe water supply and an adequate sewage disposal system. To a tax official, subdivision regulations help to secure adequate records of land titles. To school or park officials, they are a way to preserve or secure school sites and recreation areas needed to serve the people moving into new neighborhoods. To realtors and homebuyers, they are an assurance that home sites are located on suitable, properly oriented, well-drained lots, and are provided with the services and facilities necessary to maintain and enhance property values.

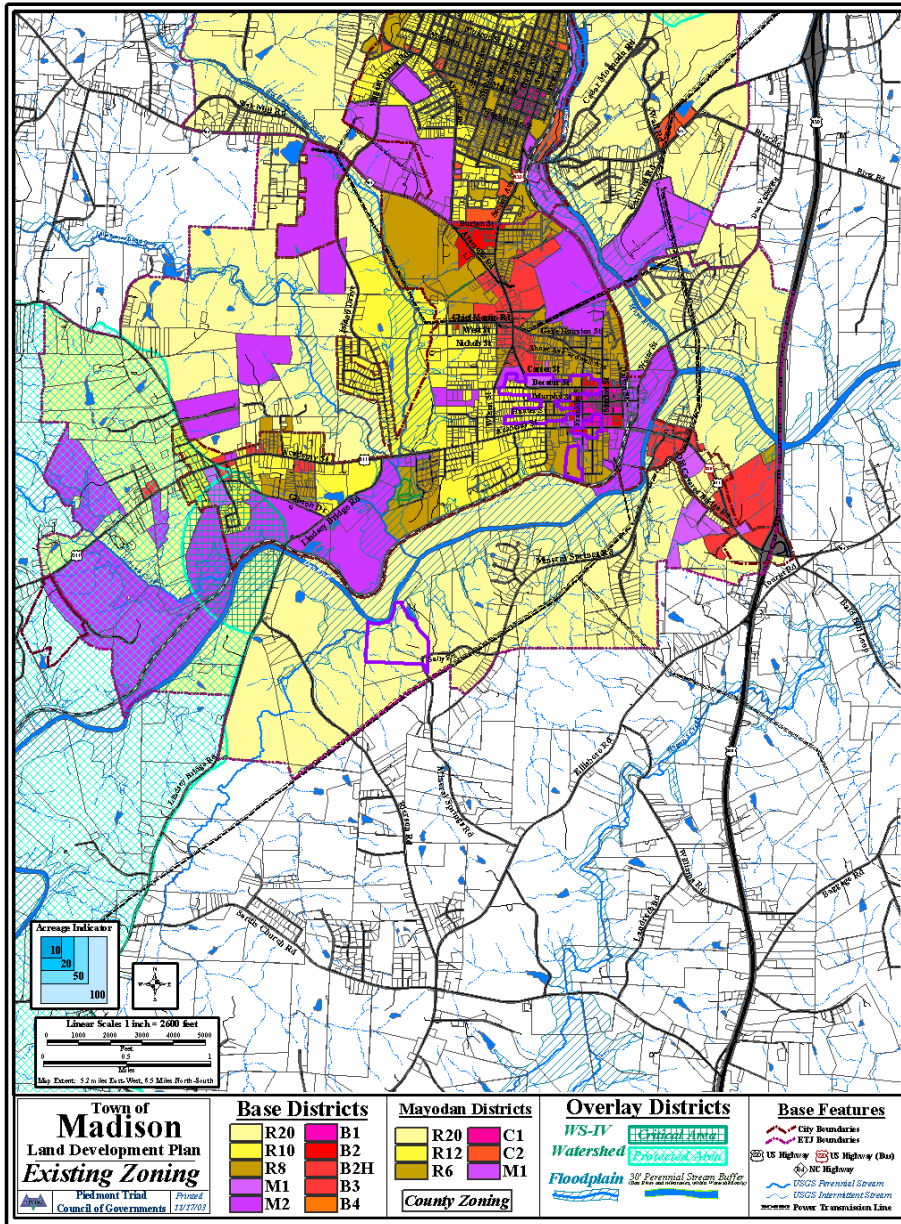
The stated purpose of the Town of Madison Subdivision Regulations is to:

- Establish procedures and standards for the development and subdivision of land within the territorial jurisdiction of the Town of Madison
- Provide for the orderly growth and development of the Town of Madison
- Provide for the coordination of streets and highways within proposed subdivisions with existing or planned streets and highways and with other public facilities
- Provide for the dedication or reservation of recreation areas serving residents of the immediate neighborhood within the subdivision and of right-of-ways or easements for street and utility purposes
- Provide for the distribution of population and traffic in a manner that will avoid congestion and overcrowding and will create conditions essential to public health, safety, and general welfare
- Facilitate adequate provision for water, sewerage, parks, schools, and playgrounds, and also to facilitate the further re-subdivision of larger tracts into smaller parcels of land.

## **LAND DEVELOPMENT REGULATIONS - CONCLUSIONS**

The Town of Madison has amended its zoning and subdivision regulations over the years to improve the quality of development in the community. As an outgrowth of this Land Use Planning process, the Town will continue to refine its ordinances, to reflect community values and to encourage quality development as the Town grows. Some of the key issues the Town intends to address as an outgrowth of this Land Use Plan include:

- Addressing the design, appearance, function and compatibility of new land development, not just the general land use type allowed within a zoning district.
- Providing greater flexibility and a variety of acceptable development options within various districts.
- Encouraging new types of development and greater creativity in meeting community needs.
- Providing a unified development ordinance that clearly defines appropriate design standards.
- Requiring a thorough site analysis process to identify key environmental features, opportunities, and constraints, as the first step in the site design and development process.
- Providing opportunities for staff review and comment at the beginning of the site analysis and site design process, not just at the end of the process.
- Requiring on-site open space, greenway, trails and sidewalks, as part of each new development.
- Requiring a network of inter-connected streets and greater flexibility in street design.
- Consider replacing “Zoning Districts” with general “Planning Districts” that provide broad guidelines for development of livable / walkable neighborhoods.
- Identify appropriate areas for new mixed-use activity centers to be located (for B-1 zoning).
- Modify or replace Planned Unit Development regulations with traditional neighborhood options.



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## LAND DEVELOPMENT SUITABILITY ANALYSIS

Three key environmental growth factors were mapped and analyzed to identify physical limitations and regulatory constraints affecting future land development. Results of this analysis were used to determine the potential suitability of vacant land for urban uses, and to formulate strategies for future growth.

**Topographic Slope Limitations:** The degree of slope planning area was calculated using topographic contour by Rockingham County, and supplemented by USGS contour data for portions of the study area. This data was generate a topographic contour map with a contour interval attached *MAP – Elevation Profile*). Potential future land variable in their sensitivity to steep topographic conditions. such as houses and small commercial and institutional have more topographic flexibility because their small footprints require less grading than large industrial buildings, shopping centers, and schools.



*Photo courtesy of PTCOG*

Another consideration is the land value of developable sites. For high-value sites such as those designated for industrial or commercial use, the costs of grading typically represent a smaller share of total development costs than on lower value sites. Thus, a developer proposing a project on a commercial site may view it as economically feasible even if steep topography calls for excessive grading. As a middle ground estimate for most land uses, a 20% slope (20 feet of fall per 100 horizontal feet) was used as the threshold for “severe” slope limitations. Compared with other jurisdictions in the Piedmont region, Madison has a moderately high number of areas with severe topographic slope constraints. Steeply sloping topography is generally concentrated along multiple stream banks and tributaries (see attached *MAP –Development Limitations*). Contiguous floodplain and steep slope areas occupy several significant areas along the banks of the Dan and Mayo Rivers, and several of the creeks and smaller tributaries flowing into these rivers, making these areas inappropriate for most intensive urban uses.

throughout the data provided topographic used to of 20 feet (see uses are quite Structures buildings may

**Soil Limitations Analysis:** Some soil conditions can make potential land development more difficult or expensive. In the Piedmont region, dominant soil limitations include hydric (wetland) conditions, rock content, or high shrink-swell potential due to high clay content and moisture fluctuations. Digital soils maps and attribute data from the Rockingham County Soil Survey (*Soil Conservation Service*) were used to identify areas containing one or more of these soil limitation conditions (see *MAP – Physical Development Limitations*). Because the mapping units for soils are only indicative of prevailing soil types in those areas, the actual distribution of hydric, rocky, or shrink-swell soils may differ somewhat



from what is shown. Even where such conditions actually occur, there would probably still be a means to undertake urban-type development, although with greater difficulty or expense. Another possible limiting factor due to soils is poor percolation, as it may make for difficulty in siting successful septic systems. This would apply only to non-urban growth without access to Madison’s public sewer services. Soil survey data indicate only a few small areas within the Town’s ETJ is rated as having slow percolation. Thus, poor percolation soils are not a significant growth factor in Madison’s current jurisdiction or potential growth areas.

*Photo courtesy of PTCOG*

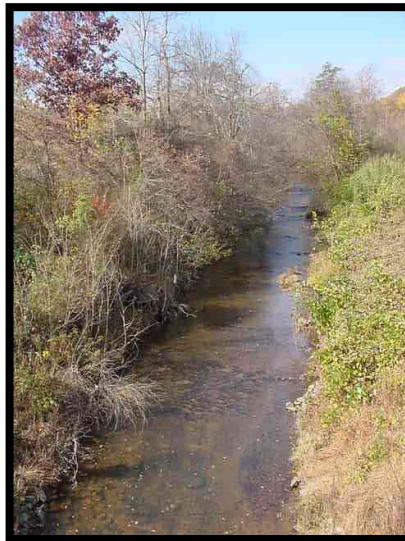
**Floodway and 100-Year Flood Zone:** Development suitability is also affected by the location of the floodway and 100-year flood zone. The floodway is the stream channel and the corridor immediately adjacent to it. The 100-year flood zone or “floodplain” includes the floodway and additional land to an elevation established by Federal Emergency Management Agency (FEMA) flood studies called the

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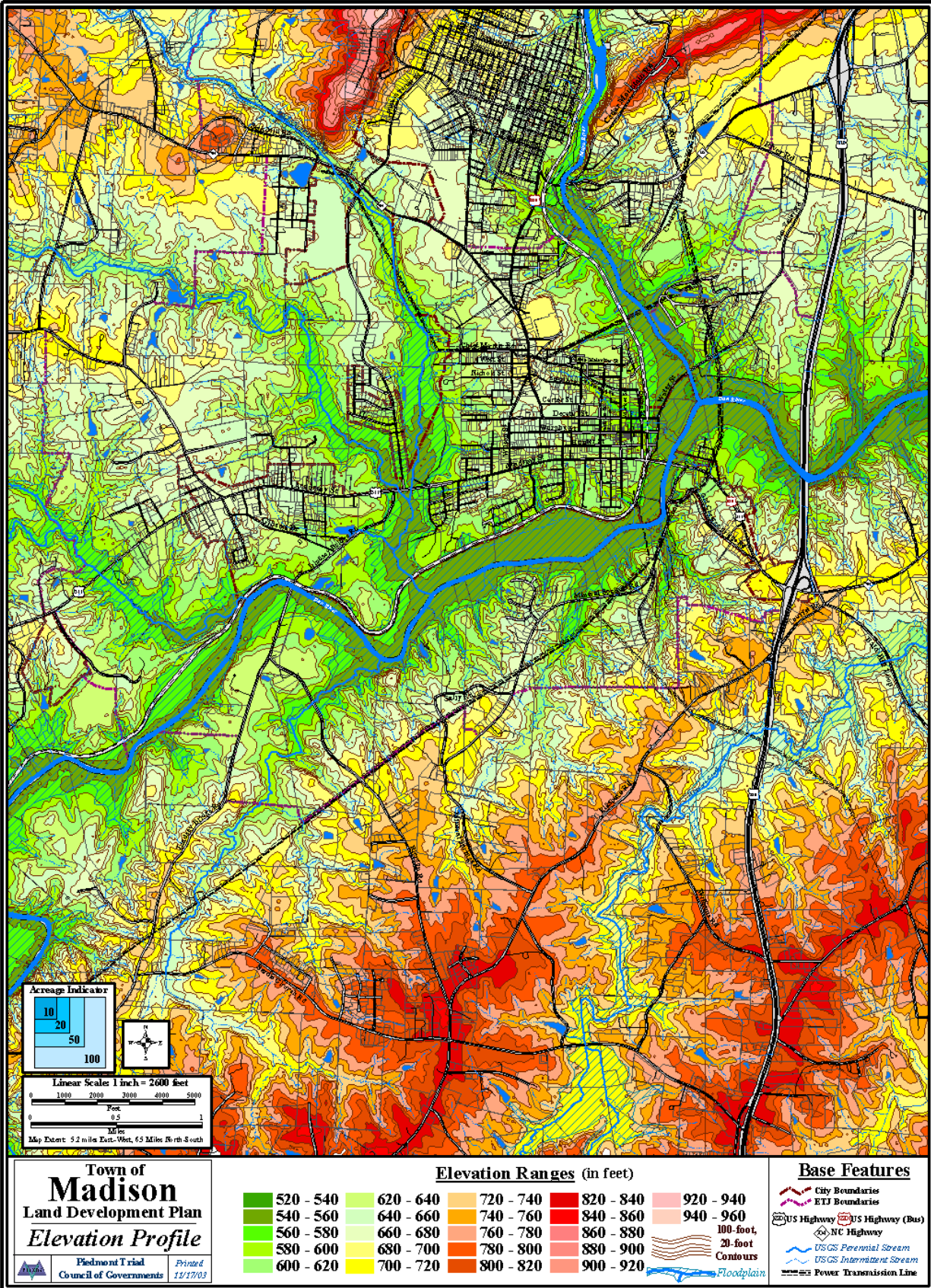
floodway fringe. In most floodplain regulations, new structures are effectively banned from the floodway. In the floodplain areas outside of the floodway, any fully enclosed space in a new residence or mobile home must be situated at least two feet above the flood elevation. Accessory structures (sheds, detached garages, etc) are generally allowed, as are parking lots. Non-residential structures follow the same standards except that they may be built below the flood elevation if they are certified as watertight.

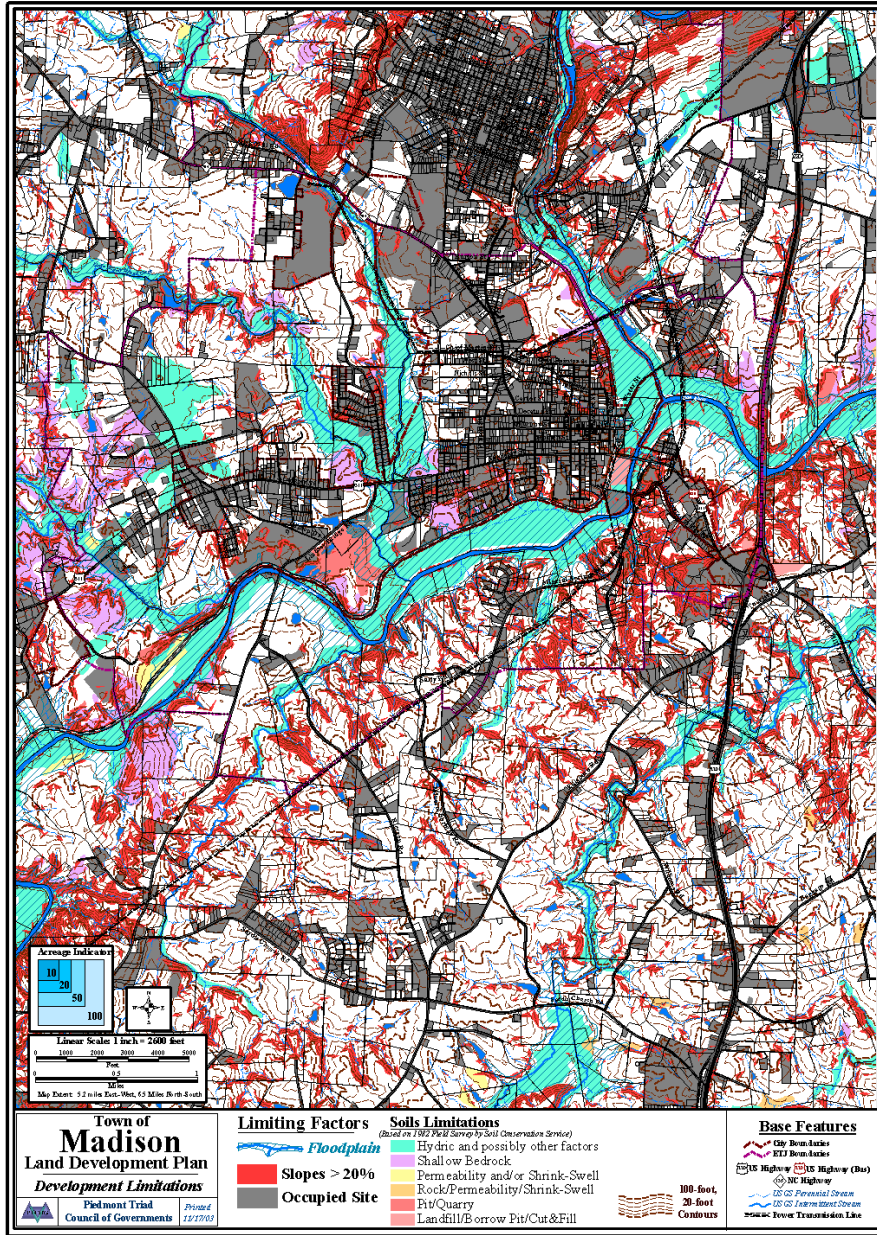
## **LAND DEVELOPMENT SUITABILITY ANALYSIS - CONCLUSIONS**

The Town's land supply appears adequate to meet its needs for land development over the next 10 to 15 years. About 40 percent of the land within Madison's Town limits (747 acres) is categorized as vacant or under-utilized. Some 67 percent of the land (2,946 acres) within the Town's ETJ area is vacant or underutilized. Much of this vacant and excess land, especially along high points and ridge lines, contains relatively few constraints due to severe soil and slope limitations or 100-year flood zones (see attached *MAP –Development Limitations*). Therefore, the Town appears to have an abundant supply of suitable land for future urban development.



*Photo courtesy of PTCOG*





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## □ SECTION 3 – Community Values

### □ 3.1 – The Public Involvement Process

Public involvement is a key component of the Town’s planning process. A fourteen-member Land Use Plan Advisory Committee was formed to provide multiple opportunities for citizens to receive information and to provide input into the process. Committee membership included four Board of Aldermen members, four Planning and Zoning Board members, four Town staff members, one member of the Historic Commission, and one citizen/downtown developer. The committee met monthly beginning in May 2003. Taking an active role throughout the planning process, committee members held multiple workshops to identify key issues, analyze existing conditions, consider future needs, draw conclusions, formulate a vision for the Town’s future growth, and establish recommended goals and policies to implement the vision.

Advisory Committee members reviewed a variety of factual information about the Town’s demographics, urban services, and environmental growth factors (see *Section 2 above*). Members used this factual data to temper and refine their vision for the future growth of Madison, and drafted a set of goals and policies for how to achieve this vision. In January 2004, the Advisory Committee held a joint work session with the full membership of the Board of Aldermen and the Planning and Zoning Board, to receive guidance on refining its draft plan. To assess how well their ideas reflect the values of fellow citizens throughout the community, Committee members also hosted a Town Meeting in February 2004.

### □ 3.2 – The Town Meeting

#### PURPOSE

The Land Development Plan Advisory Committee hosted on February 10, 2004 from 6:00 to 7:00 PM in the Hall. The main goals of the meeting were to identify needs and issues that local residents consider important, Committee’s conclusions and recommendations, and from fellow citizens about the draft plan. Nearly 20 participated in the hour-long meeting, and provided valuable ideas for the Committee to use in refining the draft plan.



a Town Meeting Madison Town community to share the to receive input citizens

*Citizen participants at the Town Meeting.*

#### PROCESS

Attendees were given time to read a summary of the draft Land Use Plan and view a series of maps highlighting the work of the Advisory Committee. Attendees were then provided with a broad overview of the planning process, explaining the maps and analysis used by the Advisory Committee, and presenting the Committee’s key findings and recommendations. The recommended Growth Strategy and Land Development Vision, Goals and Policies were presented and explained in some detail along with the land use toolkit and Proposed Land Use Map. In addition, recommendations for implementing, using, and revising the plan were presented and discussed. Participants were then invited to fill out a comment sheet describing what they heard, what was most interesting or significant about the plan, what they liked best, what they would change, whether they would support the proposed plan, and why.

### □ Land Development Likes, Dislikes and Dreams



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Before the draft Land Use Plan was presented, participants of the Town Meeting were asked to identify their individual land development likes, dislikes, and dreams about future growth in Madison. Written and verbal responses to these three questions are presented below (with the number of similar responses shown in parentheses).

**LIKES - New land development in Madison should continue or expand... include more...**

- *Our small-town atmosphere & character (2)*
- *I love this small town!*
- *Downtown rejuvenation (2)*
- *Our historic districts / Protection of historic resources (2)*
- *The expansion of locally-owned businesses*
- *Neighborhood parks / Incorporate a ring park (2)*
- *We need more moderate- to upper-income housing (both single- and multi-family dwelling units)*
- *We need enhanced medical facilities*

**DISLIKES – New land development in Madison should change or stop... include less...**

- *We need to upgrade our water and sewer infrastructure*
- *No more strip shopping centers (2)*
- *No more “pods” of isolated land uses (2)*
- *We need to pay more attention to water and sewer services.*
- *The 5-lane cross section along Ayersville Road (NC704 North) causes a lot of accidents*
- *Get rid of the “no right-turn on red” in the center of town – it bugs me!*
- *Less emphasis on “general historical areas” - distinguish between old & truly historical properties*
- *Place less emphasis on additional low-income apartments – we have plenty already*

**DREAMS – New land development in Madison should start... include new...**

- *Fix our existing facilities*
- *Complete our greenway system*
- *Incorporate a ring park that connects with downtown sidewalks (across Mayflower)*
- *Semi-upscale condominiums for younger and older folks*
- *Parks – especially in town (2)*
- *A swimming pool in town*
- *Better sidewalk connections (especially between the Kmart and the Hardees)*
- *Creation of a community center to serve citizens of all ages*
- *Better housing opportunities*

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## □ Citizen Responses to the Draft Land Use Plan

Following a detailed presentation of the main conclusions and recommendation of the draft Land Use Plan, participants of the Town Meeting were invited to fill out a comment sheet and discuss their ideas together. Written and verbal responses to the comment sheet questions are presented below.

### **What did you see or hear this evening?**

- *Hopefully our future! One that is bright (not dim like other Towns without the planning foresight)*
- *A lot of hard work / Nice maps*
- *There is a plan!*
- *A plan with a focus on the future / Madison planning now to prepare for the future*
- *An excellent presentation on the proposed Madison Land Use Plan*

### **What interested you? ...excited you? ...surprised you?**

- *The concept of Traditional Neighborhood Development (2)*
- *The concept of Activity Centers (2)*
- *The concept of Cluster Developments*
- *I'm surprised and excited about the proposed employment centers*
- *Good information to help Madison solve our infrastructure problems*
- *The scope of the plan*
- *Greenways!*

### **What is most significant about the proposed plan?**

- *The Town being committed to the quality of growth*
- *A lovely vision of what Madison could be in the future*
- *The thought process*
- *A good plan for the future of our town*
- *The community is paramount – business is second*

### **What do you like best about the proposed plan?**

- *Planning for the future, instead of just reacting*
- *The plan is based on objective data*
- *The plan is in keeping with the culture and history of our community*
- *The plan is well organized*

### **What would you change about the proposed plan?**

- *I would not include the commercial center proposed at the Highway 220 Intersection*
- *Make sure the plan has some focus on the Dan and Mayo Rivers – as outstanding resources*
- *You could also include archeological data*
- *Emphasize water and sewer services*
- *I worry about calling for narrow streets – we have fire truck access problems on some streets now*
- *Why does the plan recommend narrower streets? Add bike lanes on the edge of wide streets!*

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**Would you support the proposed plan? ...why?**

- *YES – no additional comments (4)*
- *YES – the plan provides us with good ideas for the future*
- *YES – the plan encourages smart growth decisions*
- *(Question: How would the location of a new Wal-Mart store [be effected by] the plan?)*
- *Probably*

## **CONCLUSIONS**

The Town Meeting appeared to be a success and offered citizens a chance to share their opinions and voice their concerns about future growth in and around Madison. The meeting also provided elected officials, planning and zoning board members, staff, and Advisory Committee members an opportunity to listen to the people they serve and represent. Many of the ideas generated by participants echo, confirm, and support the months of work the Advisory Committee spent on identifying issues and drafting a vision and goals for future land development in Madison. Most of the citizen input obtained from participants confirmed that draft Advisory Committee conclusions and recommendations were supported by fellow citizens, and appeared to be on track with the community's ideas and concerns about Madison's existing and future land development.

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## □ SECTION 4 – General Growth Strategy

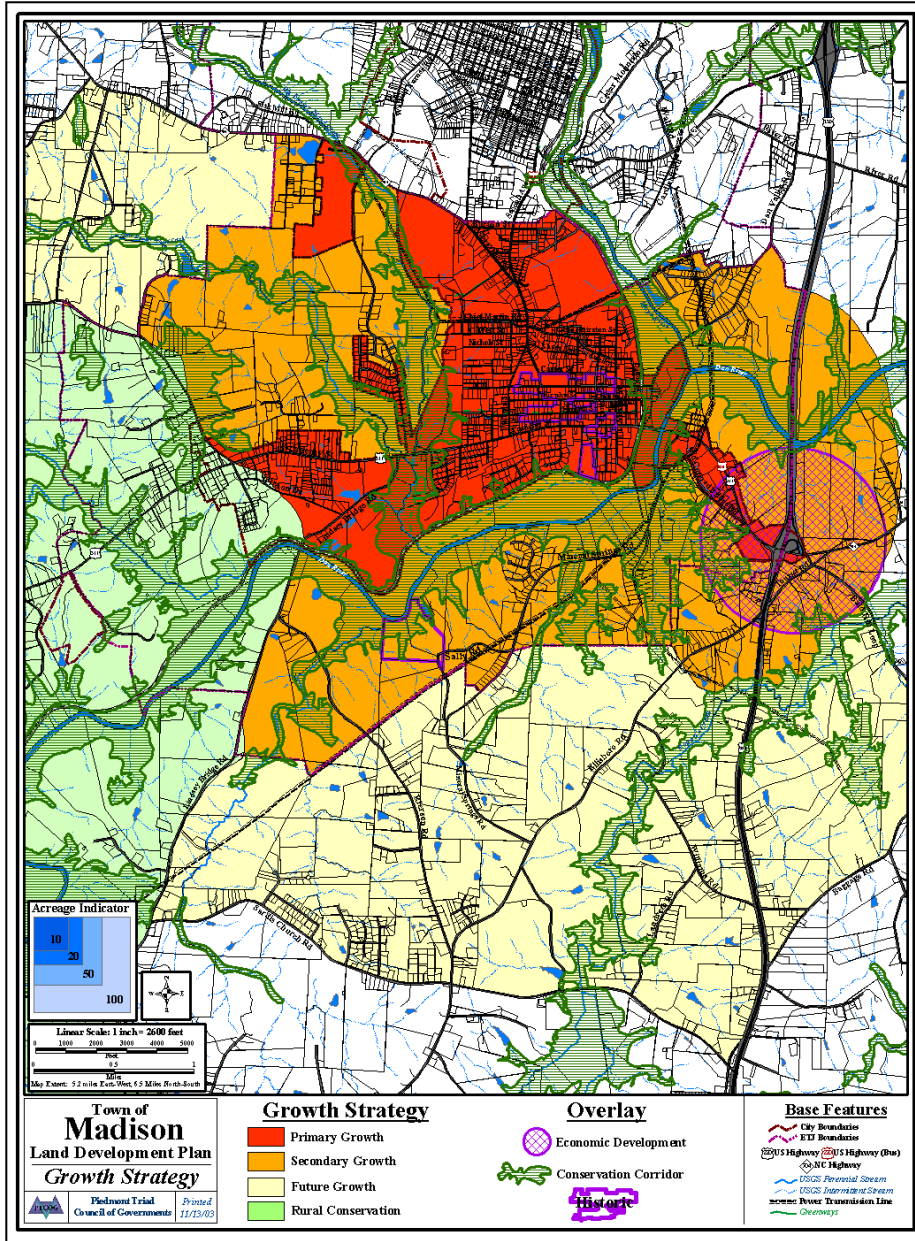
### □ 4.1 – Strategic Growth Categories

The descriptions below indicate where each of the strategic growth categories are likely to be designated, and the recommended level of support and encouragement the Town should offer appropriate land development proposals within each strategic growth category:

7. Primary Growth Area – The areas with prime access to existing town infrastructure and urban services and located within existing town limits. Suitable development sites within the Primary Growth Area should be given the highest level of encouragement and incentives for short-range development over the next 5 years.
8. Economic Development Area – This area is located at the intersection of US 220 (Proposed I-73) and NC 704 / US 311, has (or can easily have) access to existing Town infrastructure and urban services, and is located partially within existing town limits. Suitable development sites in this designated economic development area should be given the highest level of encouragement and incentives for short-range development over the next 5 years.
9. Secondary Growth Areas – Areas with access or potential access to town infrastructure and urban services, and located within the Town’s existing extra-territorial zoning jurisdiction (ETJ), or potential ETJ expansion area. Suitable development sites within Secondary Growth Areas should be given a moderate level of encouragement and incentives for mid- to long-range development over the next 5 to 10 years.
10. Future Growth Areas – Areas with moderately low potential for the provision of sewer and other urban services in the next 10 years, and located outside of the Town’s existing ETJ area. Suitable development sites within Future Growth Areas should be given a low level of encouragement for land development over the next 10 to 15 years.
11. Rural Conservation Areas – Areas located within the Town’s water supply watershed drainage area. Most parcels within Rural Conservation Areas should be given a high level of encouragement and incentives to remain in a natural state, or to be maintained in very low-density, rural uses over the next 15 years. Cluster residential development should be strongly encouraged or required within Rural Conservation Areas, and non-residential development should be in accordance with the Town’s existing water supply watershed regulations.
12. Conservation Corridors – Areas located throughout the study area, primarily along creeks, streams, and rivers, and within areas containing floodplains, steep slopes, and/or severe soil limitations. These areas should receive a very high level of encouragement and incentives to remain in a natural state, and/or to be maintained in very low-intensity, open space, recreational, or greenway uses in perpetuity. Property owners should be encouraged to locate new land development outside of conservation corridors as much as possible.

### □ 4.2 – Growth Strategy Map

The general growth strategy map (see attached MAP – *Growth Strategy*) was established to provide a broad planning context for the more specific *Proposed Land Use Map* presented in Section 5 below. The Growth Strategy Map shows the general location of strategic growth areas.



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## □ SECTION 5 – Land Use Plan

### □ 5.1 – Mission

In May 2003, the Madison Land Use Plan Advisory Committee (LUPAC) held its first meeting to begin work on the Town’s long-range Land Use Plan. Members identified a wide variety of land development issues that need to be addressed. These issues were placed into three broad categories: Growth Management, Quality of Life, and Public Services & Infrastructure. At their second monthly meeting in June 2003, members discussed the difference between long-range planning and the regulation of land development needed to implement the plan. LUPAC members participated in a writing exercise to draft a mission statement, a vision for future land development in Madison, and a broad set of goals for their planning effort, focusing on the question: “*New land development in Madison should...?*”

#### *Our Mission*

*Establish a plan to help guide land development decisions that will build on our Town’s heritage, diversify our local economy, fit our community’s small-town character, preserve our cherished natural, cultural, and historic resources, enhance our quality of life, and be consistent with our ability to provide adequate public services and infrastructure.*

*Rewrite our development ordinances, to better implement the vision & goals outlined in our new plan.*



*Town of Madison Land Use Plan Advisory Committee Members.*

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## □ 5.2 – Land Use Vision

In October 2003 Advisory Committee members reviewed the information and ideas gathered from their first five months of work, and drafted the following vision statement, painting a verbal picture of the kind of community they would like Madison to become over the next ten to fifteen years of growth.

### *Our Vision for Madison in the Year 2020*

*Madison has experienced an upturn in growth over the past ten to fifteen years. Our Town's commitment at the turn of the century to well-planned, quality growth has enabled us to manage this growth wisely, striking a reasonable balance between the good of the whole community and private property rights. Since the adoption of our plan, new land development in and around Madison has been built to fit our community's character and heritage, and helped to attract a diversity of jobs and tax base. New growth has been designed to help preserve our cherished natural, cultural, and historic resources, and to coincide with our ability to provide adequate public services and infrastructure. The appropriate quantity, location, and quality of new land development has maintained and enhanced our Town's environment and high quality of life.*

*In the year 2020, the Town continues to enjoy its small-town character and charm. In fact, as our Town has grown over the last ten to fifteen years, an even stronger sense of community has been built – Madison has become an even better place to live and work. The downtown area has become the center of community activity. Old shops have been renovated, and a variety of new businesses, services, restaurants, offices, apartments, and public spaces have transformed downtown into a lively, pedestrian-friendly destination for Town residents and visitors. In addition, new business and office uses have been built in small clusters within designated activity centers throughout our community. Each new mixed-use activity center has been carefully designed to preserve and blend with the character of surrounding neighborhoods, and our Town as a whole. Careful attention has been paid to maintaining and improving the scenic quality of entrance and connecting roads throughout our community.*

*Madison's Land Use Plan has helped the Town develop into a more livable and walkable community. New neighborhoods have a more compact development pattern, and include a wider mix of housing types to accommodate the diversity of our community's residents. Most new neighborhoods incorporate many of the traditional design features found in the more historic parts of communities, including narrower streets, lamp posts, sidewalks, planting strips, street trees, front porches, rear garages, alleys, corner stores, and smaller lots. These design features help to maintain and enhance Madison's community character. Both new and old neighborhoods throughout Madison are linked to one another, and to other parts of the Town by a network of roads, bike paths, sidewalks, and greenways. Excellent public infrastructure and services are provided at a reasonable cost. Residents enjoy access to a variety of public greenways and open spaces, a less cluttered and more attractive townscape, and a more pedestrian-friendly environment.*

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## □ 5.3 – Land Use Goals and Policies

To help Madison achieve its vision for the future, goals and policies were established to express the overall strategic direction for the Town’s growth over the next ten to fifteen years. Created to highlight the major consensus points reached during the planning process, these goals and policies represent community ideals concerning how the Town should grow and develop. In conjunction with the *Proposed Land Use Map*, these goals and policies help articulate the Town’s vision for future growth, and provide a broad policy context for future land development decisions. The goals represent what the Town would like to accomplish. The policies serve as officially adopted positions of the Town of Madison, and provide guidance for evaluating and making decisions concerning future land development proposals.

### GROWTH MANAGEMENT

#### **GOALS:**

- A. Carefully manage growth, making smart growth decisions that maintain and enhance Madison’s special community characteristics and heritage.
- B. Strategically locate new land development in the most appropriate places.
- C. Reduce costly suburban sprawl.
- D. Use existing infrastructure investments efficiently.
- E. Attract new jobs and a more diverse tax base.
- F. Protect and preserve natural, cultural, and historic resources and open space as we grow.

#### **POLICIES:**

- 1.1 The Town of Madison will carefully manage land use patterns along our major road corridors, to maintain thoroughfare safety and function, to prevent ugly strip development, and to encourage a welcoming, aesthetically pleasing environment, that reflects the character and charm of our community.
- 1.2 The Town of Madison will preserve, invest in, revitalize, and rejuvenate its downtown area, to create a vibrant community-wide activity center and community destination place that is pedestrian-friendly, and includes a wide variety of services, shops, restaurants, offices, bed & breakfast inns, public spaces, and other community uses. Existing buildings will be restored and adaptively used whenever possible.
- 1.3 The Town of Madison will encourage the clustering of community activities and uses at designated intersections and other appropriate locations, for the development of attractive, pedestrian-friendly activity centers containing a variety of shops, civic, office, and residential uses within convenient walking distance of existing and future neighborhoods, and to discourage sprawling, non-residential development from occurring in a thin strip along significant portions of major thoroughfare corridors.
- 1.4 The Town of Madison will encourage commercial land uses (especially large grocery stores and department stores) to fit our community scale & character (not be too big), and to be conveniently located to serve the needs of all our residents, especially the young and old.
- 1.5 The Town of Madison will accommodate and encouraged the expansion and/or adaptive reuse of existing industrial uses, in a manner that protects and enhances the health, safety, and general welfare of the community.



- 1.6 The Town of Madison will actively encourage new industrial uses in appropriate places with adequate land and infrastructure (roads, railroads, water, sewer, gas and electricity), to provide residents with diverse, convenient, well-paying jobs, to help bolster our Town’s tax base, and to make sure we continue to protect the value of surrounding properties & neighborhoods through site design requirements such as buffers, setbacks, and landscaping.
- 1.7 The Town of Madison will encourage the development of office uses in convenient locations above downtown shops and in other pedestrian-friendly activity centers, to reduce traffic and to build a greater sense of community.
- 1.8 The Town of Madison will encourage institutional & civic uses (schools, community centers, churches, nursing homes, day care centers, libraries, YMCAs, fire stations, post offices, parks, etc.) be located on important or prominent sites, to add value and pride to neighborhoods, and to serve as community landmarks and focal points. The Town will lead by example by investing in public buildings and spaces that add to the value and pride of the community, paying close attention to quality of life details such as architecture, streetscape design, public art, sidewalks, greenways, and other public ways and access points.
- 1.9 The Town of Madison will continue to value, preserve and enhance existing residential uses and neighborhoods, to maintain the unique small-town character of Madison. Infill development is encouraged to efficiently use existing infrastructure, however, new buildings and the renovation of existing buildings should fit the scale and character and add value to existing neighborhoods. The Town will seek to instill responsibility and pride in home ownership.
- 1.10 The Town of Madison will encourage new residential uses and neighborhoods that add to our community’s livability and character, by including neighborhood parks, and by providing a walkable, mixed-use, pedestrian-friendly environment that is well-connected to the rest of the community (especially to downtown and other designated activity centers), with sidewalks, greenways and trails.
- 1.11 The Town of Madison will encourage opportunities for adequate, affordable, attractive, quality housing to be provided for all residents through the renovation of existing older homes, and the building of a mixture of new housing types to match a range of lifestyles and income levels.
- 1.12 The Town of Madison strongly encourages open space, parks & squares to be a part of every new neighborhood, and that these amenities be well-connected by greenways, sidewalks, and bike lanes, and added to existing neighborhoods whenever appropriate and feasible.
- 1.13 The Town of Madison encourages alternative types and patterns of development [mixed-use, cluster, Planned Unit Developments (PUD), Traditional Neighborhood Developments (TND)] to reduce development costs, to reduce traffic, to increase convenience and a sense of community, to protect environmentally sensitive areas, and to provide more parks and open space close to where people live and work.
- 1.14 The Town of Madison encourages everyone in our community to use these land use goals and policies as guidelines for making smart growth decisions, to strategically locate land development in the most appropriate places, to use existing infrastructure investments efficiently, to discourage costly sub-urban sprawl, and to help maintain and enhance the community characteristics that make Madison an even better place to live and work – as we grow.
- 1.15 The Town of Madison will revise its Zoning and Subdivision Regulations, to reflect and implement the land development vision, goals, and policies of its Land Use Plan, to encourage greater creativity in the design and development of mixed-use, livable neighborhoods and activity centers, to provide greater flexibility in the review and approval of appropriate land development that maintains and enhances the quality of life and character of our community, and to mitigate costly impacts of new development.

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## PLANNING COORDINATION

**GOAL:** Coordinate land use planning and decision-making with surrounding jurisdictions (Rockingham County, the County Economic Development Commission, the Town of Mayodan, the Town of Stoneville, the Huntsville Community), so that future land development in Madison fits well into its regional context, and maintains and enhances the quality of life for citizens in and around its jurisdiction.

**POLICIES:**

- 2.1 The Town of Madison will identify future growth areas and potential extra-territorial zoning jurisdiction (ETJ) expansion areas, to carefully manage future development that will eventually become part of the Town's municipal limits.
- 2.2 The Town of Madison will, from time-to-time, identify and study potential annexation areas that may qualify for future service area and Town limit expansion.
- 2.3 The Town of Madison will take into account Rockingham County's Comprehensive Land Use Plan and development regulations, and with the plans and ordinances of Mayodan and Stoneville, so the Town's land use and zoning concepts and categories are as compatible and mutually supportive as possible, and so infrastructure investments coincide with and support the designated growth areas and activity centers of surrounding jurisdictions.
- 2.4 The Town of Madison will work cooperatively with local institutions, businesses and industries to expand downtown amenities and services, to create jobs, to maintain a strong tax base, to ensure new development that fits our small-town character, and to prevent conventional strip development along major road corridors.
- 2.5 The Town of Madison will partner with the Rockingham County Economic Development Commission and Tourism Development Authority, to make sure Madison is adequately showcased and represented in economic development, marketing, and recruiting efforts – as a great place to start or expand a business, and to help insure the Town's success in recruiting new development, jobs, and tax base.

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## RESOURCE PRESERVATION & COMMUNITY APPEARANCE

**GOAL:** Carefully preserve Madison’s natural, cultural, and historic resources as we grow.

**POLICIES:**

- 3.1 The Town of Madison will maintain & improve air quality by recruiting environmentally-friendly industry, and encouraging pedestrian-friendly, mixed-use land use patterns, more sidewalks, bike lanes & greenways, interconnected street patterns, and open space (cluster) development.
- 3.2 The Town of Madison will maintain & improve water quality by carefully managing and restoring stream-banks, establishing minimum riparian buffer requirements along streams and creeks, encouraging cluster development to avoid disturbance in riparian buffers, adopting low-impact design guidelines, implementing phase II storm water regulations, and by coordinating growth management efforts with the County. The Dan River, Mayo River, and Big Beaver Island Creek corridors and their tributaries will be focal points for providing recreational and aesthetic benefits throughout the community
- 3.3 The Town of Madison will preserve, protect, and restore the natural resources of our community (e.g. rivers & streams, wetlands, woodlands, wildlife habitats) for the benefit & enjoyment of all.
- 3.4 The Town of Madison will preserve, protect, and restore the cultural and historic resources of our community (e.g. family farms, historic sites & buildings, parks) for the benefit and enjoyment of existing and future generations. The Town will encourage efforts to inventory and set preservation priorities for each of our cherished community assets and resources.
- 3.5 The Town of Madison will support efforts to systematically revitalize the downtown area – encouraging preservation and adaptive reuse of older buildings, and appropriate infill development that does not detract from the downtown’s historical and architecture character.
- 3.6 The Town of Madison will support efforts to provide a diverse open space & recreation system with a variety of opportunities throughout our community – including small neighborhood parks and playgrounds; large active-recreational parks for soccer and softball; passive picnic, walking, and biking areas; and an extensive system of trails and greenways connecting each of these elements together (especially Dan River, Mayo River, and Big Beaver Island Creek corridors).
- 3.7 The Town of Madison will protect our community from excessive noise, light, and vibration, by placing noxious uses in the most appropriate places, and by strengthening and enforcing development regulations including requirements for adequate buffers and set-backs.

**GOAL:** Carefully preserve & enhance Madison’s Character and Community Appearance as we grow.

**POLICIES:**

- 3.8 The Town of Madison considers its small-town character a vital asset in the revitalization of the downtown area, and hopes to use it as a selling point to attract both entrepreneurs (new shops, restaurants, and services) and visitors to our community. Our small-town charm will be maintained and encouraged as new land development occurs, especially in and around our historic downtown.
- 3.9 The Town of Madison will create a strong sense of community with each new piece of the “land development puzzle.” Each new neighborhood will fit into our Town’s overall vision, adding value, and maintaining & enhancing our quality of life.
- 3.10 The Town of Madison will use its traditional land use patterns as the model for new “traditional” neighborhoods and activity centers, requiring the inclusion of parks, sidewalks and trails to connect with surrounding neighborhoods, schools, parks & activity centers. Our downtown will be maintained, cherished, and held up as historically significant to our community’s heritage.

- 3.11 The Town of Madison will carefully consider the appearance and design of new buildings and site development, to insure a good fit, and to maintain and improve the appearance of our community.
- 3.12 The Town of Madison will encourage the beautification, landscaping, and redesign of existing streetscapes, and the establishment of design guidelines to encourage creation of human-scale spaces along new and existing streetscapes.
- 3.13 The Town of Madison will encourage and support efforts to protect and improve the appearance and function of entrance road corridors, through the use of corridor studies, design guidelines, development standards, landscaping & beautification efforts, and overlay district regulations.
- 3.14 The Town of Madison will identify and pro-actively address existing eyesores, and support neighborhood and community efforts to enhance our community's appearance and beauty.

## PUBLIC SERVICES & INFRASTRUCTURE

**GOAL:** Provide adequate public services and infrastructure as we continue to grow.

**POLICIES:**

- 4.1 The Town of Madison will support efforts to maintain and enhance a parks, recreation & open space system that keeps pace with our growth, is an integral part of our community, and provides a variety of active and passive opportunities. New neighborhoods will add to our open space system, and all neighborhoods will be connected through a network of greenway, bike lane, and sidewalk systems to parks, schools, and other community-oriented sites.
- 4.2 The Town of Madison will provide a water treatment & delivery system and a sewage collection system that keeps pace with our growth, and is provided in the most appropriate places to support and encourage new development.
- 4.3 The Town of Madison plan and begin to develop a stormwater management system, to maintain the safe function of our roadways during rainstorms, and to protect and maintain the water quality of our creeks and rivers from storm runoff.
- 4.4 The Town of Madison will use and update the Madison/Mayodan Transportation Plan, to include priority road projects, public transit, and pedestrian access. Goals of the updated plan may include: support new land development in the most appropriate locations; decrease congestion; increase accessibility and mobility for people and goods, provide a network of interconnected streets, sidewalks, greenways, bike lanes; and discourage cul-de-sacs to promote optimal use of land and traffic flow.
- 4.5 The Town of Madison will carefully manage access along major thoroughfares and road entranceways, to protect public safety, road function, and community aesthetics.
- 4.6 The Town of Madison will support efforts to identify, preserve, and convert abandoned railroad corridors for use as trails & greenways - to be promoted, provided with signs, and maintained.
- 4.7 The Town of Madison recognizes the US 220 (I-73) Corridor as a key economic development area for our community and the County, and supports efforts to ensure new land development along this corridor will maintain roadway safety and efficiency, fit our small-town character, preserve our cherished natural, cultural, and historic resources, and enhance our quality of life.

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## □ 5.4 – Community-Building Principles

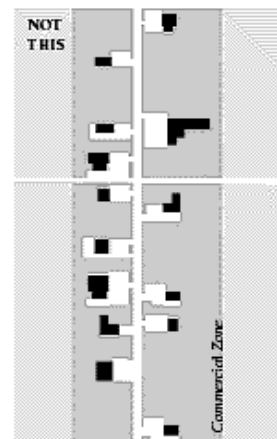
Over the last three or four decades much of the land development in communities throughout the U.S. has utilized a conventional residential development pattern of stand-alone, single-use subdivisions. If this pattern continues, most new subdivisions are likely to have only one means of ingress and egress, and little or no connection to one another. In addition, commercial strip development is likely to continue along major thoroughfares, and around key intersections. However, this land development plan provides the Town an opportunity to establish a clear vision for how the community should grow over the next ten to fifteen years. To accomplish this vision of continued growth, while maintaining the Town’s livability and enhancing its sense of community, new patterns of land development are needed. Four key principles are presented below, comparing the conventional development approach with recommended land development patterns necessary to achieve the vision. These community-building principles were used in applying the toolkit to the Proposed Land Use Map, and are recommended for consideration in making decisions about future land development proposals.

### PRINCIPLE #1 – Move from “Strip Development” toward “Activity Centers”

Strip Development: Most recent commercial and office development in Madison and surrounding jurisdictions has been in linear strips along major thoroughfares. Characteristics of strip development include:

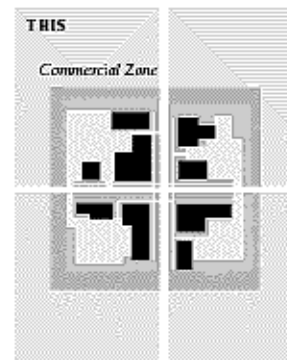
- Automobile oriented
- Dangerous for pedestrians
- Large parking lots
- Large front yard setbacks
- Single uses
- Numerous curb cuts
- Little connection between uses
- Visual clutter
- Diminished function of thoroughfares

*Diagrams courtesy of Access Management: A Guide For Roadway Corridors, Humstone & Campoli*



Activity Center: The concept of an Activity Center is based on applying the attributes of a traditional downtown to a new site that is smaller in scale. Characteristics of an Activity Center include:

- Pedestrian *and* automobile friendly
- On-street parking allowed
- Off-street parking in smaller lots
- Buildings placed closer to the road
- Mixture of uses
- Few curb cuts & limited access roads
- Interconnection between uses & shared parking
- Signs and buildings at a more human scale
- Proper function of thoroughfares



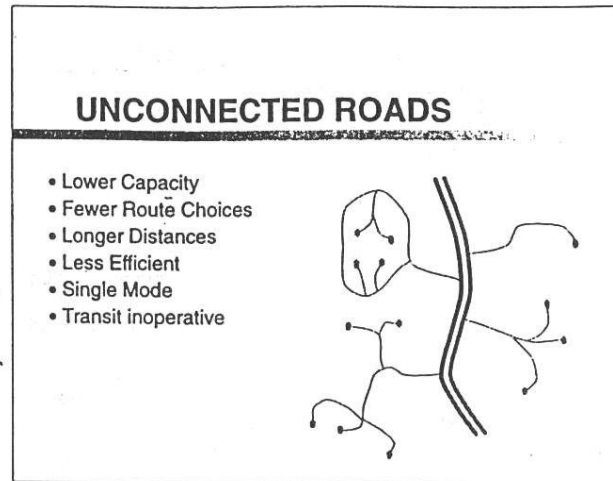
This plan identifies the approximate location of proposed Activity Centers, to provide an alternative to commercial strip development, and encourage the creation of more community focal points.

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## PRINCIPLE #2 – Move from “Unconnected Roads” toward a “Road Network”

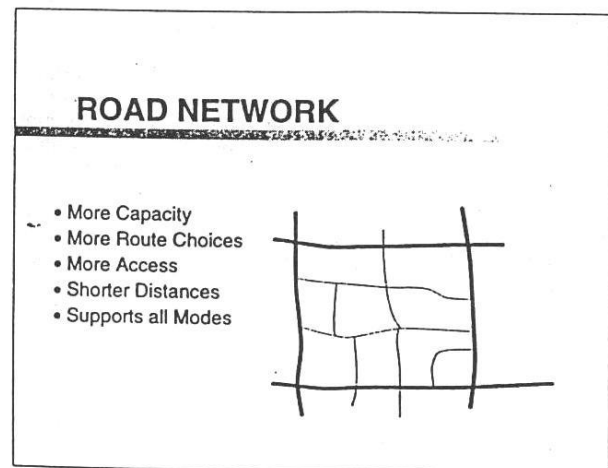
Unconnected Roads: The current proliferation of residential cul-de-sac subdivisions has resulted in a transportation system that severely limits the number of alternative travel routes. In addition to residential subdivisions, current commercial development patterns often provide little, if any connectivity among uses. The characteristics of Unconnected Roads include:

- Disconnection from other uses
- Required use of thoroughfare
- Congestion of major roads
- Fewer route choices
- Longer driving distances
- Less efficiency
- Single transportation mode



Road Network: A transportation system based on the development of a Road Network will lessen traffic congestion on many of Madison’s major thoroughfares. Increasing the number of route choices will help to disperse traffic throughout the community, and result in the following characteristics:

- Increased road capacity
- More route choices
- Greater access and mobility
- Shorter distances
- Support for alternative transportation modes



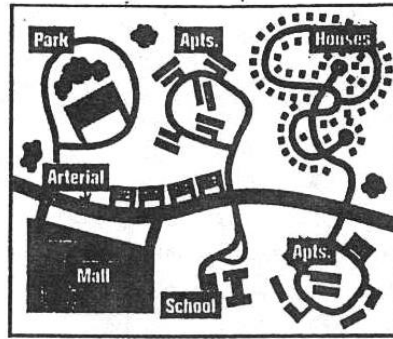
*Diagrams courtesy of the [Mocksville Policy Guide](#).*

The plan should incorporate the objective of building a Road Network whenever possible, to provide a viable alternative to the current pattern of unconnected roads. Use of this principle in residential subdivisions, commercial centers, and employment and industrial centers will provide a greater set of transportation choices and will help to reduce traffic congestion throughout the community.

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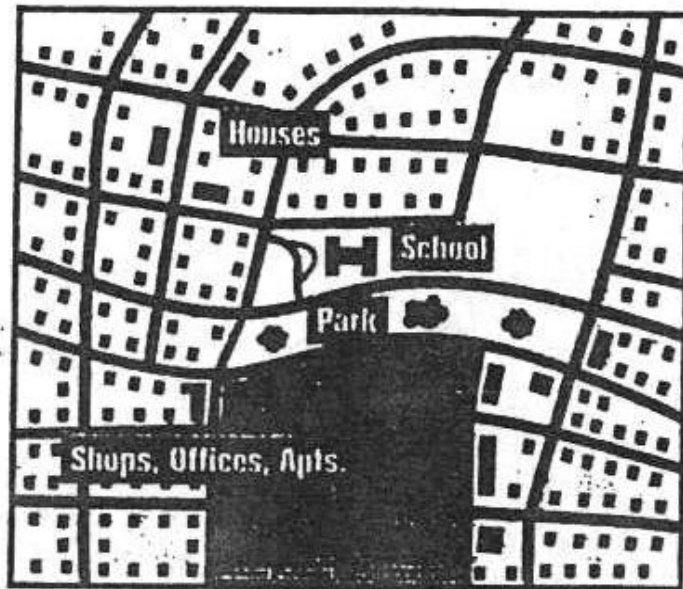
### PRINCIPLE #3 – Move from strict “Separation of Uses” toward “Mixed Use Development”

Separation of Uses: Standard zoning require most uses to be strictly another. This requirement has often lively neighborhoods characterized by second-story apartments above small and restaurants. Some noxious uses need isolated, or at least buffered, to minimize on the quality of life and property values residents. For example, construction of a apartment complex, or the development in the middle of a low-density residential inappropriate. On the other hand, a small, two-story townhouse project or a corner cafe, can be carefully designed to fit in and complement existing architectural styles, adding variety, interest, and value to its surrounding neighborhood. The current practice of separating uses has resulted in the creation of numerous “pods” of single-use developments. The diagram above highlights the current practice, showing how all traffic from each individual single-use “pod” development must use the main road to go anywhere.



ordinances typically segregated from one resulted in the loss of corner stores and neighborhood shops to be somewhat their negative impacts of neighborhood massive, five-story of heavy industrial uses neighborhood is clearly

Mixed Use: The notion of providing an appropriate mix of uses originates long before zoning regulations were institutionalized to require the separation of uses. Prior to zoning regulations, traditional neighborhoods developed during the first half of this century in towns throughout America, typically provided a broad mix of compatible uses, including shops, services, small workplaces, parks, churches,



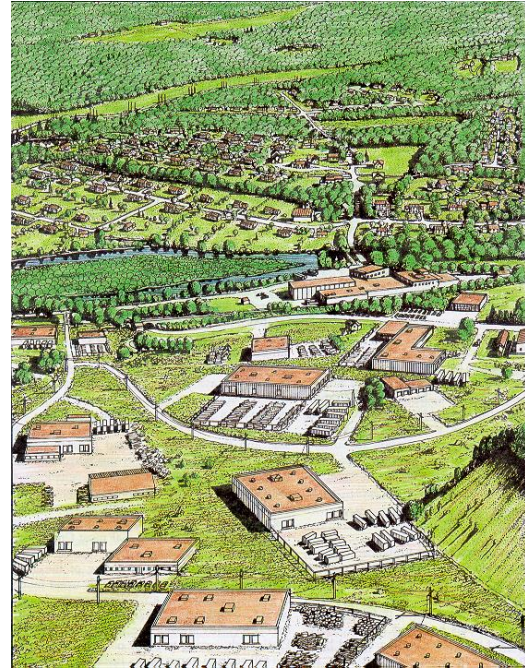
schools, as well as a variety of housing types. Some of the more historic parts of Madison provide excellent examples of single-family, multi-family, commercial, civic, and even some industrial uses fitting together well and complementing one another within the same neighborhood. Mixed use development provides for a wider variety of housing opportunities and reduces traffic congestion by providing a greater variety of transportation options. It allows residents, especially the very old and very young, to walk or bike to the store, to school, to church, to the park, or to work. The diagram (see inset) highlights how the practice of mixing compatible uses provides for greater variety, mobility and convenience.

*Diagrams courtesy of the [Mocksville Policy Guide](#).*

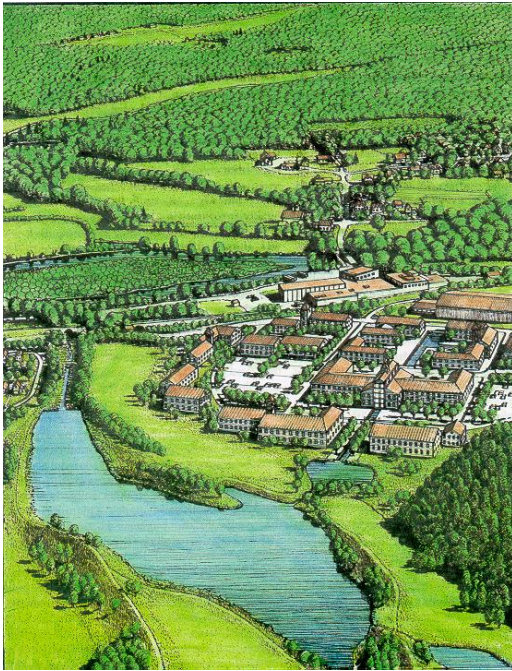
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## PRINCIPLE #4 – Move from “Conventional Development” toward “Rural Cluster Development”

Conventional Development: Conventional development seeks to maximize the number of residential lots or the amount of retail space possible on any given piece of land. This method of development pays little attention to environmental factors, neighborhood design, or open space. The goal of such development is to spread as many houses or businesses on the site as allowed under current development regulations. As a result, land unsuitable for most urban uses, due to environmental constraints, is often developed as a residential backyard, or graded for use as a parking lot. Conventional development often places a greater burden on a Town’s resources, because it does not provide any recreational space for its residents and results in overcrowding of parks and other recreational facilities. Conventional development often has little connection to the natural features of the landscape on which it is built, is aesthetically unpleasing, and results in increased runoff into creeks and streams or onto adjacent properties.



*Illustrations courtesy of Rural By Design, Randall Arendt*



Cluster Development: The primary purpose of cluster development is to encourage a certain portion of open space to be set aside within each development, as part of the development review and approval process. Designated open space areas within each new development is preserved in perpetuity, for the use and enjoyment of residents as a recreation amenity, and to provide permanent protection of the community’s most significant historic, cultural, or environmental resources. Developers that choose to use cluster develop principles are allowed to build the same number of units as allowed under conventional development practices. However, cluster development can significantly reduce development costs of providing roads, water, and sewer services, by allowing the clustering of uses on smaller lots. By encouraging cluster development, the Town can increase the recreational opportunities for its residents, decrease the amount of infrastructure that needs to be maintained, and increase the attractiveness of the overall community.



## □ 5.5 –Land Use Recommendations

### PROPOSED LAND USE CLASSIFICATIONS

This section provides a detailed proposed land use map to assist the community in making site-specific land development decisions. The table below provides a “toolkit” of proposed land use classifications with a description and statement of intent for each category. More detailed descriptions and illustrations follow, to further define the character and intent of each designation. See *Appendix A – Proposed Land Use Designations & Correlating Zoning Districts* for preliminary correlating zoning districts for the toolkit.

<b>Land Use Toolkit</b>		
<b>Land Use Category</b>	<b>Description</b>	<b>Intent</b>
<b>Neighborhood Center</b>	Small- to medium-scale, pedestrian-oriented, mixed-use activity center, serving multiple neighborhoods at key intersections	To create pedestrian-friendly, community focal points containing a mixture of commercial, office, institutional, entertainment, open space, and residential uses, with ample sidewalks, street trees, on-street parking, public amenities & open space. The goal is to allow for growth while maintaining and enhancing the quality of life, and building a greater sense of community.
<b>Town Center</b>	Large-scale, mixed-use activity center, serving the entire community – focused on downtown and surrounding neighborhoods.	To accommodate existing, and encourage a new mixture of commercial, office, institutional & some light-industrial uses serving shopping and service needs of the community.
<b>Commercial Center</b>	An existing or proposed mix of commercial uses and services with a majority of shoppers or clients visiting for short periods of time.	To accommodate existing, and encourage a new mixture of office and light-industrial uses with some commercial, service & open space uses into the fabric of the community, and provide new job opportunities.
<b>Employment Center</b>	An existing or proposed mix of office and light-industrial uses with some commercial & service uses, and a majority of employees working on site throughout the day.	To accommodate existing, and encourage a new mixture of light- and heavy-industrial uses with some office, commercial, service & open space uses into the fabric of the community, and to provide new job opportunities.
<b>Industrial</b>	An existing or proposed mix of light- and heavy-industrial uses with some office, commercial & service uses and a majority of employees working on site throughout the day.	To accommodate existing mixed-use neighborhoods and appropriate new infill development, and to encourage new traditional neighborhood development in areas with existing water and sewer services, and in new development areas where water & sewer services may be extended if an appropriate mix and density of uses is provided.
<b>Traditional Neighborhood</b>	Medium- to high-density single- & multi-family residential uses, with some existing non-residential uses accommodated, and a mix of new commercial, office & institutional uses within Activity Centers to provide services and employment to surrounding neighborhoods.	To accommodate existing & limit new low- to medium-density single-family residential uses, and to encourage cluster development in areas with no major water or sewer services provided or planned in the near future.
<b>Suburban Neighborhood</b>	Low- to medium-density, single-family residential uses, with some existing non-residential uses accommodated.	To incorporate parks, greenways and open space into the entire community fabric as the Town grows.
<b>Parks, Greenways &amp; Open Space</b>	Parks greenways, and open space for active or passive recreation, and resource preservation.	To encourage development of pedestrian-friendly, mixed-use neighborhoods with a strong sense of community and opportunities to live, work, and shop in the same area.
<b>New Tradition Neighborhood Development Overlay (New TND)</b>	Appropriate sites for new mixed-use TNDs containing a wide variety of complementary residential, commercial and civic uses & public amenities, within easy walking distance.	To accommodate existing mobile home parks, and a few new manufactured home neighborhoods.
<b>Manufactured Home Overlay</b>	Area designated for manufactured homes.	To encourage the preservation of stream & creek corridors in a natural state by requiring a higher level of scrutiny and detailed site analysis in environmental constraint areas, and minimum buffers & setbacks in the 100-year floodplain.
<b>Conservation Corridor Overlay</b>	Riparian buffer areas along streams & creeks containing multiple environmental constraints, including the 100-year floodplain, steep slopes, and hydric & rocky soils.	To protect and enhance the function and aesthetic character of existing and proposed major transportation corridors, community entranceways, and key intersections.
<b>Scenic Corridor Overlay</b>	Major transportation corridors, community entranceways and key interchanges or intersections needing functional and/or aesthetic protection or enhancement.	To protect and enhance designated historic districts.
<b>Historic Overlay</b>	Designated historic districts needing protection or enhancement.	To protect water quality within the Town’s drinking water supply.
<b>Watershed Overlay</b>	Areas designated as being within the Dan River Watershed Overlay District.	

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## LAND USE TOOLKIT: DETAILED DESCRIPTIONS & ILLUSTRATIONS

**NEIGHBORHOOD CENTER:** As a public focal point serving one or two neighborhoods, Neighborhood Centers provide a mix of commercial, office, institutional, residential, and open space uses with complementary building types and public spaces at a small, neighborhood scale. Development should be designed to complement surrounding neighborhoods, while offering a few convenient shops and offices serving nearby residents. Neighborhood Centers should ideally encompass one or two quadrants along main roads or at key road intersections. The goal of the Neighborhood Center is to offer local residents an opportunity to shop for everyday items &/or work close to home. Development should be designed to include one, or preferably two-story structures that are close to the street, built at the pedestrian scale, and provided with auto and pedestrian connections to surrounding neighborhoods.



*Photo courtesy of Madison photos courtesy of PTCOG.*



*Southern Village.*



**TOWN CENTER:** The Town Center designation incorporates a mix of commercial, industrial, office, institutional, residential, and public open space uses. Design standards for revitalization and new development efforts in the Town Center will help encourage a pedestrian-oriented mix of predominantly two- and three-story buildings located close to the street and containing an attractive mix of first-story storefronts, and second- and third-story office and residential uses. Ample sidewalks and street trees, and a blend of on-street and side or rear parking lots, coupled with complementary building types and public landmarks and spaces creates a unique and vibrant atmosphere setting the Town Center apart from other districts as the historic core of community life in Madison.



*Photos  
Madison*



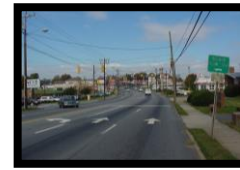
*courtesy of  
and*



*the Town of  
PTCOG.*



**COMMERCIAL CENTER:** To meet the short-term shopping and of visitors by accommodating existing commercial, office, and and new non-residential development outside of designated Centers. Most existing non-residential uses are located along major key intersections. This type of “strip development” is generally towards cars and is characterized by numerous curb cuts and signs, and large amounts of parking in front of stores.



service needs retail uses, Activity roads and at oriented

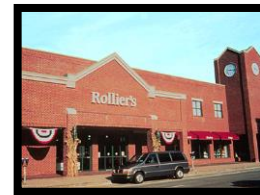


The primary intent of this designation is to minimize the expansion of commercial strip development, by encouraging new retail uses to locate within mixed-use Activity Centers, Commercial Centers, or Employment Centers. Efforts should be made to reduce the number of curb cuts, move parking to the rear or sides of structures, add sidewalks, street trees, and planted medians, and to encourage more interconnectivity among uses.

*Madison photos courtesy of PTCOG*



This designation also accommodates some new “big box” retail strongly encourages such development to include a greater mix of be designed at a more pedestrian-friendly scale. Large amounts of blank walls and giant parking lots should be discouraged in favor storefronts incorporating local or regional architectural styles in a “Main Street” type of setting. Generous sidewalks, on-street parking, and connectivity to adjacent land uses should be encouraged for both pedestrian and automobile traffic.



uses, but uses, and to continuous of multiple “Main Street” type of setting.



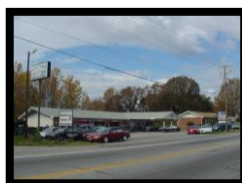
*Photos and the Penn*



*courtesy of State University*



*Peter Lagerway BLUPRINTS CD*



**EMPLOYMENT CENTER:** With a majority of working on site throughout the day, the intent of this to accommodate large-scale existing employment and uses, and to provide for new office and/or business parks, campuses, and a variety of industrial, commercial, and open space uses. Generally located along major and railroad corridors and at key intersections, Centers provide easy access to large numbers of employees in a well-designed, campus-like setting.



employees designation is light-industrial research institutional, thoroughfares Employment



Amenities for workers may include convenient pedestrian access to shops, restaurants, daycare centers and other services, walking trails, picnic areas, and open space. Special attention should be placed on site, landscape, and building design, by incorporating natural features, protecting environmentally sensitive areas, providing interconnectivity among uses, and providing adequate transitional uses, buffers, and screening to mitigate significant

impacts on adjacent and surrounding uses.

*Photos courtesy of PTCOG.*



**INDUSTRIAL:** This designation accommodates existing large-scale employment and heavy-industrial uses, and provides for limited development of new heavy-industrial uses outside of Employment Centers. Industrial sites include manufacturing and processing of goods, and

generally require larger tracts of land with access to major transportation corridors. Special attention should be given to providing adequate buffers, screening, and setbacks between industrial and non-industrial uses. Whenever possible, appropriate transitional uses should be provided to surround and soften the impact of industrial uses.

*Photos courtesy of PTCOG.*



**TRADITIONAL NEIGHBORHOOD:** Areas designated to accommodate existing residential neighborhoods and appropriate in-fill development, and to encourage the development of new, medium- to high-density mixed-use neighborhoods where water and sewer services are provided, or in new development areas where water & sewer services may be extended if an appropriate mix and density of uses is provided. Traditional Neighborhoods provide a pedestrian-friendly environment with convenient access to surrounding neighborhoods, parks, schools, walking trails, Neighborhood Centers, and downtown Madison. Areas closest to the Town Center and designated Neighborhood Centers should accommodate a mixture of higher density single- and multi-family residential uses within walking distance of commercial areas and major thoroughfares.



*Conventional large-lot subdivision, with wide streets, large design includes narrow building set-backs, and backs, and abundant*



*Traditional Neighborhood streets, smaller no sidewalks or street trees. building lots & set-sidewalks & street trees.*

Traditional neighborhood design elements include smaller lots, building placement close to the street, narrower streets, alleys, interconnectivity among neighborhoods, abundant sidewalks and street trees, neighborhood parks to service the needs of local residents, and a mixture of uses and housing types.



*Photos courtesy BLUPRINTS*



*Penn State and PTCOG.*



*University*



**SUBURBAN NEIGHBORHOOD:** Accommodates existing suburban subdivisions and some new low-to medium-density, single-family residential neighborhoods in areas not likely to be provided with water and sewer services over the next ten years. New suburban neighborhoods are encouraged to provide walking trails, sidewalks, and paved streets connecting existing and future adjacent neighborhoods. Cluster development is strongly encouraged to accommodate allowable densities, while using less land and preserving more farmland and open space. For example, if existing regulations allow a conventional development to subdivide a ten-acre tract into 10 one-acre lots, new suburban neighborhoods might allow those same ten homes to be placed on half-acre lots. The remaining 5 acres would be permanently preserved as open space. Development costs for roads and other amenities would be decreased, while new residents and the community as a whole would benefit from additional open space preservation.



*A Typical Landscape*



*Existing*



*Rural*



*Conventional Large-Lot Subdivision*

*Cluster (Open Space) Development*

**Both examples (above) have the same number of housing units, but very different visual effects on the landscape.**

*Plans and Illustrations courtesy of BLUPRINTS – Penn State University.*

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## PARKS, SQUARES, GREENWAYS, AND OPENSOURCE:

**Parks:** Areas designated for passive or active recreational activities. Parks should generally be located in close proximity to residential areas. Smaller parks may be part of a new neighborhood while larger Town-wide parks should be strategically placed to serve the entire community or to preserve specific natural areas. The design of parks should include multiple access points and transportation options.



*Photos  
courtesy of  
PTCOG*

**Squares:** Generally placed in a central location within a neighborhood or designated activity center, to serve as a community gathering place and focal point. Squares may be large or small, formal or informal in character, based on their surroundings and intended uses. They may include a civic landmark such as an amphitheater, gazebo or clock tower, and may provide passive or active recreation opportunities.



*Photos courtesy of PTCOG and  
TND Homes.com*

**Greenways:** Areas designated to provide public access along waterways and scenic corridors of the Town. Greenway corridors provide recreational opportunities, promote preservation of natural resources, and serve as a water quality buffer to reduce urban runoff into creeks and streams. Some portions of the designated greenway system will utilize the Town's streets and sidewalks and utility easements, to provide connections among neighborhoods, activity centers, parks, schools, and natural areas.



*Photos courtesy of Southern Village and*

*PTCOG.*





**Open Space:** Areas containing significant environmental, geologic, historic, cultural, or scenic resources to be designated for permanent protection from further development. The intent of designating open space areas is to preserve important community resource areas in their natural or existing state as much as possible, while allowing for recreational opportunities when appropriate.

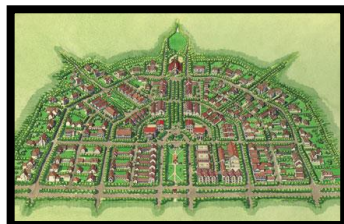


**TRADITIONAL NEIGHBORHOOD DEVELOPMENT OVERLAY:** Areas designated for new development offering a mixture of commercial, office, and



of early town development, before uses were strictly separated into individual parts or zones of the Town. Residents of new TNDs are provided the opportunity to live, work, and shop all within the same area. The key purpose of this type of mixed-use development is creation of a greater sense of community. TNDs accommodate automobiles, but place special emphasis on pedestrian- and transit-friendly design, providing a wide variety of complementary uses within easy walking distance. TNDs create a “town within a town”, by providing a mixture of uses and amenities including ample sidewalks, parks, walking trails, public squares, daycare centers, schools, churches, homes and businesses.

*Illustration courtesy of Southern Village.*



The older neighborhoods surrounding Madison’s downtown are examples of existing traditional neighborhoods, and serve as an excellent model for new TNDs. These neighborhoods incorporate a wide range of uses within easy walking distance, including commercial and industrial uses, shops and other services, schools, churches, day care centers, and parks. Much of the original character and function of these traditional neighborhoods remain intact, providing a good land development model

for new neighborhoods and activity centers in our community.

*Illustration courtesy of DPZ.*



*Photos courtesy of PTCOG.*



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**MANUFACTURED HOME OVERLAY:** Areas designated to accommodate existing mobile home parks, and a few new manufactured home neighborhoods where appropriate.



*Photos courtesy of*



*PTCOG.*

**CONSERVATION CORRIDOR OVERLAY:** Areas designated for the preservation of stream and creek corridors in a natural state. Most land uses, other than low-intensity open space uses, should be encouraged to locate outside of these riparian buffer zones and floodplain areas.



*Photos courtesy of PTCOG.*



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**SCENIC CORRIDOR OVERLAY:** Major transportation corridors, community entranceways and key interchanges and intersections needing functional and/or aesthetic protections or enhancement.



*Photos*



*courtesy of*



*PTCOG.*

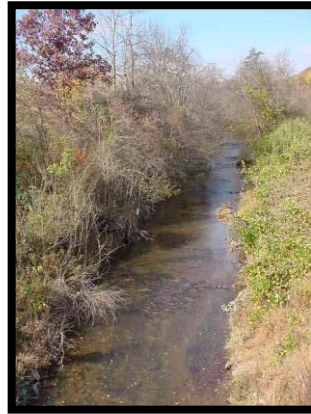
**HISTORIC OVERLAY:** Designated historic areas and resources needing protection or enhancement.



*Photos courtesy of PTCOG.*

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**WATERSHED OVERLAY:** Designated water supply watershed protection areas and critical areas, regulated to protect the Town's drinking water supply from non-point source pollution.



*Photos courtesy of*



*PTCOG.*

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## COMMUNITY-BUILDING GOALS

The land development planning process provides Madison an opportunity to determine the kind of community it wants to become over the next ten to fifteen years. Growth can be encouraged and promoted in the most appropriate places. Our Town can grow with a strong sense of community, as individual subdivisions become more inter-connected, open space and greenways become an integral part of each new subdivision, and well-designed, mixed-use neighborhoods are developed around downtown and other designated Neighborhood Centers. To accomplish this vision, the following goals were used to apply the “toolkit” of proposed land use classifications to the proposed land use map:

1. Encourage mixed-use development in the Town Center, and designated Neighborhood Centers, to:
  - discourage the proliferation of hap-hazard, commercial strip development
  - accommodate existing commercial uses as necessary
  - create pedestrian-friendly, community focal points within designated neighborhoods
2. Designate Neighborhood Centers at appropriate locations along major roads or at key intersections to encourage development of small- to medium-scale commercial, office, and institutional uses that are convenient to and compatible with surrounding residential neighborhoods, and that serve as community focal points.
3. Designate Commercial Centers along major thoroughfares and/or at key intersections to:
  - accommodate existing commercial uses
  - limit new commercial uses outside of designated Activity Centers and Employment Centers
  - encourage the development of new, and redesign of existing commercial uses to be more visually pleasing and pedestrian-friendly.
4. Designate Employment Centers at appropriate locations along major roads and at key intersections with access to urban services & infrastructure, to:
  - accommodate existing non-residential uses as necessary
  - limit new non-residential uses outside of designated Commercial, Activity & Employment Centers
  - diversify the local economy, add tax base, and provide jobs
  - encourage the development of office parks, research facilities, corporate headquarters, and light-industrial uses in visually pleasing and pedestrian-friendly settings.
5. Designate Industrial uses in appropriate locations with access to services & infrastructure, to:
  - accommodate existing heavy-industrial uses
  - limit new industrial uses outside of designated Employment Centers and Industrial Areas
  - diversify the local economy, add tax base, and provide jobs
  - encourage the development of new and redesign of existing industrial uses to be more visually pleasing and pedestrian-friendly.
6. Encourage medium- to high-density Traditional Neighborhood uses in and around the Town Center and Neighborhood Centers, and within or surrounding areas designated Employment Centers.
7. Encourage the development of new mixed use neighborhoods within areas designated New (Neo) Traditional Neighborhood Development (TND Overlay).
8. Designate Suburban Neighborhood uses in predominately rural areas unlikely to receive water or sewer services over the next 10 to 15 years, to accommodate existing and some new low- to medium-density single-family residential uses, and to help preserve the rural character and resources by encouraging cluster development.
9. Designate potential Park sites in convenient locations or sensitive areas, to serve recreational needs and to preserve natural, cultural, or historic resources.
10. Designate Conservation Corridors along appropriate streams & utility easements, and encourage dedication of Open Space and Greenway easements as part of the land development process.
11. Designate Scenic Transportation Corridors to protect and/or enhance the function and aesthetics of major entrance roads and intersections.
12. Designate Historic Districts protect or enhance the Town’s historic resources.
13. Designate Water Supply Watershed Areas, to protect the quality of the Town’s drinking water supply.

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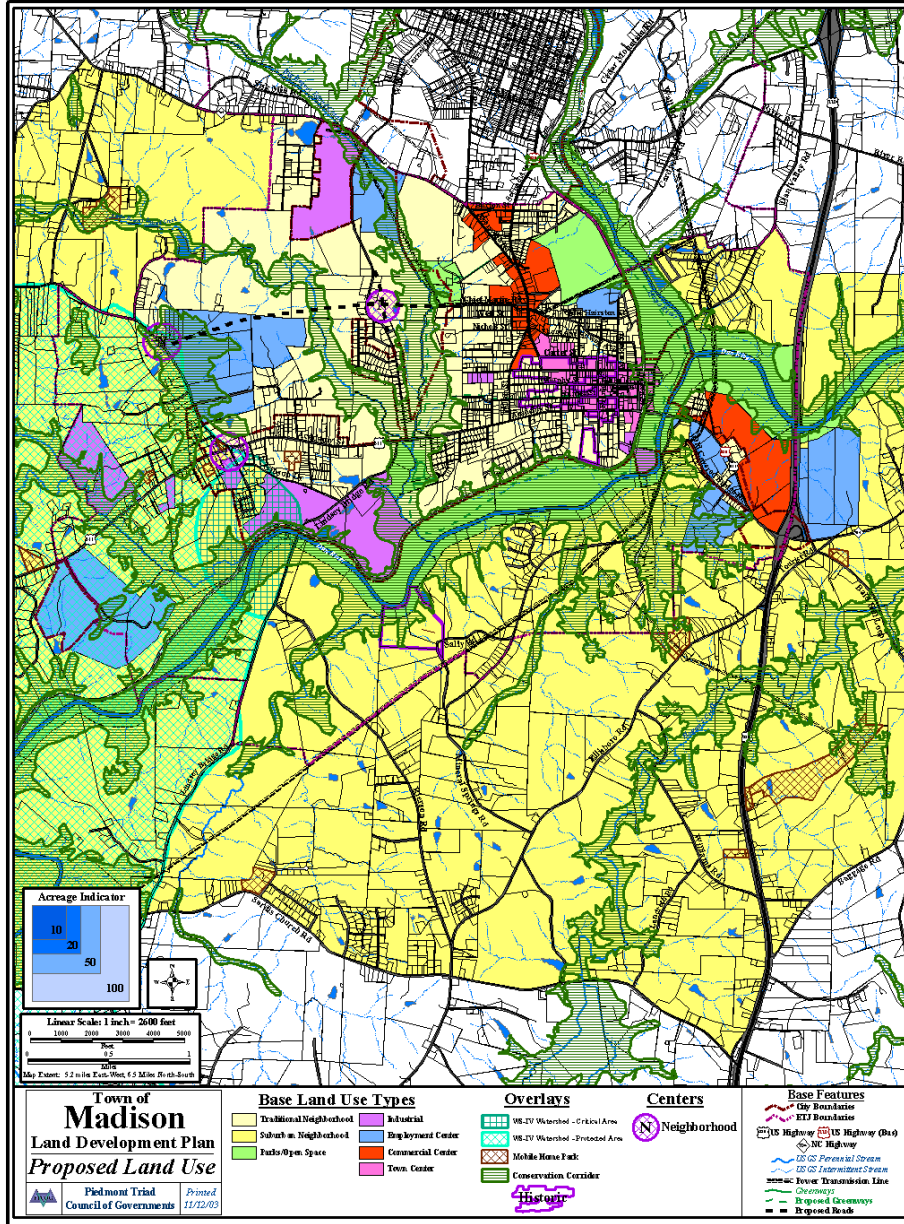
## CRITERIA FOR APPLYING THE LAND USE TOOLKIT

In conjunction with the goals presented above, the following criteria were used to make decisions about applying the land use toolkit to a detailed land use map:

1. Compatibility with existing on-site land uses, and/or existing zoning designations.
2. Compatibility with existing adjacent or surrounding land uses, and/or existing zoning designations.
3. Consistency with the *Growth Strategy* designations:
  - Primary Growth Areas
  - Economic Development Areas
  - Secondary Growth Areas
  - Future Growth Areas
  - Rural Conservation Areas
  - Conservation Corridors
4. Access to existing and/or potential water and sewer services.
5. Access to existing and/or proposed main thoroughfare or highway.
6. Access to existing and/or proposed thoroughfare intersection or highway interchange.
7. Degree of urban development suitability due to on-site or adjacent environmental constraints:
  - High Suitability – high, flat, good soils
  - Medium Suitability – scattered areas of poor soils or steep slopes.
  - Low Suitability – concentrated areas of poor soils, steep slopes, 100-year flood zone.
8. Degree of community-building potential:
  - High Potential – uses or supports most of the community-building principles.
  - Medium Potential – uses or supports some of the community-building principles.
  - Low Potential – uses or support few or none of the community-building principles.

## THE PROPOSED LAND USE MAP

The proposed land use map (see attached MAP – *Proposed Land Uses*) provides specific land use designations to assist the community in making decisions about future land development patterns. The Proposed Land Use Map serves as a guide for the general direction and location of proposed land use types, patterns and relationships encouraged by Madison. Over time, individual land development decisions may differ slightly from the land use vision presented on this map. Proposed land use designations will also serve as the foundation for new zoning districts (see *Appendix B – Proposed Land Use Designations and Correlating Zoning Districts*).



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## □ 5.6 – Land Use Recommendations

Proposed land use recommendations were established through an iterative process, using multiple GIS data layers. The general Growth Strategy Map (see Section 4 above) identifies Strategic Growth Areas, and provides a general planning context, based on various growth factors, including existing neighborhoods, road corridors, and drainage-basin boundaries.

The Land Use Plan Advisory Committee studied existing land use and zoning patterns, and compared these existing and proposed patterns with sewer service areas and a range of environmental constraints. Existing traditional and suburban neighborhoods were identified, and areas were designated as future residential neighborhood expansion areas. Parks and other public open spaces were identified as key elements of the Town’s green infrastructure. Commercial Centers and Employment Centers were designated, to accommodate existing uses and potential expansion of these economic development areas. The Town Center was designated as the primary focal point of community activity, and includes the downtown area and portions of surrounding neighborhoods. Neighborhood Centers were designated to accommodate smaller-scale mixed-use activity centers, and to provide suggested locations for future community focus areas to serve new traditional neighborhoods. Decisions were then made concerning the designation of various overlay districts. Existing mobile home parks were accommodated through designation as a Manufactured Home Overlay District. The most appropriate places for new mixed-use neighborhoods were designated as New Traditional Neighborhood Development Overlay. To promote the protection and enhancement of key natural, cultural, and historic resources throughout the community, a variety of areas were designated as Conservation Corridor, Scenic Corridor, Historic, and Water Supply Watershed Overlay Districts.

The summary below provides a short analysis of existing conditions and emerging issues unique to each strategic growth area, a set of goals for each area, and a brief description of the recommended land use patterns, as shown on the Proposed Land Use Map (see above). Strategic growth area boundaries may be used in the future, as individual portions of the Land Use Plan need to be revised or fine-tuned.

### □ PRIMARY GROWTH AREA

#### **Existing Conditions and Emerging Issues**

The Primary Growth Area is located within existing Town limits, has prime access to existing Town infrastructure and urban services, and contains a majority of Madison’s existing urban and suburban land development. Suitable development sites within the Primary Growth Area should be given the highest level of encouragement and incentives for short-range development over the next 5 years. This area provides a variety of urban and suburban in-fill development opportunities, requiring special sensitivity to existing land uses, patterns, and building types.

A key focal point of the Primary Growth Area is Madison’s downtown business district and the residential neighborhoods surrounding downtown, which form the historic core of Madison. Based on traditional development principles commonly used prior to WWII, most of these neighborhoods are developed in a grid-like pattern, with fairly narrow streets and small lots. This older style of development is prevalent in many historic towns throughout the piedmont, and adds to the small-town character and charm of Madison. Suburban-style, auto-oriented subdivisions built after WWII typically diverge from traditional neighborhood development principles. These more modern subdivisions often have wider, more curvilinear streets, more cul-de-sacs, fewer or no sidewalks or street trees, a single entrance, and little connection to surrounding neighborhoods.



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There is a relatively small amount of vacant land within the Town's existing Town limits, and much of it is in relatively small tracts. Some of the key development opportunities in the Primary Growth Area include revitalization of the downtown business district and surrounding neighborhoods, development on scattered infill sites within existing neighborhoods, and several tracts of vacant land behind the Rockingham Square and New Market shopping centers, along the east side of Big Beaver Island Creek (west of Downtown), and south of Academy Street along Lindsey Bridge Road.

## Goals

- Preserve and revitalize the downtown business district as a vibrant, mixed-use activity center.
- Accommodate existing commercial uses along major roads, but minimize ugly strip development.
- Encourage appropriate infill development within existing traditional and suburban neighborhoods, and other partially developed areas.
- Preserve and revitalize existing residential neighborhoods.
- Accommodate existing commercial, industrial, office, and institutional uses, and provide opportunities for expansion, especially within designated activity centers, commercial centers, and employment centers.
- Encourage economic development and new traditional neighborhood development in the most appropriate areas.
- Accommodate existing multi-family residential uses, and encourage development of new higher-density residential uses, especially within walking distance of existing activity centers, commercial centers, and employment centers.

## Recommendations

- Designate Madison's downtown business district and portions of the mix-use neighborhoods west and north of downtown as a mixed-use Town Center, to accommodate and encourage a variety of commercial, office, industrial, civic, open space, and residential uses.
- Encourage efforts to preserve, invest in, and expand downtown Madison, and to create a vibrant community-wide Town Center that is pedestrian-friendly, and includes a variety of services, shops, restaurants, offices, and public spaces for residents and visitors.
- Designate a Neighborhood Centers at the intersection of Academy Street and K-Fork Road, to accommodate existing and potential future commercial and community uses serving surrounding neighborhoods.
- Designate Commercial Centers along portions of Highway Street and Ayersville Road, and along the north-east side of NC704 (between the Dan River and US220) to accommodate existing commercial uses, and allow for some limited future development outside of designated Activity Centers where appropriate.
- Designate an Employment Centers to accommodate the former Unifi Plant on Gene Hairston Street.
- Designate Industrial areas along Decatur Street, Lindsey Bridge Road, Gibson Drive, and Oak Forest Drive to accommodate existing industrial uses.
- Designate existing residential areas as Traditional Neighborhood to accommodate existing uses, and provide for appropriate infill development.
- Designate Parks and Open Space to accommodate existing and encourage the preservation of new parks and open space uses throughout the community, especially along the Dan and Mayo Rivers.
- Designate a network of Conservation Corridors along the Dan and Mayo Rivers, and various streams and creeks, to connect neighborhoods, parks, schools, and activity centers with safe, pedestrian access, to preserve wildlife habitat, and to protect water quality and floodplain functions.

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## □ ECONOMIC DEVELOPMENT AREA

### Existing Conditions and Emerging Issues

The Economic Development Overlay Area is centered on the US220 and NC704 intersection. This area includes the portion of the NC704 gateway corridor within existing Town limits, but also encourages the potential expansion of water and sewer services and economic development activities within other quadrants of this major interchange.

### Goals

- Accommodate existing and encourage the clustering of new commercial and employment uses around this key intersection.
- Discourage strip development along the US220 corridor.
- Encourage efficient use of land resources and infrastructure investments.

### Recommendations

- Designate a Commercial Center along the north-east side of NC704 (between the Dan River and US220) to accommodate existing commercial uses, and allow for some limited future development where appropriate.
- Designate Employment Centers on the south-west side of NC704 (between the Dan River and US220) and in the north-east quadrant of the US200/NC704 intersection, to encourage future economic development in the most appropriate location, with the fewest environmental constraints.

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## □ SECONDARY GROWTH AREA

### Existing Conditions and Emerging Issues

The Secondary Growth Area consists of two distinctive planning districts; the North-West Planning District and the South-East Planning District. The North-West Planning District is located north and west of the historic core of Madison and within the Town's existing extra-territorial zoning jurisdiction (ETJ). This district is bounded on the west by K-Fork Road, and on the north by NC704. The North-West Planning District is the most logical place for the extension of future gravity sewer lines (along Big and Little Beaver Island Creeks). The Land Use Plan Advisory Committee recommends the Chief Martin Street Extension (proposed in the Town's adopted Thoroughfare Plan) be extended beyond Island Drive, to connect with K-Fork Road. This proposed thoroughfare would provide a new east-west transportation route serving existing and proposed new traditional neighborhoods and proposed neighborhood and employment centers in the North-West Growth Area. The South-East Planning District is located south of the Dan River and east of the Mayo River within the Town's existing ETJ, and some proposed new ETJ area east of US220. Due to its rural character and numerous environmental constraints, and to the potential expense of providing water and sewer services to much of this district, it is not a high-priority growth area, except within the Economic Development Overlay Area located around the US220/NC704 intersection.

### Goals

- Encourage clustering of commercial and employment uses to accommodate existing uses, discourage strip development, and encourage efficient use of land resources and infrastructure investments.
- Designate existing neighborhoods in the North-West Planning District as Traditional Neighborhood.
- Encourage mixed-use traditional neighborhood development in the North-West Planning District, to accommodate a variety of housing types and land uses, and a pedestrian-friendly environment.
- Designate some small-scale activity centers at selected intersections within the North-West Planning District, to serve the commercial needs of new traditional neighborhood developments within compact activity centers and to discourage strip development along existing or new thoroughfares.
- Designate conservation corridors along streams and creeks, and some transmission line easements, to encourage the preservation of open space and potential future greenway corridors.
- Maintain the rural character of existing farmland, large rural residential lots, and suburban neighborhoods within the South-East Planning District as Suburban Neighborhood.

### Recommendations

- Designate existing residential areas and most large tracts of vacant land within the North-West Planning District as Traditional Neighborhood, to accommodate existing residential uses and to encourage appropriate development of new traditional neighborhoods.
- Designate existing residential areas and most vacant land within the South-East Planning District as Suburban Neighborhood, to accommodate existing rural uses, preserve farmland and open space, and accommodate some new lower-density rural residential uses and rural cluster developments.
- Designate Parks and Open Space to accommodate existing and encourage preservation of new parks and open space uses, especially along the Dan and Mayo Rivers and other creeks in the community.
- Designate Neighborhood Centers at the intersection of Chief Martin Street extension with Island Drive and K-Fork Road, to encourage future activity centers to serve surrounding neighborhoods.
- Designate the Island Drive Unifi Plant site as Industrial.
- Designate areas around the Island Drive/NC704 and K-Fork/proposed Chief Martin Street Extension intersections as Employment Centers to accommodate existing and proposed new employment uses.
- Designate a network of Conservation Corridors along various streams and creeks, and transmission line easements, to connect neighborhoods, parks, schools, and activity centers with safe, pedestrian access, to preserve wildlife habitat, and to protect water quality and floodplain functions.

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## □ FUTURE GROWTH AREA

### Existing Conditions and Emerging Issues

The Secondary Growth Area also consists of two distinctive planning districts; the Far-North-West Planning District and the Southern Planning District. The Far-North-West Planning District is an future extension of the North-West Planning District, but is located outside of the Town's existing ETJ. This district is bounded on the south by K-Fork Road, and on the north by NC704. The Far-North-West Planning District is the logical place for the sewer line extensions, once the North-West Planning District is developed and served. The Southern Planning District is located south and outside of the Town's existing ETJ. Neither of these planning districts are high-priority growth areas.

### Goals

- Designate conservation corridors along streams and creeks, and some transmission line easements, to encourage the preservation of open space, wildlife, recreation, and potential future greenway corridors.
- Maintain the rural character of existing farmland, large rural residential lots, and suburban neighborhoods within Future Growth Areas.

### Recommendations

- Designate existing residential areas and most vacant land within Future Growth Areas as Suburban Neighborhood, to accommodate existing rural uses, preserve farmland and open space, and accommodate some new lower-density rural residential uses and rural cluster developments.
- Designate a network of Conservation Corridors along various streams and creeks, and along roads and transmission line easements, to connect neighborhoods, parks, schools, and activity centers with safe, pedestrian access, to preserve wildlife habitat, and to protect water quality and floodplain functions.

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## □ RURAL CONSERVATION AREA

### Existing Conditions and Emerging Issues

Portions of the Rural Conservation Area are located within of the Town's existing ETJ. The entire area is located within the Town's water supply watershed drainage area. This district is bounded on the east by Lindsey Bridge Road (south of the Dan River) and on the north-east by K-Fork Road (north of the Dan River). The Town has an existing water line running along the US311 corridor. The Madison Business Park is located on the south side of Academy Street (US311), has been satellite annexed, and provided with sewer services through the use of pump stations and force sewer mains. Existing industrial uses and some new economic development uses are accommodated within this area. However, existing watershed overlay regulations limit the amount of impervious surfaces allowed in future development within this area.

### Goals

- Accommodate existing industrial uses and some future economic development within the Madison Business Park.
- Maintain the rural character of existing farmland, large rural residential lots, and suburban neighborhoods within the Rural Conservation Area.
- Designate conservation corridors along streams and creeks, and some transmission line easements, to encourage the preservation of open space, wildlife, recreation, and potential future greenway corridors.

### Recommendations

- Designate existing residential areas and most vacant land within the Rural Conservation Area as Suburban Neighborhood, to accommodate existing rural uses, preserve farmland and open space, and accommodate some new lower-density rural residential uses and rural cluster developments.
- Designate several existing industrial uses along Academy Street as Industrial.
- Designate the Madison Business Park, and logical areas adjacent to the business park but outside of conservation corridors as Employment Center.
- Designate a network of Conservation Corridors along various streams and creeks, and along roads and transmission line easements, to connect neighborhoods, parks, schools, and activity centers with safe, pedestrian access, to preserve wildlife habitat, and to protect water quality and floodplain functions.

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## □ CONSERVATION CORRIDORS

### Existing Conditions and Emerging Issues

Areas located throughout the entire study area, primarily along the Dan and Mayo River corridors, along other creeks and streams, and within areas containing floodplains, steep slopes, and/or severe soil limitations. These areas should receive a very high level of encouragement and incentives to remain in a natural state, and/or to be maintained in very low-intensity, open space, recreational, or greenway uses in perpetuity. Property owners should be required to locate new land development outside of conservation corridors.

### Goals

- Protect the public health and safety by precluding development within flood plains and other areas containing environmental limitations (steep slopes, severe soil limitations, etc.).
- Protect the water quality and flood plain functions of streams and creeks throughout the study area.
- Provide a network of safe, pedestrian-friendly, and beautiful greenways and trails that connect neighborhoods, parks, schools, and activity centers.
- Preserve wildlife habitat.
- Modify zoning and subdivision regulations to require all new land development to be clustered outside of conservation corridors.

### Recommendations

- Designate a network of Conservation Corridors along various streams and creeks, and along portions of some roads and electrical transmission line easements throughout the study area, to connect neighborhoods, parks, schools, and activity centers with safe, pedestrian access, to preserve wildlife habitat, and to protect water quality and floodplain functions.
- Modify zoning and subdivision regulations to require all new land development to be clustered outside of conservation corridors.



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## □ SECTION 6 – Plan Implementation

### □ 6.1 Recommendations for Implementing the Plan

The following actions are recommended to aid in the effective implementation of the plan:

1. Hold workshops with the Town Board of Aldermen and Planning Board to discuss how the plan can be used and implemented once adopted. These workshops can look at different aspects of the plan at different meetings.
2. Initiate a staff review and recommendation process for all land development proposals, rezoning requests, and special use permits. Staff recommendations may include analysis and discussion of how the proposed development will meet the growth strategy and land development vision, goals, policies, community-building principles, and proposed land use recommendations.
3. Encourage the Town Board of Aldermen and Planning Board to use the Land Development Plan on a regular basis, as a guideline for making decisions on rezoning requests, special use permits, and subdivision review.
4. Make necessary changes to the Town’s Zoning and Subdivision Ordinances to allow for the type of future land development desired by the community. For example, current zoning regulations do not allow for a mixture of uses as specified in the plan’s designated activity centers and new traditional neighborhood development overlay areas.

### □ 6.2 How to Use the Plan

**Use of the Growth Strategy:** The general growth strategy and map (Section 4) establishes the general location of strategic growth areas, and indicates the amount of existing land development, access to infrastructure, and development pressure, and the level of support and encouragement the Town is likely to offer to land development proposals in each growth area. The general growth strategy can be used as a first cut for evaluating how strongly proposed developments may be supported by the plan. If a proposed development does not appear to be supported by the general growth strategy, it may be returned to the developer for revisions.

**Use of the Land Use Plan:** The Land Use Plan (Section 5) is the second step in evaluating the appropriateness of development proposals. The plan provides a *Proposed Land Use Map* as a guide for the general direction and location of proposed land use types, patterns and relationships encouraged by the Town. This map is provided with the understanding that individual land development decisions may differ slightly from the land use vision presented. The plan also provides a set of land development goals and policies and a toolkit of proposed land use classifications with descriptions and illustrations of the type and character of land development most appropriate within each district. Community-building principles, goals, and criteria are provided as a guide for applying land use classifications to the proposed land use map. A detailed description of proposed land use recommendations is provided for each strategic growth area. When reviewing a land development or rezoning proposal, the developer, staff, public, Planning Board, and Board of Aldermen may first determine if the proposed type and pattern of land development is consistent with the Proposed Land Use Map. Secondly, the proposal may be evaluated to determine if it is consistent with the land development goals, policies and recommendations, and with the character of development described in the land use toolkit. Community-building principles, goals, and criteria can also be reviewed, to help clarify the overall intent of the proposed land use map and recommendations.



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## **Example Land Development Proposal Evaluation**

How the plan can be used by a developer: Developer X would like to rezone two acres along a major road to Regional Commerce Center and place a commercial development on the lot. The developer can utilize the plan to see if the development proposal meets the plan's general Growth Strategy, as well as the Land Use Plan goals, policies, principles and land use recommendations. The developer can also look at the Proposed Land Use Map, to see if commercial uses are recommended along the road corridor.

How the plan can be used by Town staff: In addition to reviewing zoning petitions, Town staff can prepare a written report for the Planning Board and recommend petitions be approved or denied. Town staff can point out the goals, policies, and land use recommendations that support the rezoning request, and those that are in conflict with the rezoning request, thereby shaping the overall staff recommendation. In addition, Town staff can use the plan to warn developers about potential conflicts before being confronted at a public meeting or hearing.

How the plan can be used by the Town of Madison Planning Board: Prior to each meeting, Planning Board members can make their own determination about the consistency of the proposed rezoning with the plan's Growth Strategy, and Land Use Plan goals, policies, and land use recommendations. Planning Board members should consider the intent of the goals, policies, and recommendations, and determine how much weight should be given to each.

How the plan can be used by the general public: Residents of Madison can and should reference specific goals, policies and recommendations, and the Growth Strategy Map and Proposed Land Use Map when speaking in favor of or in opposition to a rezoning request.

How the plan can be used by the Madison Board of Aldermen: The Madison Board of Aldermen has legislative authority concerning whether a rezoning request is consistent with the various plans and policies affecting development proposals. The Board of Aldermen can review the rezoning request with the Growth Strategy and the Land Development Plan goals, policies, recommendations, and maps in mind. As customary, the Town Board may also take into account and weigh the interpretation of policies by property owners, the Planning Board, Town staff, and the general public. Over time, a track record of interpreting land use plan goals, policies, and recommendations will form a consistent foundation for making decisions about proposed land development in Madison.

## **□ 6.3 Recommendations for Monitoring and Revising the Plan**

The planning horizon for this plan is about ten years. However, as land development and other changes occur in Madison over the next decade, it may be necessary to make periodic revisions to keep the plan up-to-date. For example, a major development, a new road, or major water and sewer line extensions could drastically change portions of the planning area. The Town should convene a yearly meeting, to review and monitor the Town's progress in using and implementing the plan, and to discuss necessary changes to the plan. Town Staff, Planning Board and Board of Aldermen members, developers, and citizens all play a vital role in using, monitoring, and revising the plan. This Land Use Plan will be a document worth using only if it is used and updated on a regular basis.

**APPENDIX A  
PROPOSED LAND USE DESIGNATIONS AND  
POTENTIAL CORRESPONDING ZONING DISTRICTS**

LAND USE CATEGORY	DESCRIPTION	INTENT	POTENTIAL CORRESPONDING PLANNING (ZONING) DISTRICT
<p><b>Neighborhood Center</b></p> <hr/> <p><b>Town Center</b></p>	<p>Small- to medium-scale, pedestrian-oriented, mixed-use activity center, serving multiple neighborhoods at key intersections</p> <hr/> <p>Large-scale, mixed-use activity center, serving the entire community – focused on downtown and surrounding neighborhoods.</p>	<p>To create pedestrian-friendly, community focal points containing a mixture of commercial, office, institutional, entertainment, open space, and residential uses, with ample sidewalks, street trees, on-street parking, public amenities &amp; open space. The goal is to allow for growth while maintaining and enhancing the quality of life, and building a greater sense of community.</p>	<p><b>Neighborhood Center</b></p> <hr/> <p><b>Town Center</b></p>
<b>Commercial Center</b>	<p>An existing or proposed mix of commercial uses and services with a majority of shoppers or clients visiting for short periods of time.</p>	<p>To accommodate existing, and encourage a new mixture of commercial, office, institutional &amp; some light-industrial uses serving shopping and service needs of the community.</p>	<b>Commercial Center</b>
<b>Employment Center</b>	<p>An existing or proposed mix of office and light-industrial uses with some commercial &amp; service uses, and a majority of employees working on site throughout the day.</p>	<p>To accommodate existing, and encourage a new mixture of office and light-industrial uses with some commercial, service &amp; open space uses into the fabric of the community, and provide new job opportunities.</p>	<b>Employment Center</b>
<b>Industrial</b>	<p>An existing or proposed mix of light- and heavy-industrial uses with some office, commercial &amp; service uses and a majority of employees working on site throughout the day.</p>	<p>To accommodate existing, and encourage a new mixture of light- and heavy-industrial uses with some office, commercial, service &amp; open space uses into the fabric of the community, and to provide new job opportunities.</p>	<b>Industrial</b>
<b>Traditional Neighborhood</b>	<p>Medium- to high-density single- &amp; multi-family residential uses, with some existing non-residential uses accommodated, and a mix of new commercial, office &amp; institutional uses within Activity Centers to provide services and employment to surrounding neighborhoods.</p>	<p>To accommodate existing mixed-use neighborhoods and appropriate new infill development, and to encourage new traditional neighborhood development in areas with existing water and sewer services, and in new development areas where water &amp; sewer services may be extended if an appropriate mix and density of uses is provided.</p>	<b>Traditional Neighborhood</b>
<b>Suburban Neighborhood</b>	<p>Low- to medium-density, single-family residential uses, with some existing non-residential uses accommodated.</p>	<p>To accommodate existing &amp; limit new low- to medium-density single-family residential uses, and to encourage cluster development in areas with no major water or sewer services provided or planned in the near future.</p>	<b>Suburban Neighborhood</b>
<b>Parks, Greenways &amp; Open Space</b>	<p>Parks greenways, and open space for active or passive recreation, and resource preservation.</p>	<p>To incorporate parks, greenways and open space into the entire community fabric as the Town grows.</p>	<b>Parks, Greenways &amp; Open Space</b>
<b>New Tradition Neighborhood Development Overlay (New TND)</b>	<p>Appropriate sites for new mixed-use TNDs containing a wide variety of complementary residential, commercial and civic uses &amp; public amenities, within easy walking distance.</p>	<p>To encourage development of pedestrian-friendly, mixed-use neighborhoods with a strong sense of community and opportunities to live, work, and shop in the same area.</p>	<b>New Tradition Neighborhood Development Overlay (New TND)</b>
<b>Manufactured Home Overlay</b>	<p>Area designated for manufactured homes.</p>	<p>To accommodate existing mobile home parks, and a few new manufactured home neighborhoods.</p>	<b>Manufactured Home Overlay</b>
<b>Conservation Corridor Overlay</b>	<p>Riparian buffer areas along streams &amp; creeks containing multiple environmental constraints, including the 100-year floodplain, steep slopes, and hydric &amp; rocky soils.</p>	<p>To encourage the preservation of stream &amp; creek corridors in a natural state by requiring a higher level of scrutiny and detailed site analysis in environmental constraint areas, and minimum buffers &amp; setbacks in the 100-year floodplain.</p>	<b>Conservation Corridor Overlay</b>
<b>Scenic Corridor Overlay</b>	<p>Major transportation corridors, community entranceways and key interchanges or intersections needing functional and/or aesthetic protection or enhancement.</p>	<p>To protect and enhance the function and aesthetic character of existing and proposed major transportation corridors, community entranceways, and key intersections.</p>	<b>Scenic Corridor Overlay</b>
<b>Historic Overlay</b>	<p>Designated historic districts needing protection or enhancement.</p>	<p>To protect and enhance designated historic districts.</p>	<b>Historic Overlay</b>
<b>Watershed Overlay</b>	<p>Areas designated as being within the Dan River Watershed Overlay District.</p>	<p>To protect water quality within the Town’s drinking water supply.</p>	<b>Watershed Overlay</b>





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