

Madison, NE
COMPREHENSIVE PLAN







JEO CONSULTING GROUP INC
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ACKNOWLEDGMENTS

CITY COUNCIL

Alvin Brandl, Mayor
Rob Fite
Robert Jurgens
Paul Kellen
Griselda Beery

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Donald Rutjens
Stan Schapman
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Dave Walahoski
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Merline Milander
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Warren Blank
John Bomar
Jim Lewis
Mark Pfeifer
Marilyn Ray
Lowell Schroeder
Rod Waterbury

PLANNING CONSULTANTS - JEO CONSULTING GROUP, INC.

Jeffrey B. Ray, AICP
Lynn Dittmer
Kevin Andersen
Tonya Carlson
Clint Sloss
Phillip Luebbert

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1 Introduction *madison*

[section 1.1]

CITY OVERVIEW

Madison, the county seat of Madison County, is situated in Northeast Nebraska at the junction of Highways 81 and 32. Located between Columbus, NE to the south and Norfolk, NE to the north, Madison residents enjoy the benefits of small-town living yet are only a short drive from the larger cities.

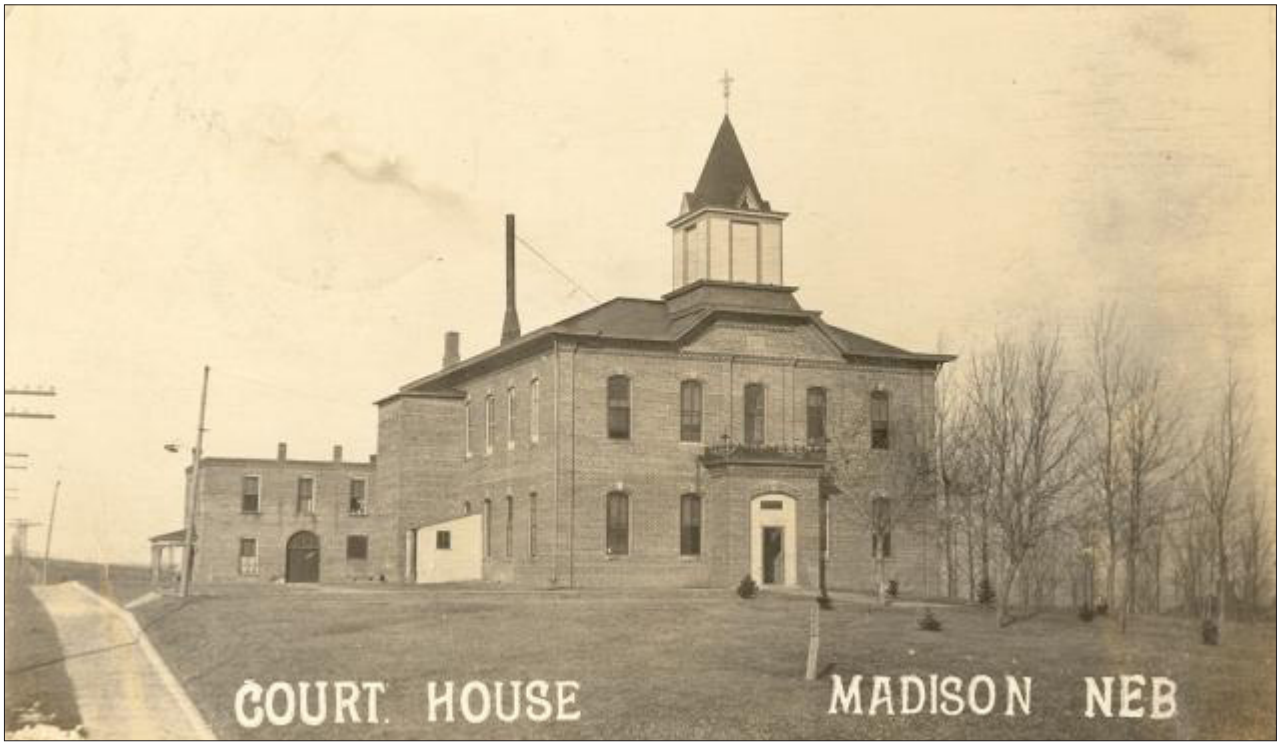
Figure 1: Location Map



Source: madison-ne.com

History

Madison grew as a direct result of the agricultural settlement of the Great Plains. The first settlers made their homes along Union Creek in 1867. By 1870 the town of Madison was platted and the first school constructed. Within a year the community had a general store, hotel, school, and saloon. A severe drop in farm prices in 1873 did not slow the development of Madison as new businesses continued to open and the town flourished. Laying the groundwork for continued growth, twelve additional blocks were platted in 1876. Madison was selected as the Madison County seat in 1875 with the first courthouse completed in 1877.



Source: courthousehistory.com

In 1879 the Omaha, Niobrara and Black Hills Railroad Company established train service through Madison. This allowed easier and faster access to larger communities like Norfolk. The train would continue to be an important factor in the early development of the community. In 1910, a new train depot was constructed in the city.

During the 1890's the Madison County Fairgrounds and horse track were developed, and a movement was started for a new city hall (completed in 1906). Between 1900 and 1919, a train depot, Carnegie library, school, and a new amphitheater for the fairgrounds were all constructed. Infrastructure improvements during this time included a telephone system, water works, light plant, and brick street pavement. A new dam was completed along Union Creek after a flood washed out the mill in 1916.

Madison experienced its first decrease in population in 1940 and would not see an upswing until 1970. Since then, Madison has seen continued growth supported by investments, infrastructure, and quality of life amenities. The economy has continued to expand with new businesses and industries, such as IBP, now known as Tyson Foods.

Madison's close proximity to Norfolk and its location along a major link in the US highway system provides opportunity for continued growth and prosperity.

[section 1.2]

GOVERNMENTAL AND JURISDICTIONAL ORGANIZATION

The Madison City Council, which is comprised of elected officials, performs the governmental functions for the city. The City Council consists of four members and the Mayor. The form of government in Madison is known as a strong Mayor concept. This concept has the Mayor as the chief elected official, and the Mayor only votes on issues when there is a tie amongst the council members.

The planning and zoning jurisdiction of Madison, pursuant to Neb. Rev. Stat. § 17-1001 (Reissue 1997), includes all of the incorporated portions of the city, including the established one-mile extraterritorial jurisdiction as allowed under Nebraska law.

[section 1.3]

THE PURPOSE OF COMPREHENSIVE PLANNING

The Madison Comprehensive Plan is a legal document that addresses the community's land use and is designed to promote orderly growth and development. This document's purpose is to "promote health, safety, morals, and the general welfare of the community". The Comprehensive Plan presents data from multiple sources, such as public input, stakeholder meetings, and the United States Census Bureau to provide policy guidelines for elected officials to make informed decisions.

A comprehensive plan acts as a tool to develop a road map, or blueprint, that guides the community through change as it occurs over time.

The Madison Comprehensive Plan aims to provide guidelines for the locations of any future development within the planning jurisdiction of the city. This update will assist in evaluating the impacts of development and encourage appropriate land utilization throughout Madison's extraterritorial jurisdiction.

The Madison Comprehensive Plan helps the city address private sector interests. Planned and orderly growth will help Madison prepare for its own management of resources. The City of Madison strives to maintain a high standard of living and quality of life when serving its residents and managing future growth and resources.

[section 1.4]

THE COMPREHENSIVE PLANNING PROCESS

The Comprehensive Plan was prepared under the direction of an appointed Comprehensive Plan Advisory Committee. This appointed committee helped guide and prioritize the recommendations of this comprehensive plan as received through public participation. Ultimately, the plan will have been reviewed and recommended for approval by the Planning and Zoning Board and adopted by the City Council.

Comprehensive planning begins with the data collection phase. The Profile Chapter depicts historical and current data that represents demographic information from the American Community Survey estimates and bicentennial Census from the United States Census Bureau. Additional data is collected from city staff, state and county agencies, stakeholder input, and field data collection. Analysis of data provides the basis for developing forecasts for future land-use demands in the city.

The second phase, Envision, of the planning process is the development and prioritization of general goals and potential projects based on the issues facing the city. These are practical guidelines for improving existing conditions and guiding future growth. The Comprehensive Plan is a vision presented with text, graphics, tables, and maps that represent the desires of the city moving forward.

The Comprehensive Plan contains recommendations that, when implemented, will be of value to the City of Madison and its residents. The Achieve Chapter contains a broad range of development policies required to implement the vision of the Comprehensive Plan. Followed by the Implementation Chapter, the last two chapters will be the blueprint designed to identify, assess, and develop actions and policies necessary to realize the community's vision.

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madison

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2 Profile *madison*

[section 2.1]

INTRODUCTION

Profile Madison is the foundation of the community's effort to achieve its physical, social and economic goals. The Profile Chapter includes data regarding Madison demographics, housing, local economy, public facilities and utilities, energy consumption, natural and environmental conditions, existing land use, and transportation infrastructure.

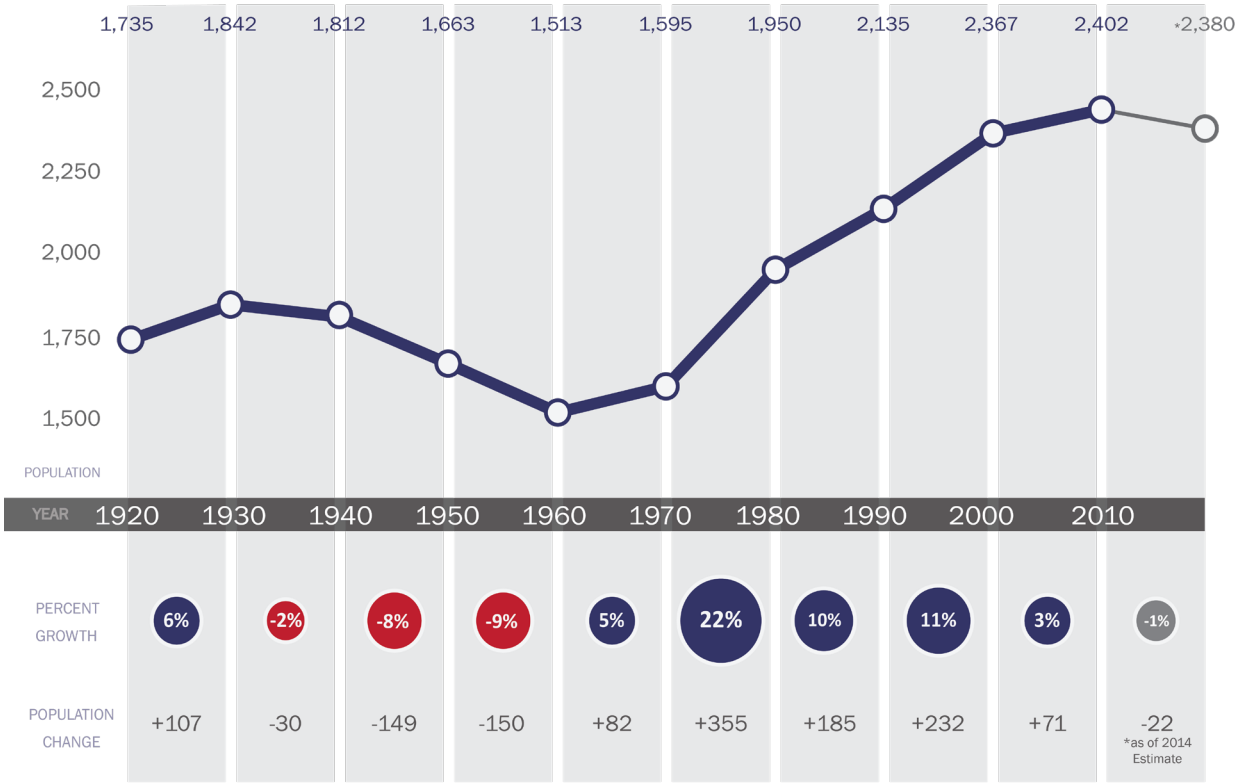


[section 2.2]

DEMOGRAPHIC PROFILE

The Demographics section examines trends that have affected Madison's growth and development. The city's population is influenced by multiple factors. These factors include its historical growth trend, population age structure, migration patterns, and racial characteristics. The current composition of a community also affects its future growth potential. Population is heavily influenced by housing and economic opportunities. Population growth is necessitated by a growing local economy and corresponding housing opportunities.

Figure 2: Madison Historic Population

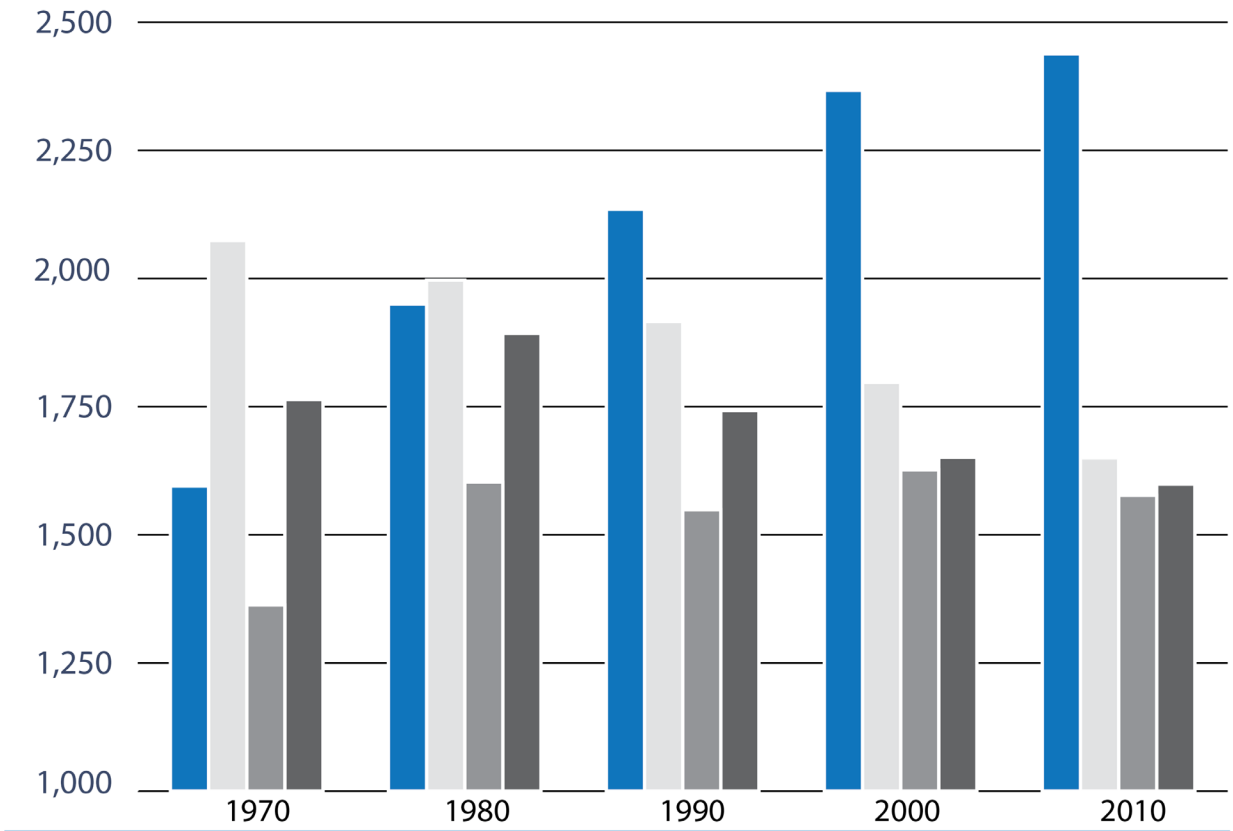


Historic Population

Analyzing population growth trends allow a community to understand the baseline for its growth. Population growth has a direct correlation with local housing and job growth. Recent growth trends are also an important influence on future growth projections discussed later in this plan.

Madison has seen steady growth over the past 50 years. Only the most recent Census estimates indicate any population loss over Census decades. These 2014 American Community Survey estimates will likely see adjustment after the 2020 Decennial Census. Local leadership indicates that the community has continued to experience growth since 2010.

Figure 3: Madison Historic Population Comparison



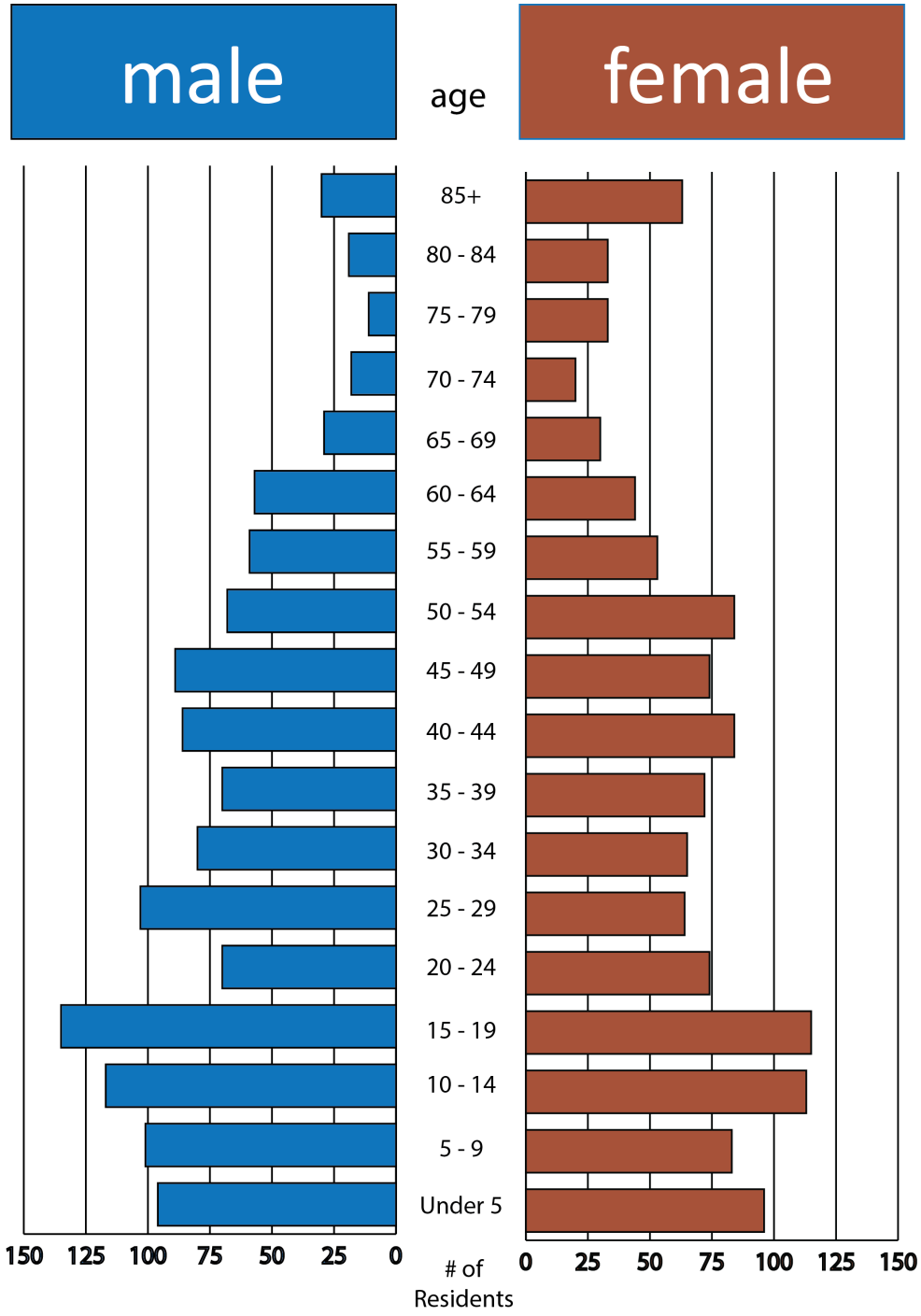
	1970	1980	1990	2000	2010
Madison	**1,595**	**1,950**	**2,135**	**2,367**	**2,438**
Albion	2,074	1,997	1,916	1,797	1,650
Stanton	1,363	1,603	1,549	1,627	1,577
Neligh	1,764	1,893	1,742	1,651	1,599

Historic Population Comparison

Demographic analysis can be more impactful when compared to peer communities. Peer communities provide a benchmark for growth and demographic makeup. The communities of Albion, Stanton, and Neligh were selected as peer communities based on their comparable size and locations in northeast Nebraska.

Largely fueled by industrial growth, including the Tyson pork plant, Madison's growth has far exceeded peer communities over the past several decades. While Madison was one of the smaller communities in the 1970's, it has steadily grown into the largest community, by a wide margin, in 2010.

Figure 4: Madison Age Cohort



Age Cohort

Madison's age cohort pyramid is a snapshot of the community's population broken out by age and gender. The pyramid allows for a detailed analysis of the age distribution of Madison residents. Specific age groups have distinct needs from and within their communities. The youngest age groups call for attention and investment in school facilities, while the oldest age groups have specialized housing, transportation, and accessibility needs. Madison's largest population segment lies in the youngest age groups, from birth to 19 years of age.

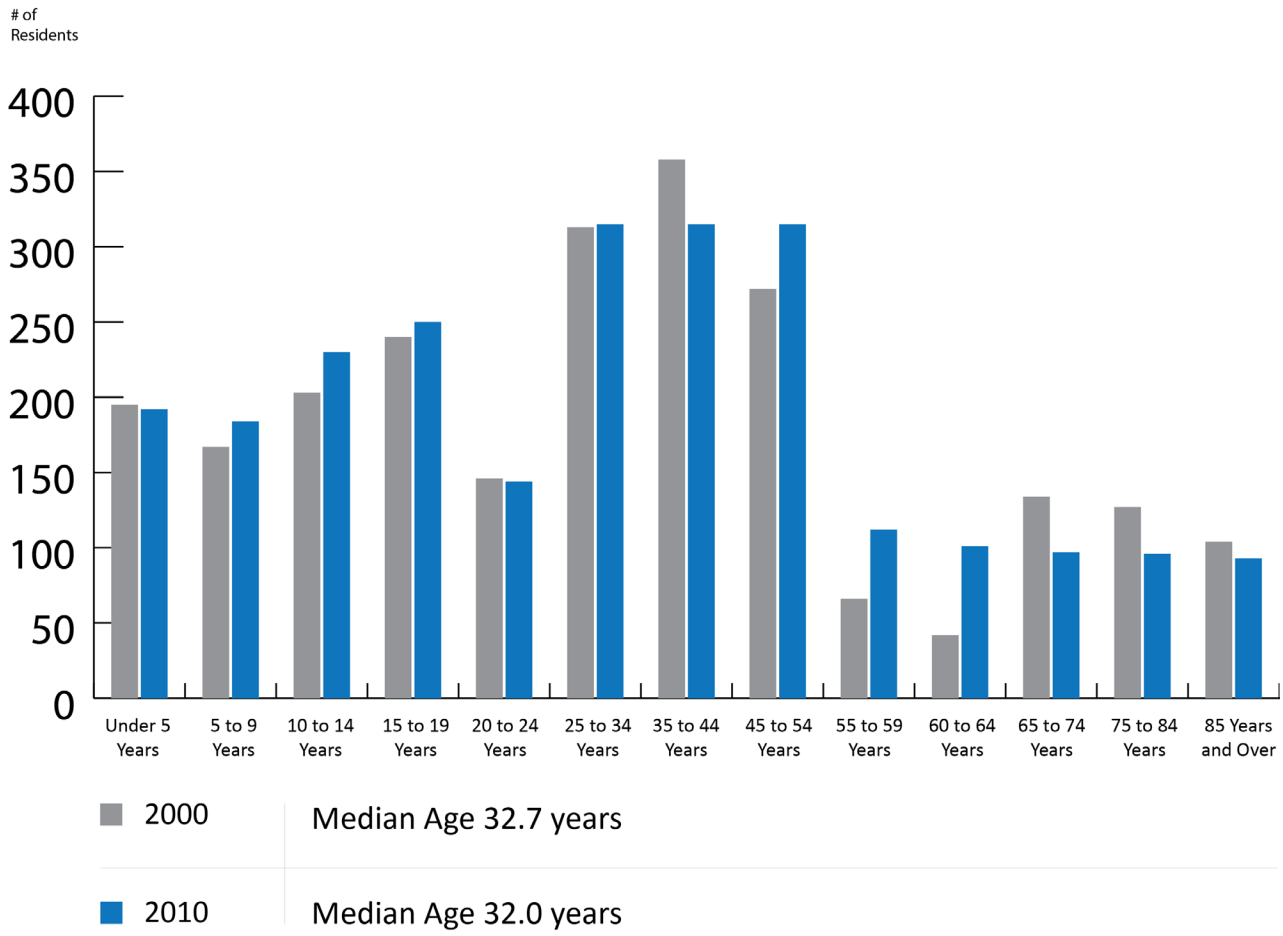
Figure 5: Population Composition Comparison

Age Cohort	Madison	Albion	Stanton	Neligh	Madison County	Nebraska
0 to 4	7.9%	6.4%	7.0%	5.7%	7.4%	7.2%
5 to 9	7.5%	5.8%	7.7%	6.0%	6.6%	7.1%
10 to 14	9.4%	5.8%	8.3%	7.1%	6.7%	6.7%
15 to 19	10.3%	5.7%	6.5%	6.1%	7.6%	7.1%
20 to 24	5.9%	3.8%	2.5%	3.4%	7.0%	7.1%
25 to 29	6.8%	5.1%	5.5%	5.4%	6.6%	7.1%
30 to 34	5.9%	4.5%	5.0%	4.1%	5.6%	6.4%
35 to 39	5.8%	4.9%	5.4%	5.3%	5.4%	6.0%
40 to 44	7.0%	5.0%	5.5%	4.3%	5.4%	6.0%
45 to 49	6.7%	6.1%	7.0%	7.3%	7.2%	7.0%
50 to 54	6.2%	8.0%	8.4%	6.9%	7.9%	7.1%
55 to 59	4.6%	6.4%	5.5%	7.2%	6.5%	6.4%
60 to 64	4.1%	4.6%	5.1%	7.2%	5.1%	5.2%
65 to 69	2.4%	5.8%	3.7%	4.7%	3.7%	3.8%
70 to 74	1.6%	4.3%	4.1%	4.9%	3.0%	3.0%
75 to 79	1.8%	5.1%	4.2%	3.6%	2.7%	2.5%
80 to 84	2.1%	6.4%	3.4%	3.8%	2.5%	2.1%
85+	3.8%	6.6%	5.2%	7.0%	2.7%	2.2%
Median Age	32.0	47.9	42.0	47.1	37.1	36.2

Population Composition

Madison's 2010 median age of 32 years is significantly less than its peers and the Nebraska median age of 36.2 in the same period. The community's large distribution of population in the youngest age groups pull the median age down. By continuing to attract and retain young residents, Madison can ensure sustainable growth over time.

Figure 6: Madison Age Cohort Trends

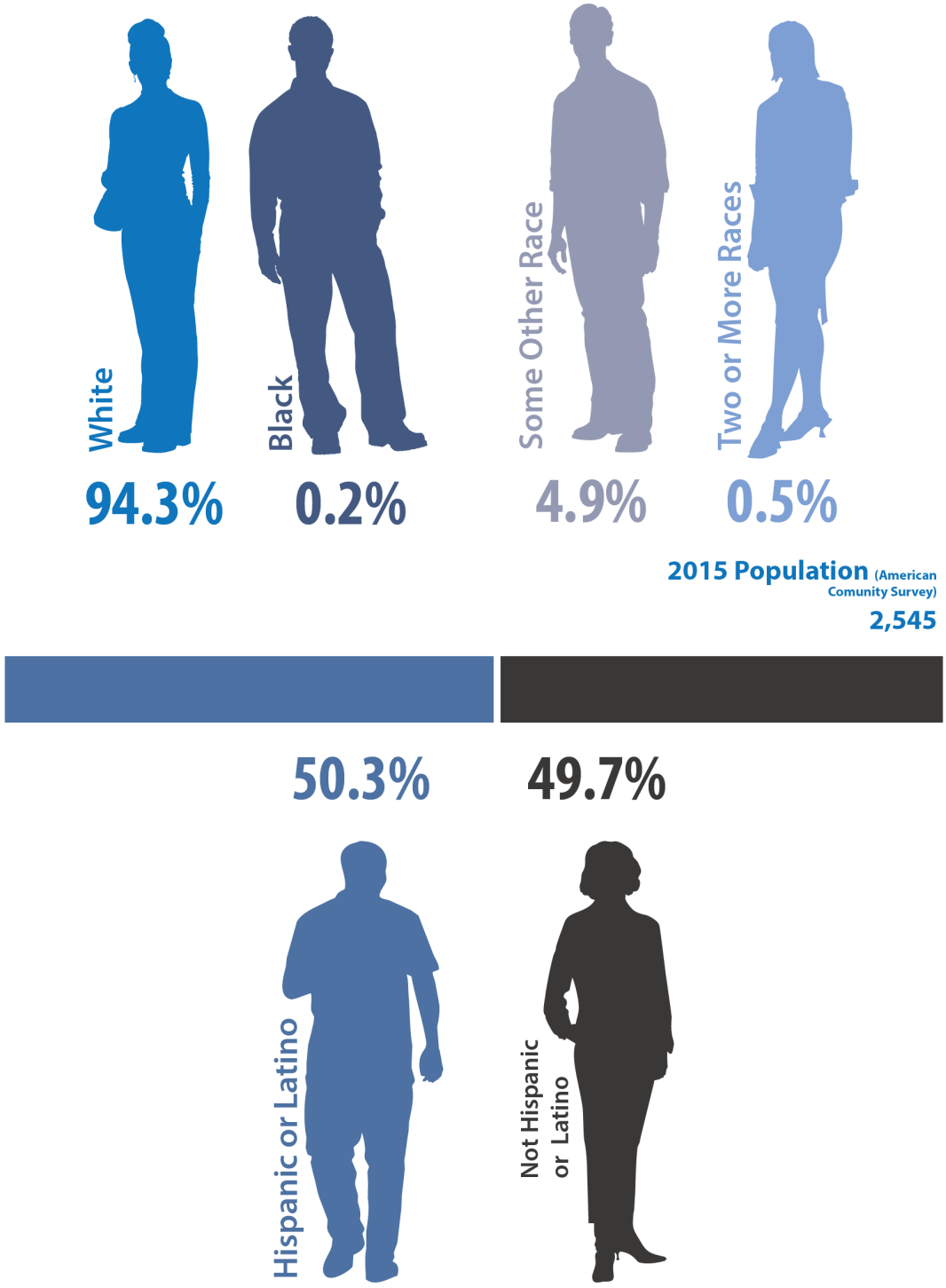


Age Cohort Trends

Figure __ shows the trends in growth and decline of specific age groups in Madison over the past two Census periods. Since 2000, Madison has experienced growth in school-aged children, from ages five to 19. However, this growth has not corresponded with growth of parent age groups, from around 30 to 44. These age groups remained consistent and even some decline. This is an indication that family sizes and persons per household are increasing in the community.



Figure 7: Madison Race and Ethnicity



Race and Ethnicity

The growth of the Tyson pork plant has driven the increase in population diversity in Madison over the past 30+ years. Figure __ depicts the distribution of Madison's population by both race and ethnicity. Reported race is an indication of genetic background while ethnicity is a function of cultural background. Residents reporting a Hispanic or Latino ethnic background now represent a community majority in Madison according to the most recent American Community Survey estimates. This diversity has driven much of Madison's overall population growth. In 2000, Madison's population was 33.9% Hispanic or Latino ethnicity. This represents and increase of nearly 500 individuals, or an increase of almost 20% by 2015.

[section 2.3]

HOUSING PROFILE

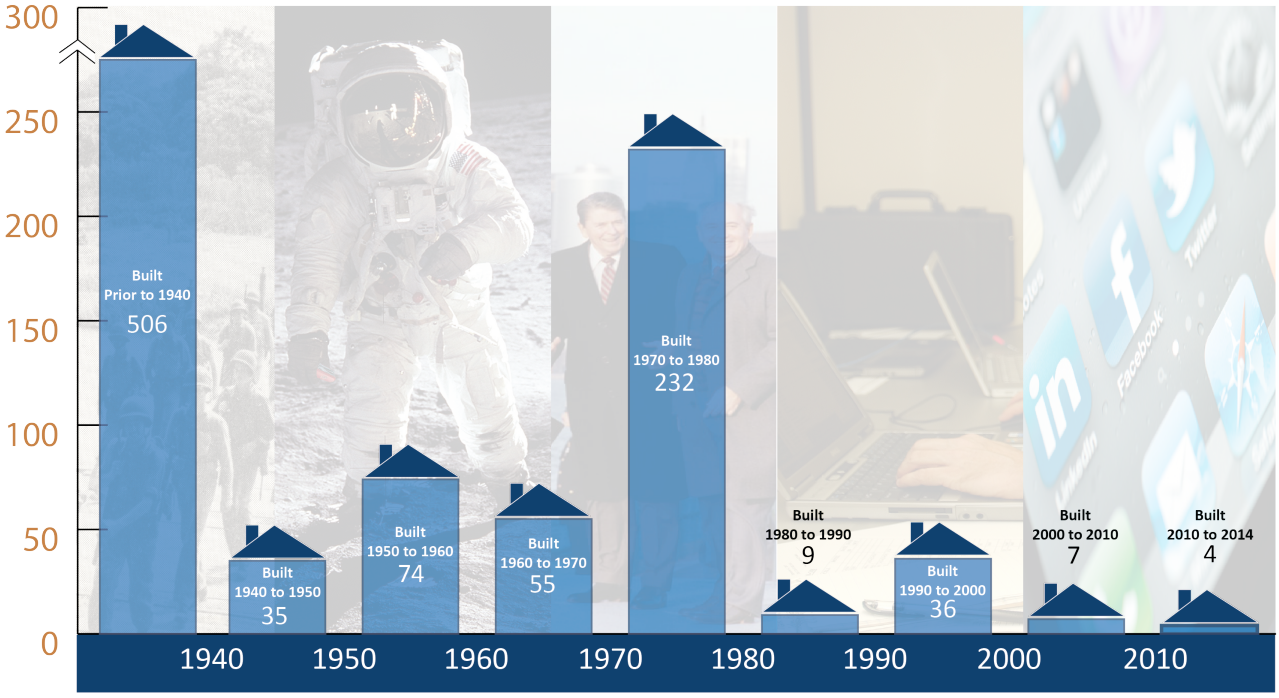
Housing is a key component to the continued growth and development within and around Madison. With a large employment base and direct connectivity to both Norfolk and Columbus, Madison's ability to grow will be predicated by its ability to support new population with adequate housing. A current snapshot of Madison's housing stock is dominated by detached single-family housing. Providing more diversity in local housing choice will enable the community to cater to a diverse set of demographics.







Figure 8: Historic Housing Development



Historic Housing Growth

Figure __ profiles the historic development of housing units in Madison city limits. When comparing this graphic to the historic population growth in Figure __, a clear indication is that housing development has not kept pace with population growth in Madison in recent decades. The result is an increase in persons per household, placing a tremendous strain on the existing housing stock. Additional housing units that reflect the styles and price points of the local market are a necessity for manageable growth in Madison.

Figure 9: Madison Housing Trends

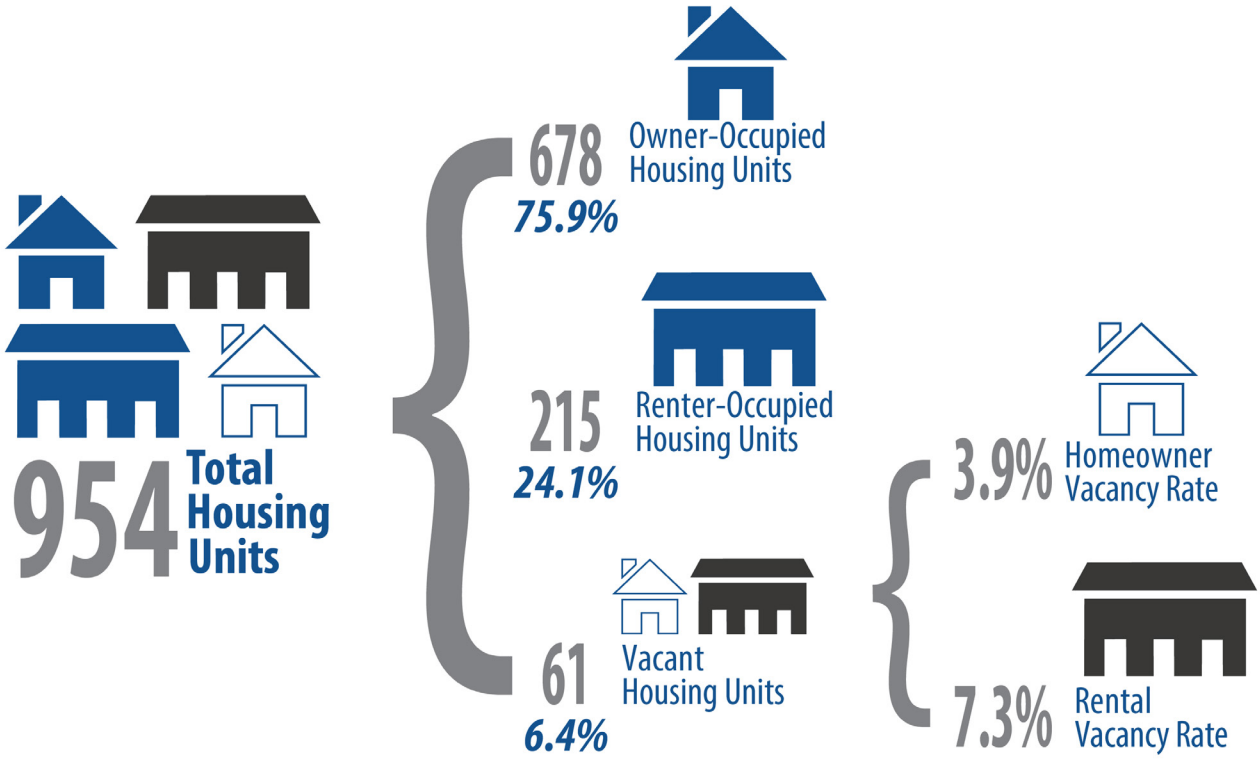
HOUSEHOLDS	1990	2000	2010
Persons in Households	2,135	2,198	2,273
Persons per Household - Owner	-----	2.94	3.02
Persons per Household - Renter	-----	2.91	2.92
Persons per Household	2.24	2.93	2.99
Family Households	-----	533	550
Family Household Percentage	-----	71.2%	72.4%
Family Average Size	-----	3.51	3.56

UNITS	1990	2000	2010
Total Housing Units	800	802	818
Occupied Housing Units	755	749	760
Owner-Occupied Units	588	577	558
Renter-Occupied Units	167	172	202
Vacant Housing Units	45	53	58
Owner-Occupied Vacancy Rate	2.2%	2.8%	1.6%
Renter-occupied Vacancy Rate	6.7%	7.0%	7.3%

Housing Trends

The recent trends in housing verify an increasing demand on the housing stock in Madison. Family and household size have both increased due to cultural shifts in Madison demographics and an increasing population base with relatively low development of new housing.

Figure 10: Madison Housing Tenure

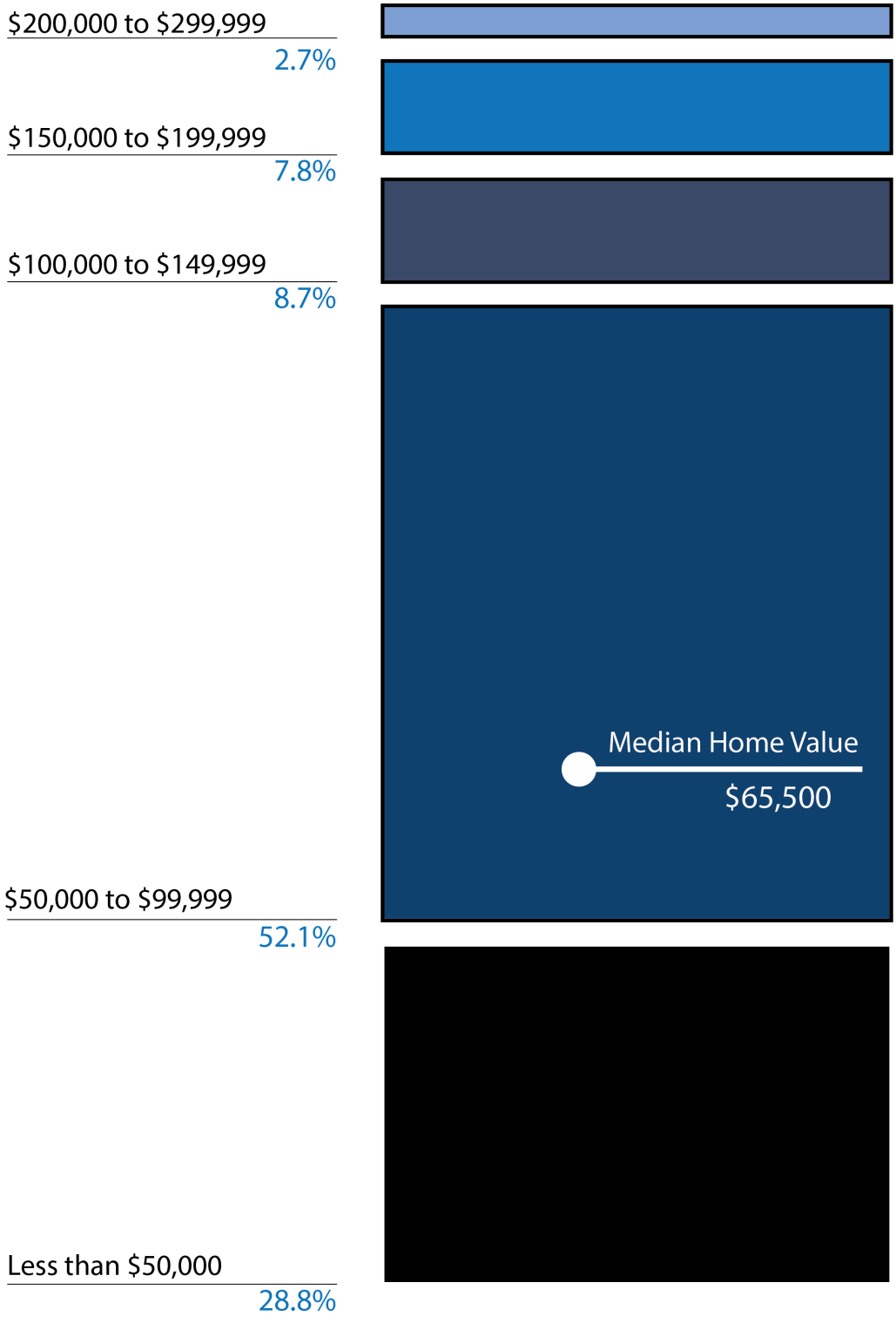


Housing Tenure

Of Madison's nearly 1,000 housing units, the ratio of owner- to renter-occupied units is 3:1. The community also contains a total vacancy rate of 6.4%. A typical benchmark for the availability of rental units in a community is approximately 33%, or one-third the housing stock. A larger number of renters would help facilitate population growth to allow for the transition of new residents to the community. Rental units also provide a level of affordability to the housing market for residents who may be unable or unwilling to invest in home ownership.

Madison's 6.4% vacancy rate is also an important number to facilitate population growth. A healthy level of housing vacancy provides immediately-available housing for new residents to the community. However, the condition of vacant units must be considered in this number. Input from Madison leadership indicates that the condition of available housing in Madison may be preventing these transitions and additional investment in the housing stock. For this reason, the city may need to prioritize property cleanup and maintenance in order to facilitate new investment in the existing housing stock.

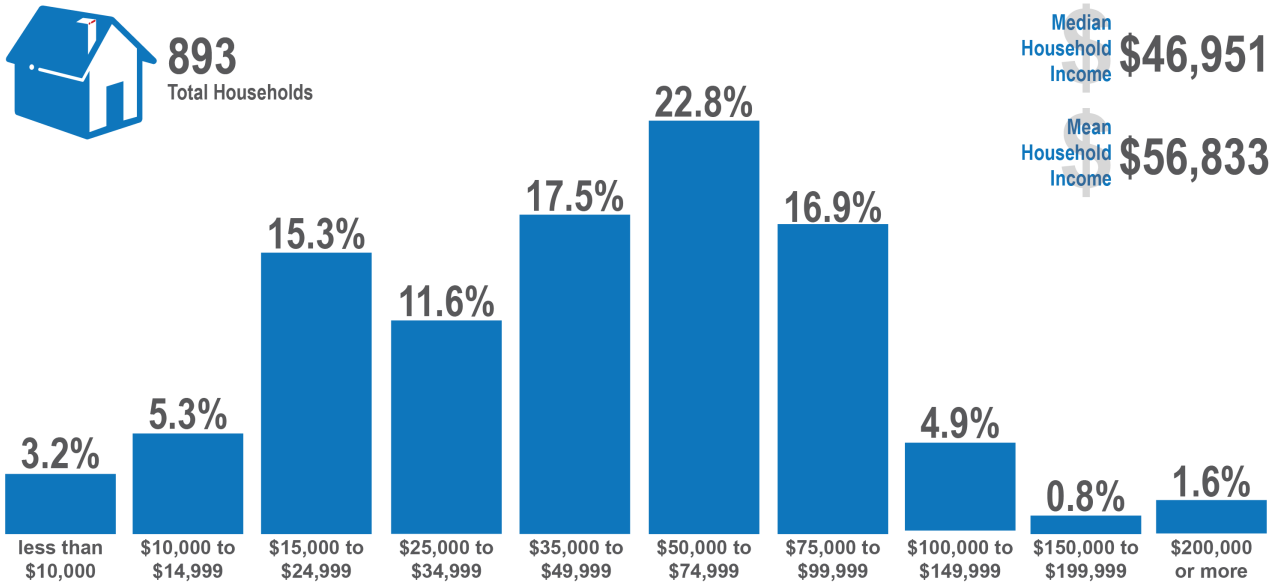
Figure 11: Madison Housing Unit Value



Housing Unit Value

The concern over the condition of Madison's housing stock is validated in Figure __. According to the American Community Survey estimates, the majority of Madison's housing stock is valued at less than $100,000. The median home value in the community of $65,500 is significantly less than the estimated statewide average of nearly $130,000.

Figure 12: Madison Household Income



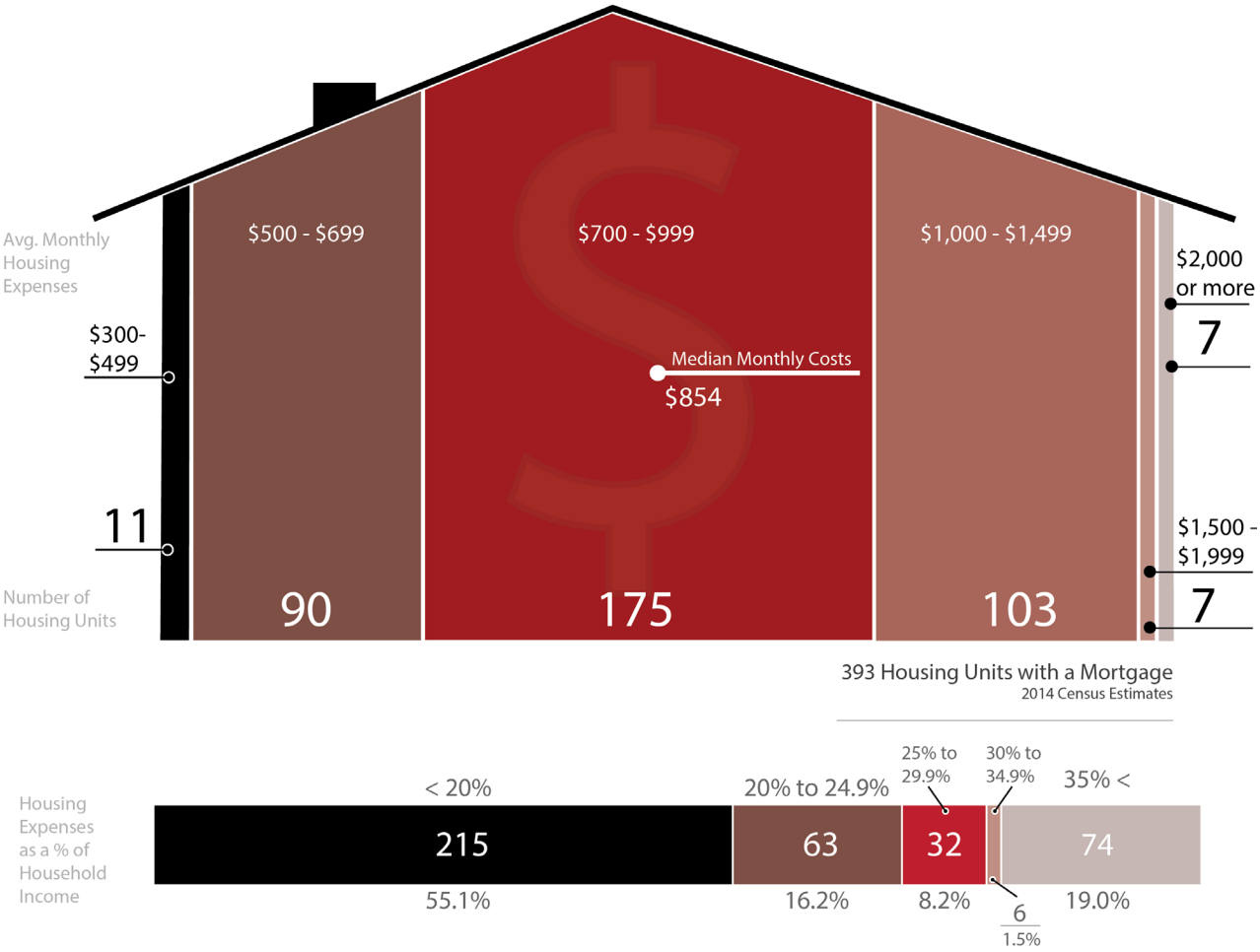
Income Source	Percentage of Households	Mean Income
Earnings	86.3%	$57,424
Social Security	26.3%	$15,872
Retirement Income	15.6%	$9,812

Household Income

The distribution of Madison's population into income levels as well as income source is displayed in Figure __. Madison's median household income of $46,951 is reflective of the local job market and local employment opportunities. Over 50% of Madison households have income levels at, or below that of the Nebraska median household income of $52,400 in 2014. Madison leadership has recognized the need to attract higher wage jobs to the community and have prioritized this in economic development efforts.

The bottom chart indicates the sources of Madison's household income. This is a total accumulation of income sources. The number exceeds 100% because of a household's ability to derive income from multiple sources. Showing a high level of income independence, over 85% of households in Madison receive their income from earnings, rather than public assistance or personal retirement savings.

Figure 13: Madison Owner-Occupied Housing Costs

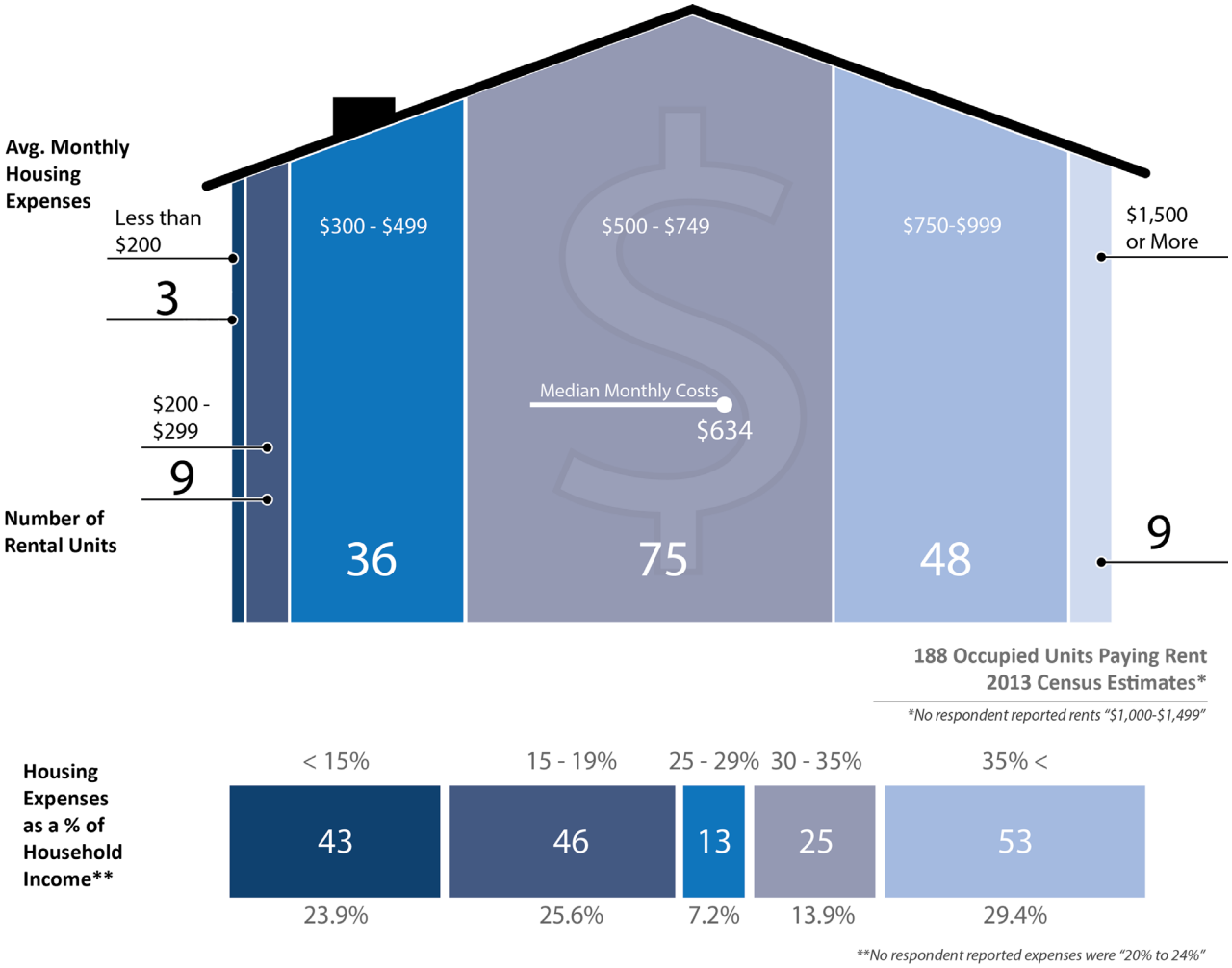


Owner-Occupied Housing Costs

The relationship between income and housing is further explored in Figure __. The U.S. Census defines monthly housing costs as the total cost of owning or renting a home; mortgage (rent), taxes, insurance, and utility costs. A monthly housing costs in excess of 35% of household median income is considered to be a burden to the household.

Of owners, the median monthly cost of ownership was $854 in 2014. As indicated in the bottom graph, over 70% of households in Madison pay less than 25% of their household income on housing costs. Any additional household income is beneficial to the community. It is assumed that income not spent on housing can be applied towards savings and other, more discretionary income that can benefit the community. Having such a high percentage of households well below the burden level is a positive indicator for the economic potential of the community.

Figure 14: Madison Renter-Occupied Housing Costs



Renter-Occupied Housing Costs

The monthly housing cost of renters also paints a favorable picture in Madison. Nearly 50% of households in Madison are estimated to be paying less than 25% of their monthly income on renting costs. However, over 20% of Madison renters are paying over 35% of their monthly income on renter housing costs.

Ideally, rental households in a community should be committing a low proportion of their income on housing expenses. There are many benefits for home ownership including accumulation of wealth via an appreciable asset. High homeownership rates also provide stability to residential neighborhoods. In order to make the transition from renting to home ownership, residents must accumulate savings. Maintaining affordable rental opportunities in Madison will assist in the transition of new or young residents into home ownership.

[section 2.4]

ECONOMICS AND EMPLOYMENT

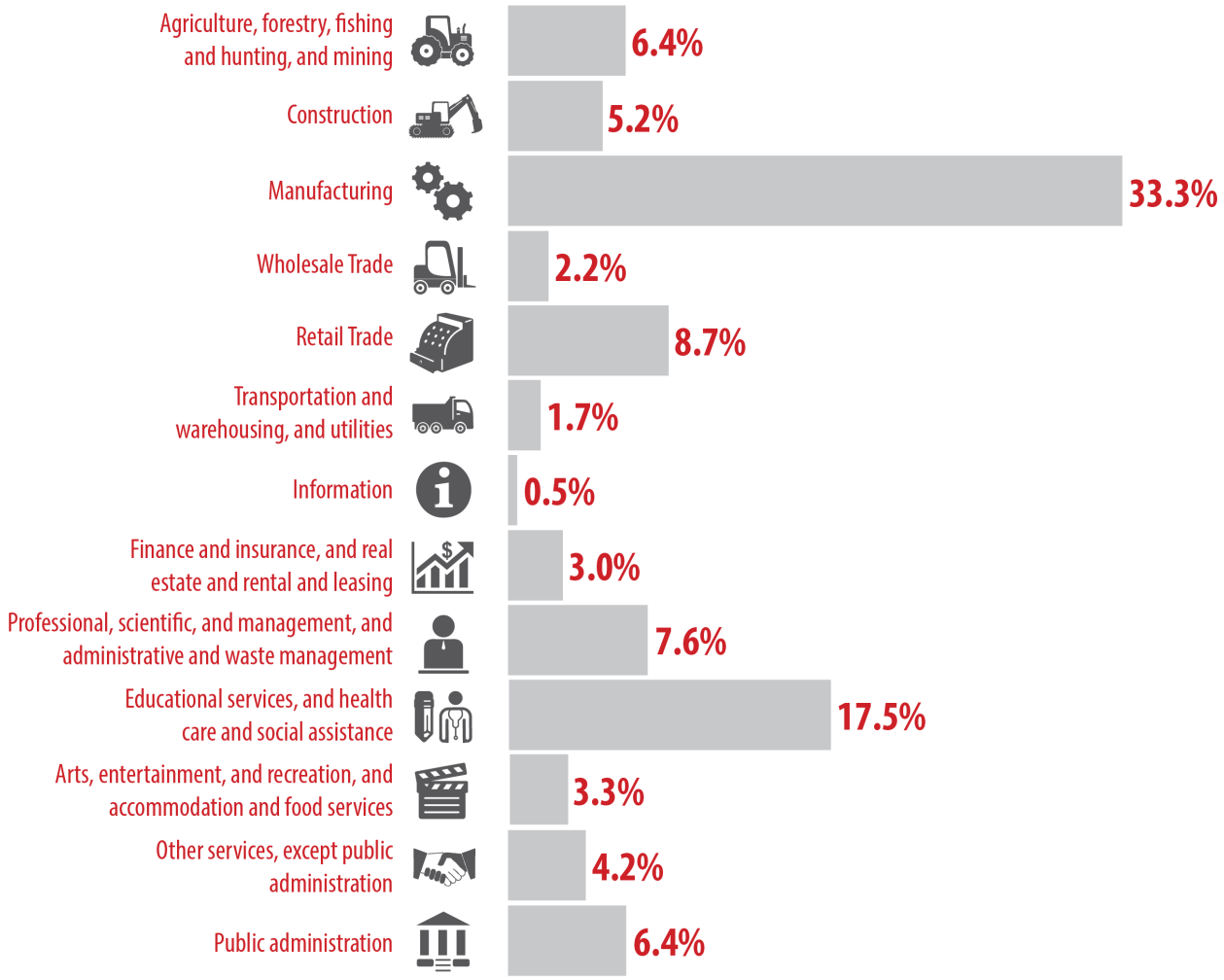
Growth in the local economy has an inter-dependent relationship with population factors and housing development. The shift in Madison's diverse population over the past 30+ years is largely a funciton of its local economy and employment-base. Despite this job growth in the community, housing growth has not followed accordingly. This has led to a large segment of the workforce commuting in from other communities as well as tremendous strain on the existing housing stock.

Local leadership in Madison has prioritized diverse growth in the local economy with high-wage jobs to facilitate corresponding growth in the housing market and secondary economy in Madison.



Tyson Foods; Madison, NE

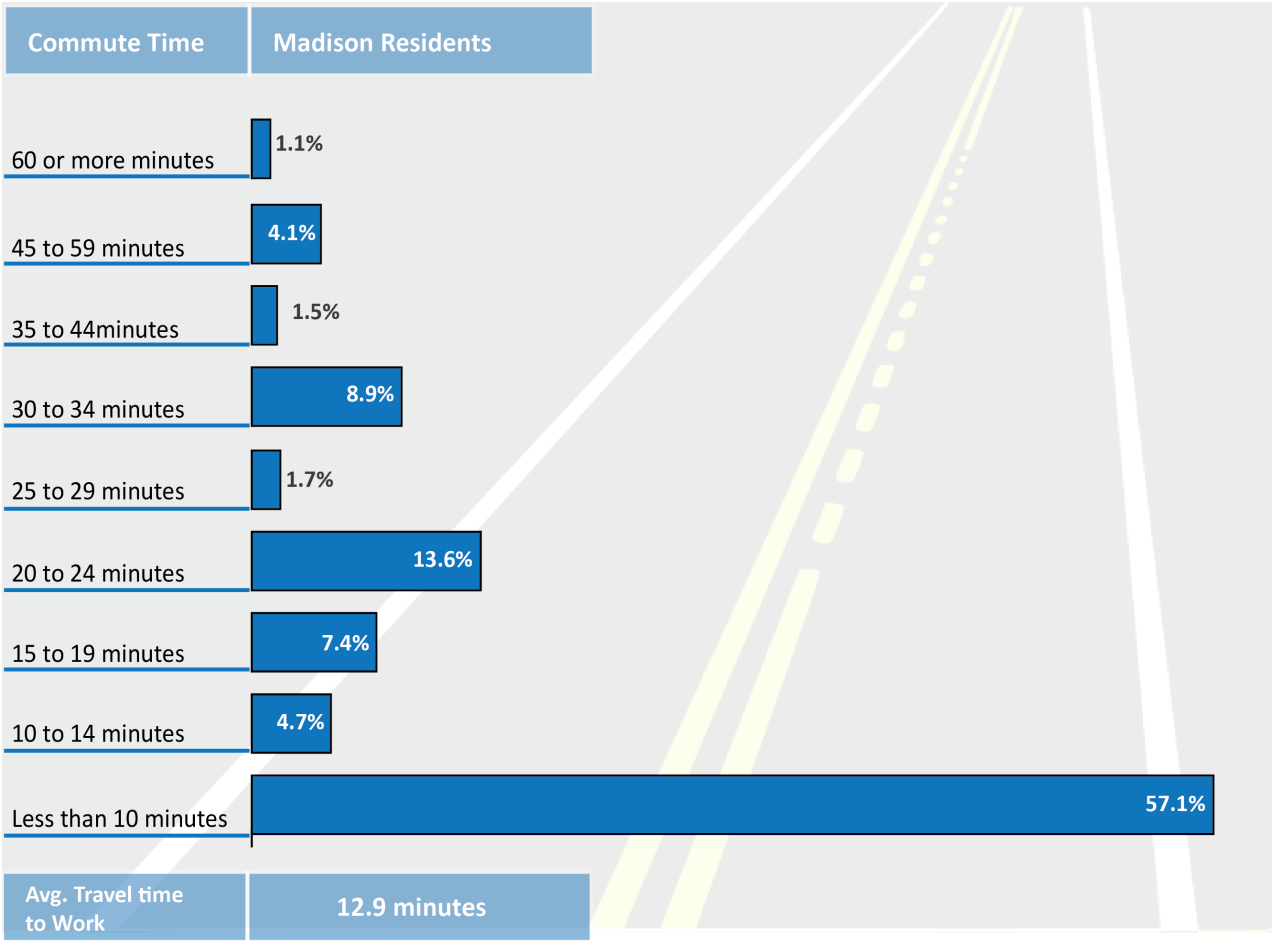
Figure 15: Employment by Industry



Employment Industries

Figure __ depicts the employment, by industry, of Madison residents. Manufacturing dominates the employment base of residents within city limits. One-third of Madison's population works in the manufacturing field. It has been documented that the leadership in Madison will seek to diversify the local economy to mitigate any risk of economic downturns in the sector.

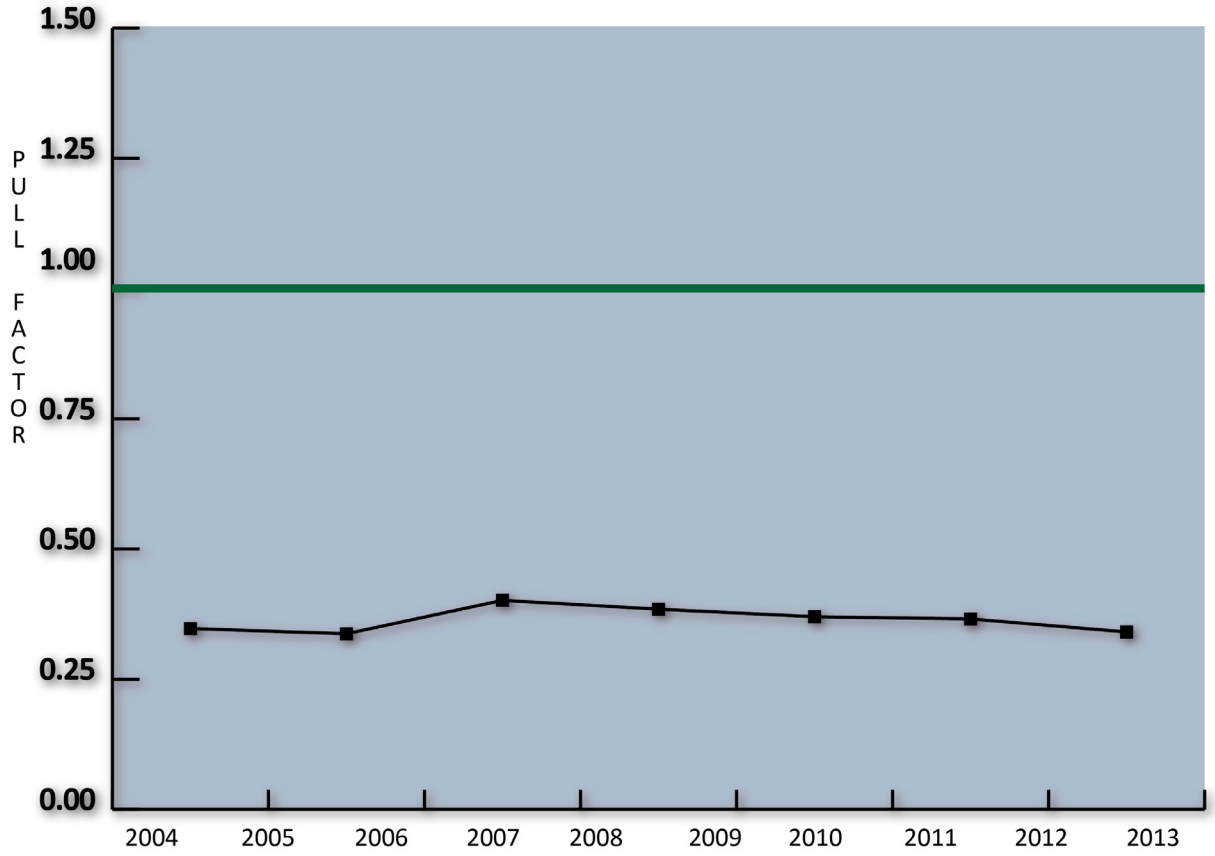
Figure 16: Madison Commuting Trends



Commuting Times

Analyzing reported commuting times provides an indication of where Madison residents are working. The overwhelming majority of Madison's workforce (57.1%) commute less than 10 minutes to work per day. This is an indication that most Madison residents work locally and do not commute elsewhere. In fact, many of Madison's largest employers report that over half of their workforce commutes in from outside of Madison.

Figure 17: Madison Pull Factor



Pull Factor

A city's pull factor is a measure of the amount of dollars being spent within the city compared to being spent outside of the city – whether by residents or visitors of that particular city. The pull factor is a measure of the share of the overall market a city owns compared to other opportunities in the region. A pull factor of 1.0 means an equal amount is being spent within the city compared to outside of it. A pull factor greater than 1.0, or positive pull, indicates that more dollars are being spent within the city than outside of it. A pull factor of less than 1.0, or a negative pull, indicates a leakage of dollars being spent within the city.

The pull factor trend line indicated in Figure __ is a measure of Madison's pull factor. During the ten-year period from 2004 to 2013, Madison's pull factor peaked in 2007 at 0.4 and steadily declined to 0.31 in 2013. The low pull factor is a representation of the community's proximity to the larger cities of Norfolk and Columbus and a commuting population. A commuting population is more likely to spend discretionary income in the larger city, with more retail options. Local retailers struggle to compete with options presented in Norfolk or Columbus.

[section 2.5]

PUBLIC FACILITIES AND UTILITIES

State and local governments provide a number of services for their citizens. The people, buildings, equipment and land utilized in the process of providing these services are referred to as public facilities.

Public facilities represent a wide range of buildings, utilities, and services that are provided and maintained by the different levels of government. These facilities are provided to insure the safety, well-being and enjoyment of the residents of a jurisdiction, in this case, the city of Madison. Facilities and services provide city residents with social, cultural, educational, and recreational opportunities, as well as law enforcement and fire protection services designed to meet the public need. It is important for all levels of government to anticipate the future demand for their goods and services if they are to remain strong and vital.

The first step is to evaluate the ability of the city to meet existing and future demand while determining the level of services that will need to be provided. The analyses of existing facilities as well as the future demand for services are contained in this section. Alternatively, in some instances, there are a number of services not provided by the local or state governments but are provided by non-governmental, private or non-profit organizations for the community. These organizations are equally important providers of services to the community and therefore should not be overlooked.

Community Facilities

The Community Facilities component of the Madison Comprehensive Plan reviews present capacities of all public and private facilities and services. This section evaluates the current demands and accepted standards to determine whether capacity is adequate, as well as determine what level of service is required to meet future demands within the planning period. Finally, recommended improvements for community facilities and services that are not adequate for present or future needs are provided.

The Community Facilities for Madison are divided into the following categories:

- **Parks and Recreational Facilities**
- **Educational Facilities**
- **Fire, Rescue and Police Protection**
- **City Buildings**
- **Public Utilities**
- **Health Facilities**

Parks and Recreation Facilities

Madison has two parks located on the north and south sides of the community. The total programmed space of parkland in Madison is approximately 20 acres.

Memorial Park

Memorial Park is the largest and most visible of Madison's two parks. The primary access for Memorial Park is located at 5th Street North and Main Street. The park itself is bounded by 4th Street North to 6th Street North from south to north and N. Main Street and Taylor Creek from east to west. The park contains the following amenities:

- Playground facilities
- Picnic shelters
- Ballfields
- Batting cages
- Soccer fields
- Basketball courts
- Sand volleyball court
- Concession stand
- Restrooms
- Maintenance shed

Memorial Park is also the location of Memorial Park Campground. The site features four tent spots and six camper pad sites, including full hook-ups and restrooms/showers.

Barnes Park

The primary access for Barnes Park is located on W. 10th Street, west of Lincoln Street. The park contains the following amenities:

- Playground facilities
- Basketball hoop
- Restrooms
- Funnel Ball

The Madison Swimming Pool is also located in Barnes Park. The 200,000-gallon pool and concrete pool house were constructed in 1980. A 111 foot water slide was installed in 2002.



Educational Facilities

Madison Public Schools consists of two facilities, Madison Elementary School at 405 East 8th Street and Madison Middle/High School at 700 Kent Street. The District Administrative Offices are located at the High School. The mission of Madison Public Schools is to prepare students to be competent, confident, productive, and responsible citizens.

Enrollment

The total enrollment of Madison Public Schools was 529 in the 2015-16 school year, as reported by the Nebraska Department of Education. In the previous 15 years, the total enrollment has peaked at 614 in the 2002-03 school year and was as low as 490 in the 2010-11 school year. In the same period, the rate of Free/Reduced Price Meals has steadily risen from 43.78% in the 2001-02 school

year to 71.83% in the 2015-16 school year. The statewide average has risen from 31.23 to 44.12 over the same period. The relatively high increase is another indication of the need for higher wage jobs available in Madison

At 12.73%, the rate of English Language Learners (ELL) is over twice the state percentage of 6.09%. This rate coincides with the rate of Hispanic students, which is 71%. The rate of Highly Mobile Students, or students enrolled in two or more districts in the same school year is also over twice the state average at 9.32% compared to 4.45% for the balance of the state.

Fire, Rescue and Police Protection

A joint-facility houses the Madison Fire and Police Departments. Located a the northwest corner of Lincoln and Second Street, the structure is a one-story building built in the 1990's. The office space on the east side of the facility is shared with the Fire Department and Emergency Management. A training room, located on the north side of the building, is also available to the Police Department.

Police

The police department in Madison is staffed with four full-time and four part-time police officers. The police are dispatched through the Madison County Sheriff's Department. Madison Police operates patrol vehicles, surveillance equipment, audio/visual recording equipment, radios, and other investigative equipment.

Table 1: 2015-2016 School Year Enrollment in Madison Public Schools

School Name	2015-2016 Grade Levels	Enrollment
Madison High School	9-12	182
Madison Middle School	6-8	118
Madison Elementary School	Pre-K-5	229
Total		**529**

Nebraska Department of Education, 2016



Fire and Rescue

Fire and Rescue protection in Madison is provided by a volunteer fire/rescue department. This department serves both the city and rural fire districts, covering 172 square miles. The department has approximately 50 members, with registered EMT's and paramedics. Madison Fire and Rescue has a 24-hour 911 system from the Madison County Sheriff's Department. Madison Fire and Rescue operates the following equipment:

- Class A rescue squads (2)
- Pumper trucks (2)
- Tanker trucks (2)
- Grass rigs (2)
- Equipment truck
- All-terrain vehicle
- Personal vehicle

City Buildings

City Hall

Madison City Hall is a one story brick building that was constructed in 1999. It is located at 211 South Lincoln and is attached to the Madison Public Library, Madison County Museum, and adjacent to the Madison City Auditorium. The 3,000 square foot facility houses city administration staff and the council chambers.

City Auditorium

The City Auditorium was constructed in the 1950's and is located to the north of the City Hall building. It is a one story brick facility that includes a gymnasium, kitchen, offices for the Madison Chamber of Commerce, a meeting room, locker rooms, and bathrooms. The meeting room can seat 40 people and the gymnasium's capacity is 800.

City Library

The Madison Public Library is located at 204 West 3rd Street, connected to City Hall. The facility contains approximately 18,000 volumes with an average circulation of 24,000. Audio and e-Books can also be accessed through the library.

Many activities are sponsored by the library, including a children's story hour, a summer reading program, and a fall story hour for preschoolers. Computers are available for use along with free Wi-Fi.

Public Works Buildings

Madison Public Works is located at 110 W. First Street. The building provides office space, a break room, a one-bay shop area, and restrooms. Also at the site is a 2-bay metal building that was constructed in 1991 to store heavy equipment. Adjacent to this building is a shed to store electrical equipment. The city storage yard is located west of the city shops. Covering approximately a square block, it is used to store maintenance equipment.

The Municipal Power Plant is also located at the public works site. The brick building contains power generating equipment and four duel generators. The generators range in age from 1954 to 1969. The plant produced Madison's power until 1980, when the city tied into Nebraska Public Power District. The plant is currently utilized to produce power during peak times and emergencies. The city is contracted with NPPD to produce 4.1 megawatts.

Health Facilities

Local health facilities are an important amenity for residents of all ages. Young families and seniors are both attracted to accessible health services in a community. A description of the local services available in Madison are detailed in this section.

Health Clinics

Madison Medical Clinic - 222 S. Main Street

- Behavioral health
- Dental services
- Family health
- Mental health
- Primary health care
- Women's health

Madison Chiropractic Clinic - 222 S. Main Street

Faith Regional Physician Services - 118 W. 3rd Street

- Primary health care

Dental Services

Dr. Gary Bring, DDS - 203 S. Main Street

Assisted Living

Countryside Home and Assisted Living - 703 N. Main Street
Countryside Aquatics Therapy; Physical, Occupational and Speech Therapies



Utilities

Water Service

Madison receives its water from four wells with a combined pumping capacity of 950 gallons per minute and average depth of 140 feet. The quality of groundwater in Madison does not necessitate treatment. A tower, constructed in 1977 on the southern portion of the community, provides 200,000 of storage capacity.

Water flows from the reservoir into the distribution system. The system contains lines between 4 and 14 inches. Newer portions of the lines are constructed of PVC, but a majority of the lines are ductile iron.

Sanitary Sewer

Madison completed construction of a new wastewater treatment facility in the fall of 2006. The facility has an oxidation ditchwitch for two aeration channels with surface rotors, two clarifiers and an aerobic digester. Disinfection is completed with an ultraviolet system. The facility is located east of Highway 81, accessed from 828th Road.

The system has a rated capacity of 400,000 gallons per day, with an average daily demand of 350,000 gallons per day.

Electric Service

The city of Madison purchases power from both the Western Area Power Administration (WAPA) and Nebraska Public Power District (NPPD). Power is delivered to the city by means of a 34,500 volt line extending from a 115kV substation located six miles east of the city. This substation contains one 12.5 Mega Volt Amp (MVA), 115/34.5kV transformer and is connected to the statewide power grid.

The city's system serves approximately 1,000 customers with a generation capacity of 5 Megawatts. The Municipal Power Plant is available to produce power during peak times and emergencies.

Natural Gas Service

Black Hills Energy provides natural gas service in Madison. Black Hills Energy allows open transportation on their distribution for commercial and industrial customers. Madison is served by a 4-inch line with 70psi. Kinder Morgan is the interstate pipeline company. Approximately 900 customers are served with natural gas in Madison.

[section 2.6]

EXISTING LAND USE

The purpose of examining the land use of a community is to establish an understanding of the previous growth and development of the community while analyzing the compatibility with adjacent land uses. Existing land uses are defined by how a specific parcel of land is being utilized and does not take into account future land use or current land ownership.

Existing Land Use Category

Commercial

A parcel of land containing a commercial business use which may sell a good or service.

Industrial

A parcel of land containing a commercial use involved in manufacturing, packing, storage, or assembly of products.

Multi-Family Residential

A parcel of land containing a singular structure being utilized by more than two households and may be characterized by shared common space.

Parks and Recreation

A parcel of land containing public or private land available for recreational, educational, cultural, or aesthetic use.

Public/Quasi-Public

A parcel of land owned, maintained, or controlled by a federal, state, or local governmental entity, which may be available for public use. The parcel may contain a use that is generally under the control of a private, religious, or non-profit entity that provides a social benefit to the community as a whole.

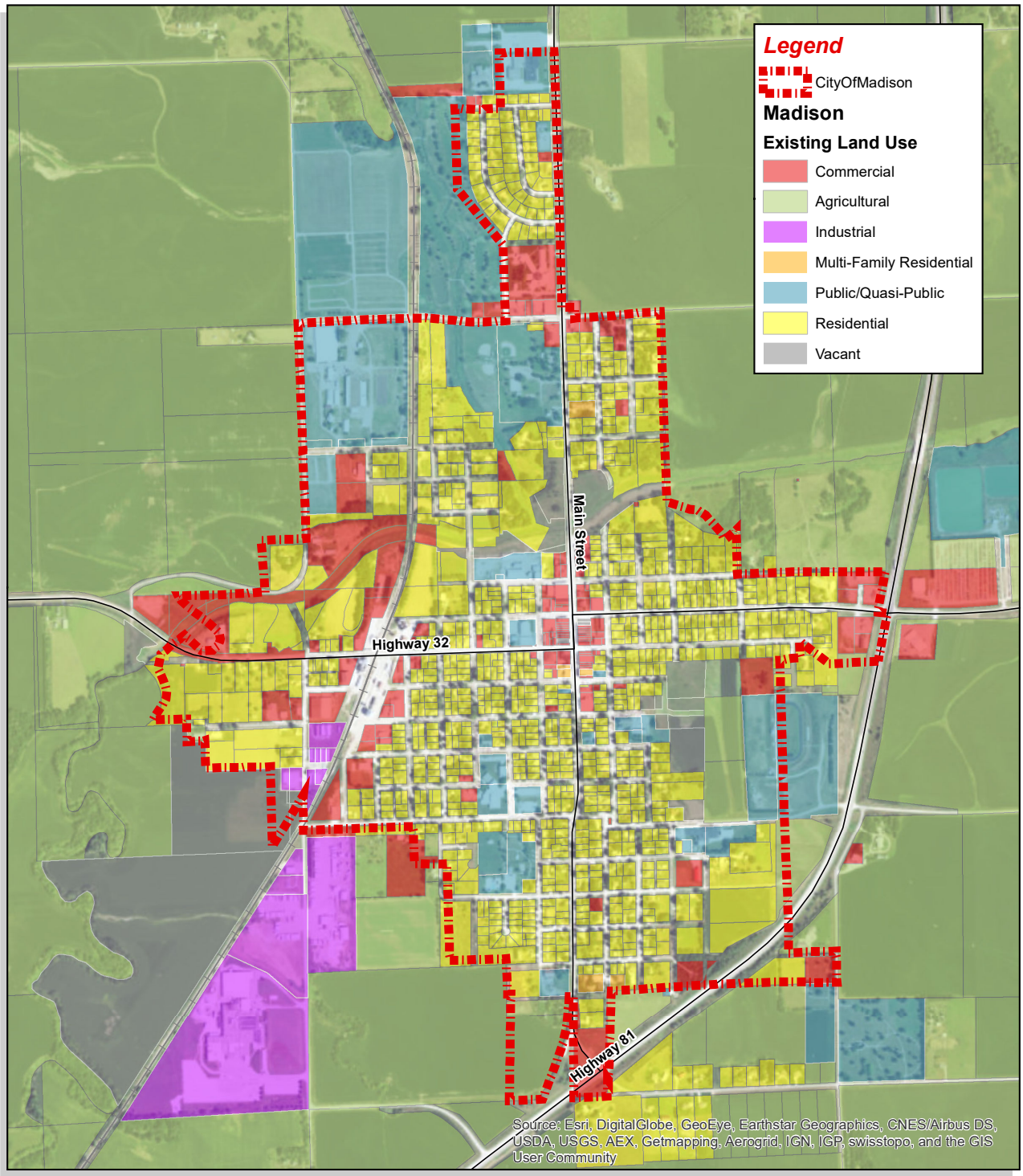
Single-Family Residential

A parcel of land with a residential structure occupied by one family, such as a traditional home on its own lot, surrounded by yards on all sides.

Vacant

A parcel of land that is undeveloped, whether by intention or environmentally restricted by hydrology, terrain, or access.

Map 1: Existing Land Use Map



Madison Comprehensive Plan

Existing Land Use

N

0 0.125 0.25 0.5 Miles

Created By: K. Andersen
Date: June 2016
Revised:
Software: ArcGIS 10.2
File: 150602.00

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Existing Land Use Analysis

Madison is characterized by the predominance of single-family residential land uses throughout its corporate limits. As indicated in Figure __ on page 26, over three-quarters of Madison's housing stock is owner-occupied. In relationship to land uses, relatively little land use is dedicated to multi-family residential uses. A low vacancy rate and high persons per household are an indication of high demands for rental property in the community.

Commercial uses are well-distributed throughout the community. Multiple highway arterial corridors provide opportunities for commercial uses in Madison. The downtown central business district, centered around the intersection of Highway 32 and Main Street, is characterized by a mix of uses ranging from public to commercial and multi-family residential.

Other public uses are well-distributed throughout the community, ensuring accessibility of community amenities. An abundance of public space is attributed to Madison being home of the Madison County seat, with a courthouse and several acres dedicated to the Madison County Fairgrounds.

The southwestern portion of Madison is characterized by the community's primary job center ranging from heavy to light industrial uses. This portion of the community is attractive for industrial growth due to its high level of accessibility to Highways 81 and 32.

The Highway 81 Expressway provides ample room for natural growth of the community. It is anticipated in the Future Land Use Plan (Figure __) that growth is to occur in areas serviceable with infrastructure in areas bounded by the current corporate limits and Highway 81.

[section 2.7]

NATURAL AND ENVIRONMENTAL CONDITIONS

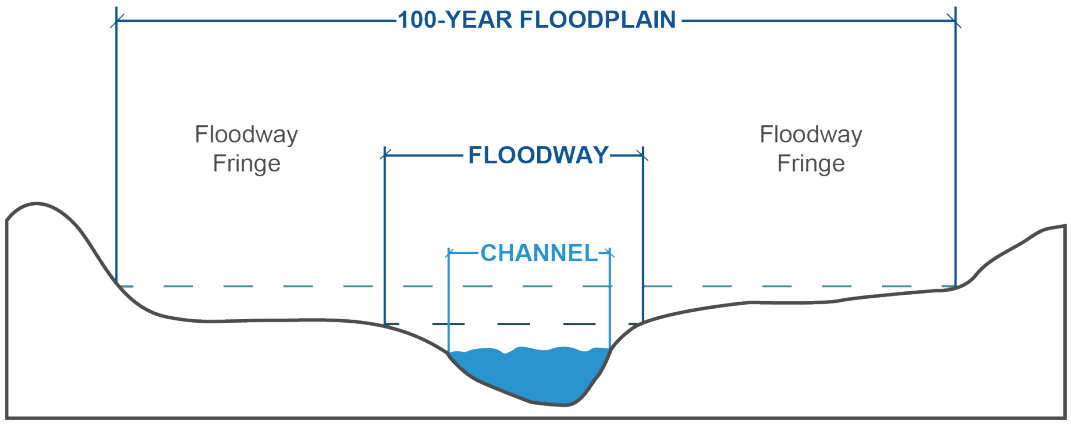
Floodplain

A floodplain includes the floodway, one percent annual chance of flooding event, and 0.2 percent annual chance of flooding event. Through the Federal Emergency Management Agency's (FEMA) Flood Hazard Mapping Program (FHMP), and the Risk Mapping Assessment and Planning (MAP), FEMA identifies flood hazards, assesses flood risks, and partners with states and communities to provide accurate flood hazard and risk data to guide them to mitigation actions.

Floodway

As FEMA defines, a floodway is not only the existing water channel but also "other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevations more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations."

Figure 18: Floodplain Section Diagram



1% Annual Chance of Flooding (100-Year Floodplain)

The one percent chance of annual flooding is commonly known as the "100-year floodplain." This describes an area where a one percent chance of flooding may occur annually within the boundary. This area is mapped by categories 1%-A and 1%-AE. Both are considered within the 100-year floodplain. 1%-AE areas are considered to be more precise, including Base Flood Elevations (BFE's), whereas 1%-A areas are determined using approximate methodologies.

0.2% Annual Chance of Flooding (500-Year Floodplain)

Two-tenths of one-percent chance of annual flooding is commonly known as the "500-year floodplain." In these areas there lies a two-tenths of one-percent chance of flooding in any given year.

Floodplain Map

A floodplain map is a dynamic document. The areas indicated are often updated as FEMA updates their studies. Amendments to hazard areas may not be represented on this map. Property owners within or near floodplain boundaries have options for removal or amendment of the designation. Owners may submit a Letter of Map Change if they believe their property has been inadvertently mapped in Special Flood Hazard Areas. Property owners near the boundaries may want to verify that their property is not within a special flood hazard area when developing or selling the property to avoid infringing upon the hazardous zones or affecting nearby properties.

Wellhead Protection Area

The Nebraska Department of Environmental Quality (NDEQ) regulates groundwater quality and quantity. NDEQ helps assist local municipalities with protecting their drinking water supply with the development of the Nebraska Wellhead Protection Act (WPA) Program. In 1998, Nebraska Legislature passed LB 1161 (Neb. Rev. Stat. §46-01501 to 16-1509) authorizing the Wellhead Protection Act.

Wellhead Protection Areas were delineated with community safety in mind. Both subdivision and municipal wells serve its populations and pose a larger threat to public safety if contaminated. The ultimate goal of the WHP Program is to protect land and groundwater surrounding public drinking water supply wells from contamination.

The WHP Program provides the following in accordance with federal laws:

1. Duties of the governmental entities and utility districts
2. Determines protection area
3. Identifies contamination sources
4. Develops a containment source management program
5. Develops an alternative drinking water plan
6. Reviews contaminated sources in future wellhead areas
7. Involves the public

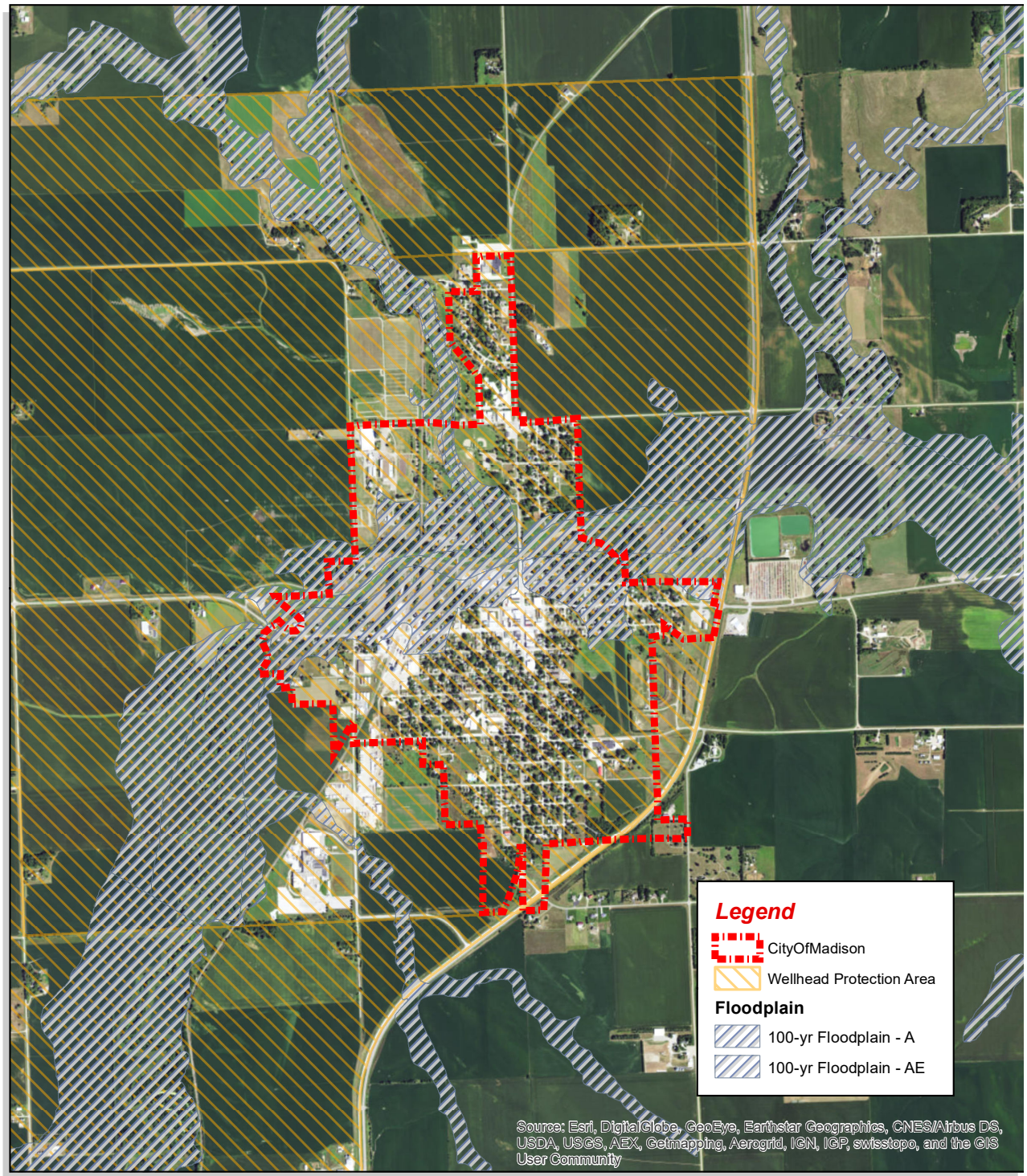
The approaches of Nebraska's WHP Program are to:

1. Prevent the location of new contamination sources in Wellhead Projection Areas through planning
2. Minimize the hazard of existing contamination sources through management
3. Provide early warning of existing contamination through ground water monitoring

The Wellhead Protection Area is a defined region with restrictive land use regulations to prevent potential contaminants from locating in sensitive areas. The boundaries are delineated by a time of travel cylindrical displacement calculation. The boundary is mapped by NDEQ so communities can apply zoning regulations to the district.



Map 2: Floodplain and Wellhead Protection Area Map



Floodplain and Wellhead Protection Area Map

Madison Comprehensive Plan

0 0.25 0.5 Miles

N

Created By: K. Andersen
Date: May, 2016
Revised: Jan, 2017
Software: ArcGIS 10.2
File: 150602.00

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[section 2.8]

ENERGY ELEMENT

Energy plays a crucial role in nearly every aspect of our lives. Energy is required to grow the food we eat, make the things we buy, transport people and goods, and heat and cool our homes. Local communities should engage in energy planning because they have a profound impact on what energy sources are consumed and how energy is used. Local governments influence energy through: land use policy, transportation policy, building codes, zoning ordinances, public projects, and education and outreach. By planning for energy, Madison can save money, have a more resilient economy, conserve natural resources, and be better prepared for the future.

Nebraska Energy Policy Overview

Nebraska Legislation LB997

In 2010, Nebraska Legislators passed LB 997 requiring all municipalities and counties, with the exception of villages, to adopt an energy element into their comprehensive plan. Energy elements are required to have the following components:

1. Energy infrastructure and energy use by sector
2. Utilization of renewable energy sources
3. Energy conservation measures that benefit the community

The following energy element is included within Madison's Comprehensive Plan in order to fulfill the requirement of LB 997.

Nebraska Energy Plan

The 2011 Nebraska Energy Plan outlines 14 strategies for the state to consider in meeting the following objectives:

1. Ensure access to affordable and reliable energy for Nebraskans to use responsibly
2. Advance implementation and innovation of renewable energy in the state
3. Reduce petroleum consumption in Nebraska's transportation sector

These strategies include:

1. Continue support of Nebraska's unique public power system
2. Increase opportunities for demand-side energy management and energy efficiencies
3. Maximize the investment in Nebraska's coal plants
4. Expand Nebraska's nuclear power generation capacity
5. Increase opportunities for industrial and municipal waste-to-energy projects
6. Optimize the use of Nebraska's water resources for hydroelectric power generation
7. Improve municipal water and wastewater management strategies and water quality
8. Continue building Nebraska's wind energy through public-private partnerships
9. Increase opportunities for methane recovery from agricultural and community biomass resources
10. Increase opportunities for woody biomass in Nebraska
11. Support distributed generation of renewable technologies
12. Increase ethanol production, blended and delivered across Nebraska and to markets outside the state

13. Increase development and use of other alternative fuels
14. Diversify and expand opportunities for renewable diesel in Nebraska

Nebraska Energy Code

Under §§81-1608 to 81-1616, the State of Nebraska has adopted the International Energy Conservation Code as the Nebraska Energy Code. Any community or county may adopt and enforce the Nebraska Energy Code or an equivalent energy code. The purpose of the Code, under §81-1608, is to insure that newly built houses or buildings meet uniform energy efficiency standards. The statute finds that:

> *there is a need to adopt the International Energy Conservation Code in order (1) to ensure that a minimum energy efficiency standard is maintained throughout the state, (2) to harmonize and clarify energy building code statutory references, (3) to ensure compliance with the National Energy Policy Act of 1992, (4) to increase energy savings for all Nebraska consumers, especially low-income Nebraskans, (5) to reduce the cost of state programs that provide assistance to low-income Nebraskans, (6) to reduce the amount of money expended to import energy, (7) to reduce the growth of energy consumption, (8) to lessen the need for new power plants, and (9) to provide training for local code officials and residential and commercial builders who implement the International Energy Conservation Code.*

Nebraska Legislation LB436 - Net Metering

The Nebraska Legislature passed LB436 which allows for net metering. Net metering is the process in which a citizen has the opportunity to generate their own energy and send excess energy onto the grid. The utility company purchases the excess energy from the customer through credits. Net metering was found to be in the public interest because it encourages customer-owned renewable energy sources. Net metering can stimulate the economic growth, encourage diversification of the energy resources used, and maintain the low-cost, reliable electric service for the State of Nebraska.

Solar and Wind Easements and Local Option Rights Laws

Nebraska's easement provisions allow property owners to create binding solar and wind easements in order to protect and maintain proper access to sunlight and wind. Counties and municipalities are allowed to develop zoning regulations, ordinances, or development plans that protect access to solar and wind energy resources. Local governing bodies may also grant zoning variances to solar and wind energy systems that would be restricted under existing regulations, so long as the variance is not substantially detrimental to the public good.

For summaries of additional programs, incentives and policies in Nebraska visit the Database of State Incentives for Renewables & Efficiency (DSIRE) website: http://www.dsireusa.org/

Energy Infrastructure and Utility Providers

Electricity

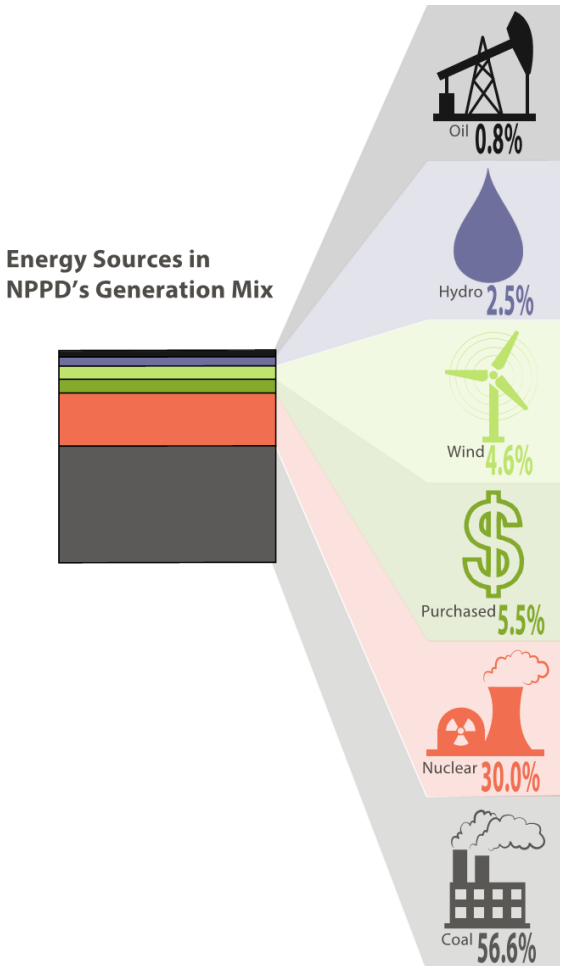
City of Madison

The City of Madison purchases all of its power at wholesale from Nebraska Public Power District (NPPD). Power is delivered to the city by means of a 34,500 volt line extending from a 115 kV substation, located six miles east of the city. This substation contains one 12.5 MVA, 115/34.5 kV transformer and is connected to the statewide power grid. The city owns and operates its distribution system along with the 5,160 kW generating facility; the entire output is leased to NPPD. The generating facility is used for peaking power on the grid system and emergency back-up power for the city.

Nebraska Public Power District

NPPD provides wholesale electricity for the City of Madison. NPPD is the state's largest electric utility

Figure 19: Energy Sources in NPPD's Generation Mix



and provides electricity for approximately 600,000 people in Nebraska. As seen in Figure 1, NPPD has a diverse generation mix including coal, natural gas, oil, nuclear, wind, and hydro.

Western Area Power Administration (WAPA)
The emissions from coal and other fossil fuels have been linked with air pollution; despite this, coal will likely be a large part of NPPD's electricity equation for many years to come because it is cheap, reliable, and abundant. At least 37.1% of NPPD's electricity generation comes from sources that produce little to no carbon dioxide emissions (nuclear, wind, hydro). As concerns for air quality increase, there will likely be a push to rely on these low carbon dioxide emitting technologies for energy. NPPD has committed to generating 10% of their energy from renewable resources starting in 2020.

Natural Gas

Black Hills Energy
The community is served by a 4 inch line at 70 pounds of pressure. KN Energy, a division of Kinder Morgan, is the pipeline company. Natural gas, with an average value of 1,000 BTU per cubic foot, is available for residential, commercial, and industrial customers for base and peak use on a firm basis. Interruptible service is available for customers with alternate fuel capability.

As seen in Table 2, the majority of homes within Madison (78.5%) use natural gas to heat their homes.

Table 2: Home Heating Fuel Types

Fuel Type	Units	Percent
Utility gas	689	78.5%
Bottled, tank, or LP gas	11	1.3%
Electricity	164	18.7%
Wood	13	1.5%
Other Fuel	0	0.0%
Source: American Community Survey, 2014, 5-Year Estimates		

Energy Use

Examining energy use data establishes a baseline from which to create goals and evaluate the effectiveness of energy strategies. As seen in the following table, total electricity use in Madison has slightly increased from 2010 to 2015. Electricity use in the commercial and industrial sectors increased over five percent and six percent, respectively. Electricity use in the residential sector decreased by nearly eight percent over the last five years. The increase in total electricity use in Madison is consistent with the statewide trend, shown in Figure 4. Electricity use has steadily and significantly increased in the state of Nebraska since 1960.

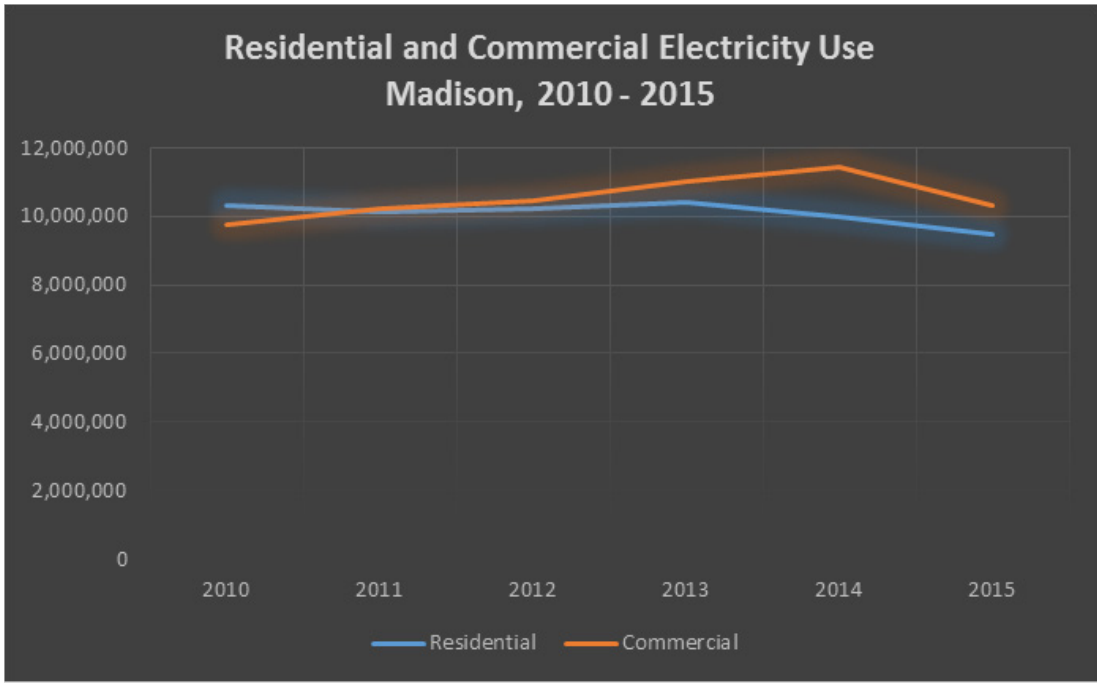
The residential electricity consumption of five other Nebraska cities of similar size were compared to Madison and the state in order to provide context to the consumption data. The most recent data available for all cities was from 2013. As seen in Figure 3, Madison's per capita residential electricity use is lower than both the state average and similar sized Nebraska cities.

Table 3: Electricity Use by Sector in kWh

	Residential	Commercial	Industrial	Total
2010	10,302,394	9,777,799	42,426,834	65,507,027
2011	10,127,412	10,237,450	42,721,944	63,086,806
2012	10,202,547	10,474,073	43,970,395	64,647,015
2013	10,401,841	11,009,490	41,977,884	63,389,215
2014	10,000,036	11,418,892	42,532,057	53,950,985
2015	9,478,884	10,299,789	45,108,447	64,887,120
Percent Change	**-7.99%**	**5.34%**	**6.32%**	**3.81%**

Source: City of Madison

Figure 20: Residential and Commercial Electricity Use



Electricity use is influenced by many factors, including: weather, use patterns, and economics. For example, an unusually hot summer will cause an increase in electricity consumption for air conditioning. Although factors such as the weather are uncontrollable, there are certain factors that Madison can control, such as land use patterns and the efficiency of buildings through building codes.

When energy consumption increases, utilities need to increase generation and upgrade energy infrastructure. Increasing generation and upgrading infrastructure are expensive actions. In order to pay for these upgrades, utilities will need to increase rates. As electrical rates are based off of peak use, it is in Madison's, its business owners', and the residents' best interest to increase energy efficiency. Increasing efficiency lessens the need for generation and infrastructure upgrades, saves money in avoided costs, and helps maintain low energy rates.

Opportunities for Energy Conservation

Benchmarking

Although benchmarking does not reduce energy consumption itself, it can lead to energy savings. Benchmarking a home, business, or government building allows the owner to see how their building

Figure 21: Residential Electricity Use

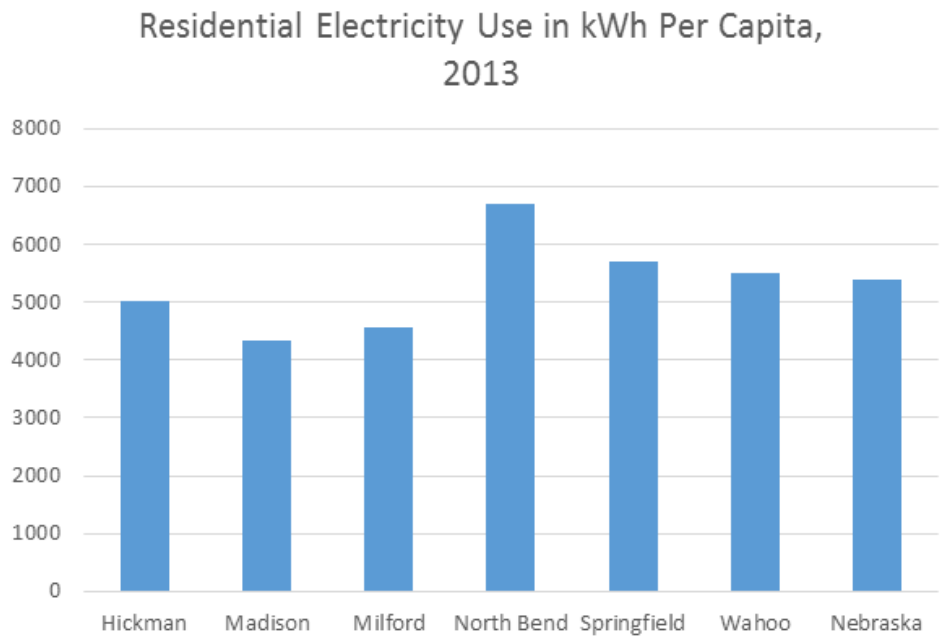
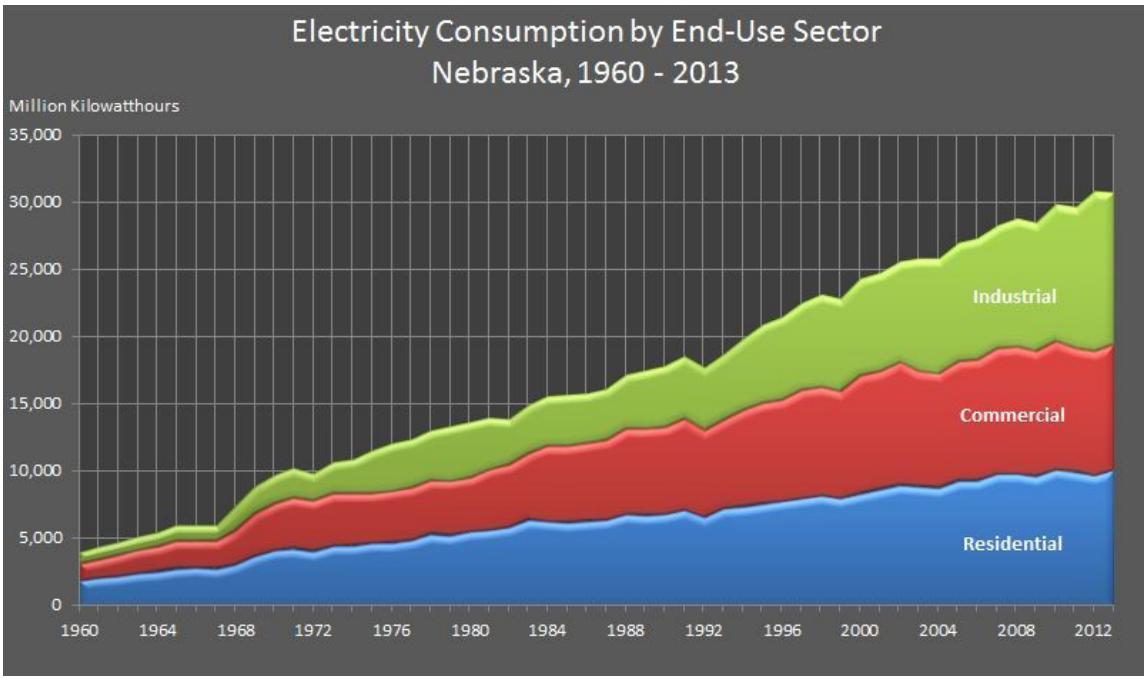


Figure 22: Electricity Consumption by End-Use Sector



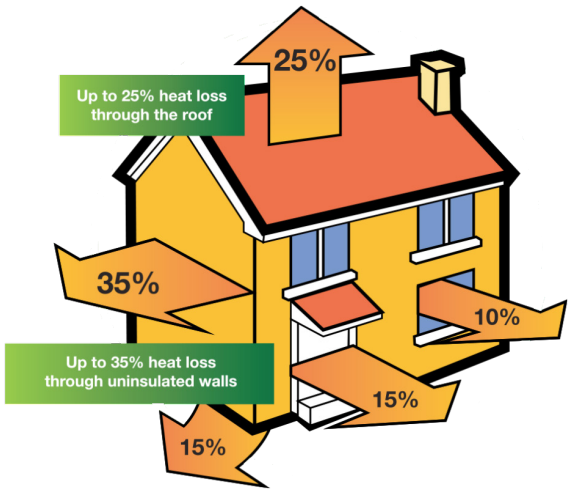
compares to similar buildings across the U.S., track progress as energy improvements are made, and provides the opportunity to have their building certified by organizations such as the U.S. Green Building Council.

Building Efficiency

Increasing the energy efficiency in existing buildings is the easiest and most economical method to prepare for the energy future. According to the American Community Survey (ACS), approximately 67% of the houses in Madison were built before 1970; 49% before 1940. These homes are an opportunity for Madison to significantly reduce its energy use. In older homes, improvements in insulation, windows, appliances and lighting can

cause them to be significantly more energy efficient and save the homeowner in energy costs. Figure 5 shows the common places houses lose heat. Up to 60% of heat loss is through the roof and uninsulated walls.

Figure 23: Average Home Heat Loss



There are a number of programs and incentives available for homeowners and business that want to improve their energy efficiency. These programs and incentives are described in the education and funding topics later in this section.

Landscaping

A well-designed landscape not only improves the aesthetics of a home or business, it can reduce water use and lower energy bills. According to the Nebraska Energy Office, a well-designed landscape saves enough energy to pay for itself in less than eight years. For example, when planted in the right spot, trees can provide shade from the sun in the summer and block the cold wind in the winter. Madison should consider becoming a Tree City USA or joining a similar organization.

Recycling

Recycling preserves energy by reducing the energy needed to extract raw materials. For example, using recycled aluminum scrap to make aluminum cans uses 95% less energy than making aluminum cans from raw materials (EIA). Recycling also reduces the amount of solid waste dumped in the landfill, which saves the city money in tipping fees and allows landfills to stay open longer. Recycling service in Madison is provided by the private sector – Schroeder Recycling LLC has a recycling center located at 112 W 3rd Street. The City of Madison provides for its residents co-mingled recycling of paper, plastic, metal, glass and aluminum cans at 209 West First Street.

Renewable Energy Generation

Renewable Energy Sources

Nebraska is the only state in the U.S. that is 100% public power. Since they are not seeking profits, public power districts have been able to maintain some of the lowest electricity prices in the nation. The low cost of energy is one of the reasons that Nebraska has not fully taken advantage of its renewable energy potential. Unlike places such as California, where electricity prices are high, renewable energy systems have historically not been economical for Nebraska. Below is a summary of potential renewable energy options for Madison.

Wind Power

According to the American Wind Energy Association, Nebraska has one of the best wind resources in the United States; 92% of Nebraska has the adequate wind speeds for a utility scale wind farm. Nebraska ranks 3rd in the U.S. in gigawatt hour (GWh) wind generation potential, but has been slow in utilizing this resource compared to other states. Nebraska currently ranks 20th in total MW installed with 890 MW. According to the National Renewable Energy Laboratory, Nebraska's wind potential at 80 meters hub height is 917,999 MW. Wind power is capable of meeting more than 118 times the state's current electricity needs. As seen in Figure 6, wind generation in Nebraska has seen nearly exponential growth since 2008. Wind generation in the state will likely continue to grow in the future as the resource proves to be an economical option for utility providers.

As seen in Figure __, Madison and the rest of Madison County has some of the best wind resources in the state.

Solar Power

According to the National Renewable Energy Laboratory, Nebraska is ranked 13th in solar energy potential. As seen in Figure __, Madison and the rest of Madison County have an average solar radiation of 4.5 – 5.0 kilowatt hours per square meter per day. Currently, solar technologies are marginally used in Nebraska because it has historically been difficult for solar technologies to compete with the state's low electric rates. However, net generation from solar photovoltaic increased 37% in Nebraska from October 2014 to October 2015.

Figure 24: Nebraska's Wind Energy Generation

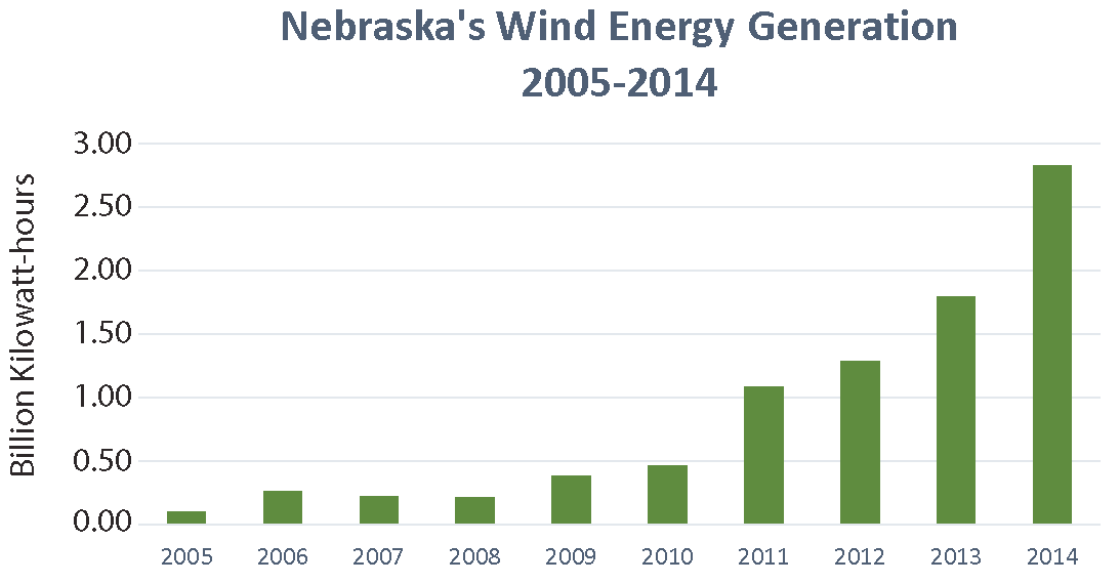
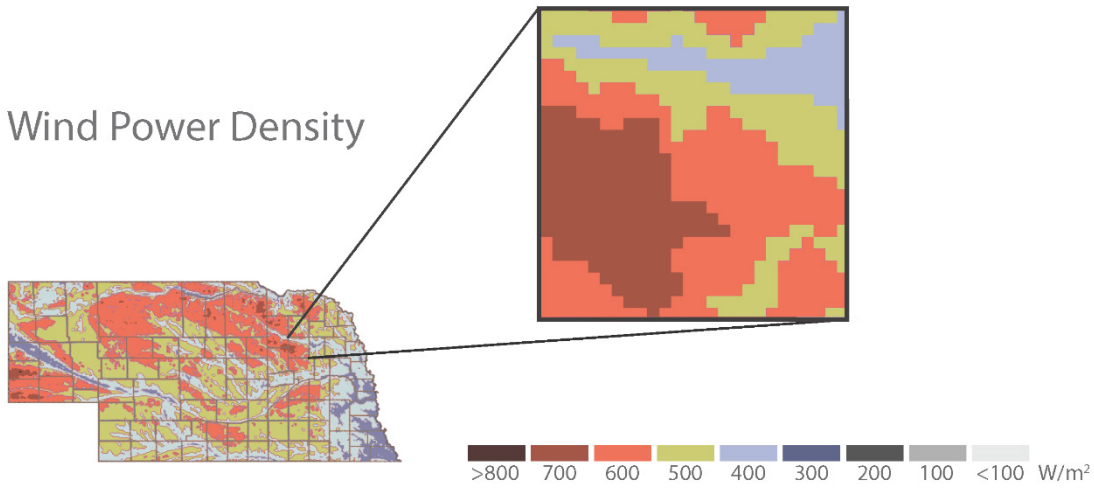


Figure 25: Nebraska and Madison County Wind Power Density



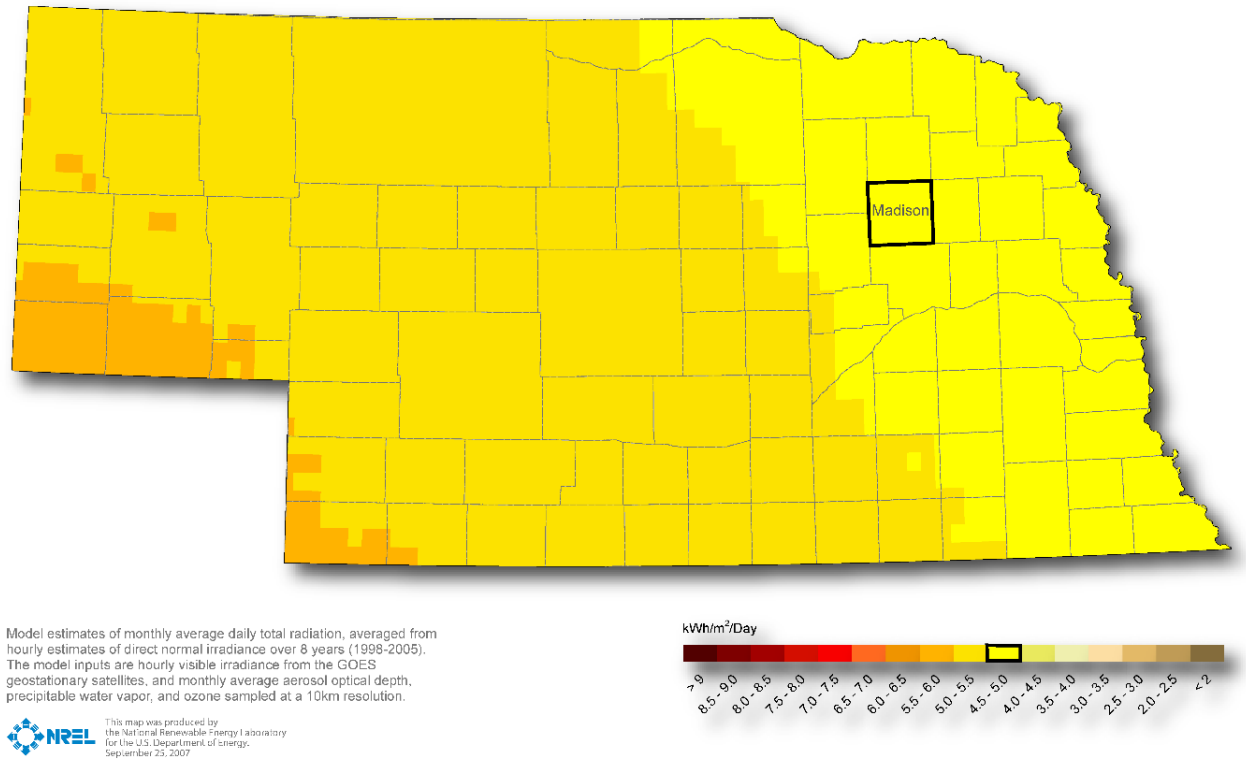
According to the International Renewable Energy Agency, the cost of solar photovoltaic (PV) panels decreased 80% from 2009 to 2013. As the cost of solar panels continues to decrease, solar will be increasingly utilized at an individual home or business scale to help supplement electrical needs. Madison should prepare for future private investment in renewable energy systems, such as solar panels, by establishing zoning regulations and ordinances that will guide these systems into desired locations and uses. The city should also establish a permitting process that does not discourage

private investment in renewable systems.

Geothermal

The type of geothermal application that is most practical and economical for the residents of Madison is the use of geothermal heat pumps. Closed loop systems move fluids through continuous pipeline loops that are buried underground at depths where the temperature does not fluctuate much. Heat picked up by the circulating fluid is delivered to a building through a traditional duct system.

Figure 26: Nebraska Global Solar Radiation at Latitude Tilt- Annual



Geothermal heat pumps discharge waste heat into the ground in the summer months and extract heat from the ground in the winter months.

Geothermal heat pumps are becoming a popular method of heating and cooling buildings, especially among large institutions such as schools and government buildings. For example, as of 2013, 82% of Lincoln Public Schools' buildings have a geothermal HVAC system. Heat pumps use much less energy than traditional heating and cooling systems. This translates into energy and money savings while also reducing air pollution.

Education

Madison will not be able to achieve its energy goals without the help of its citizens. Madison should educate the public on the benefits of energy efficiency and the most feasible renewable energy systems. In the following subsections there are resources provided that Madison can use to raise awareness regarding energy efficiency and renewable energy systems.

Energy Saving Tips

NPPD has a link to the HomeEnergySuite on their website (http://www.nppd.com/save-energy/homeenergysuite/). Within the suite is energy information, energy saving tips, and special purpose calculators. These calculators compare the costs of systems relating to heating, irrigation, lighting,

heat pumps, and even televisions. The suite also includes the HomeEnergyCalculator that analyzes the energy efficiency of a home.

The Nebraska Energy Office has listed ways to save money on energy bills for the home, farm, business, or vehicle. Options for energy savings are listed on the Office's web site at (http://www.neo.ne.gov/tips/tips.htm).

The U.S. Department of Energy created a document that explains tips on saving money and energy at home (http://energy.gov/sites/prod/files/2014/05/f16/Energy_Saver_Guide_PhaseI_Final.pdf).

Jobs and Economic Development Impact Models (JEDI)
Developed for the National Renewable Energy Laboratory, the JEDI models were created to demonstrate the economic benefits associated with renewable energy systems in the United States. This model can be used by anyone: government officials, decision makers, or private citizens. The model is simple, the user enters in information about the project and it will generate economic impact data such as jobs, local sales tax revenue etc.

Funding

Although energy efficiency upgrades and some renewable energy applications will save money over time, the initial costs can be burdensome. Below are some incentives, programs, and resources that Madison can use to help with the initial costs of energy efficiency and renewable energy.

Financial Incentives
There are a number of federal and state incentives for renewable energy production and energy efficiency. These include: loan programs, rebates, and tax credits or exemptions. The most comprehensive source for program summaries, incentives, and policies in Nebraska is the Database of State Incentives for Renewables & Efficiency (DSIRE) website (http://www.dsireusa.org/).

Grants
There are many state, federal, and non-profit agencies that distribute funding for energy projects. The City of Madison should continue to explore grant opportunities to help fund energy conservation or renewable energy projects.

Rebates
The City of Madison, through NPPD's Energy Wise program, offers rebates on certain electrical upgrades, such as geothermal heat pumps and new or retro-fit LED lighting fixtures.

Energy Assistance Programs
Residents wanting help paying their utility bills can visit this website with links to many programs in Nebraska (http://nebraskaenergyassistance.com/assistance/).

The Weatherization Assistance Program helps lower income families save on their utility bills by making their homes more energy efficient. The Nebraska Energy Office administers the federally-funded program. In the Northeast Nebraska Community Action Partnership area, which includes Madison, over 100 homes were weatherized from July 2013 to June 2014. This website describes the program and how to apply (http://www.neo.ne.gov/wx/wxindex.htm).

3

Envision
madison

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3.2 Community Involvement 59

3 Envision *madison*

[section 3.1]

INTRODUCTION

The Envision section of the planning process is the formal means for public participation into the Comprehensive Plan. The development of a comprehensive plan is an on-going process of goal-setting and problem solving. The planning process focuses on ways of solving existing issues within the community and providing a management tool enabling citizens to achieve their vision of Madison in the future.

Successful planning processes engage the community to represent their needs and vision for the future. The over-arching goal of this Envision Madison process is to provide a variety of opportunities for the public to become involved in the decision-making process. Community members are well-informed and have intimate knowledge to make the most of Madison's potential.

The public participation efforts for the Madison Comprehensive Plan centered around face-to-face meetings including focus group and a town hall meeting. These meetings were facilitated with the Turning Technologies platform. Turning Technologies is an interactive polling tool that allows for instant feedback regarding topics of discussion. This tool helps the planning team facilitate the discussion with real-time establishment of community priorities and input. The results of the Turning Technologies polls are included in this chapter.



Community Services



Business & Economic Development



Housing



Spanish Speaking

[section 3.2]

COMMUNITY INVOLVEMENT

Focus Group Meetings

On March 14, 2016, a series of focus group meetings were conducted to discuss select topics of interest and importance to the community. The purpose of focus group meetings is to gain knowledge and insight from local residents about the community and its needs, desires, problems, and opportunities. Four separate focus group meetings were held throughout the day, each focusing on different topics including Community Services, Business and Economic Development, Housing, and the final focus group meeting was held for the Spanish speaking community. Each group was asked general questions about their views on the community, as well as questions related to their respective fields or community viewpoints. At the end of each discussion, groups were asked of their "Magic wand" ideas for Madison. These ideas represent the high level-goals of stakeholders in Madison.



Community Services Focus Group

This focus group consisted of city staff and leaders of other community services and organizations. The aim was to gain input regarding, community facilities and services. This was an important group to be able to identify the types of services which are currently available to the community and areas where services and facilities are lacking. Madison has a very good base of services, facilities, and organizations that support the community and improve the overall quality of life.

Community Strengths

- Diversity (is a strength but seen by some as a weakness because it does bring challenges)
- Location- proximity to Norfolk (traffic on the highway goes both ways)
- Financially secure
- Job availability
- Good people and cooperation within the community
- Public and parochial schools
- Transportation - access to wide range of modes
- Industry
- Churches are supportive
- City facilities and employees
- Large volunteer network
- Financial institutions
- Parks and recreation facilities and programs
- Supportive rural and farming community
- Fire and Rescue

Community Weaknesses

- Housing - need affordability, variety, quantity, and quality
- Very high percentage of school staff does not live in Madison because of lack of housing
- There are many nuisance properties
- Need diversified job market - higher paying jobs
- Not enough child care providers
- Internal and external community perception
- Families sending kids to other schools
- Poverty level
- Language barrier

- Transient population can cause a strain on community services
- Cultural differences - most racial tensions are between adults
- Safety of homes and small lot sizes
- Difficult to open a new business (real estate)
- Communication and transparency is lacking in city
- Unwillingness to accept change
- People leave town and shop in Norfolk

Barriers to Housing

- Availability of utility extensions
- Money - very few homes built in the past ten years
- Availability of lots
- Hard to squeeze larger, more modern homes on the old small lots
- Need retirement age housing because retirees aren't moving into town
- Hard to find available builders
- Cost of building is so high
- Land owners unwilling to sell land
- Concern about resale value
- Want move-in ready housing not "fixer-uppers"

Services in Madison

City of Madison

- Great City Hall / Library complex
- Updating public facilities and parks
- ADA accessibility and restrooms
- Positive reputation of local police department
- Pool keeping up-to-date

Madison Public Schools

- Capacity is fine as far as classroom space but activity space is in need
- Keeping structures and infrastructure updated well
- Food Pantry
- Has a good location and space
- Needs better advertising

Community Center

- Needs more marketing to younger population
- Provides meals but it is not well known
- Needs more volunteers

Assisted Living

- Has made updates and is in a good location but needs better marketing
- Nursing Home- have or are getting? 30 private rooms now instead of 6…because more people are wanting private rooms

Historical Society

- Very active group, but still need more volunteers
- Good facility at Carnegie Library, but still needs work

City Auditorium

- Very busy and needs updates and more space

Fire and Rescue

- Need updates, but community is very supportive

Transient Community

- Welcoming system is lacking
- Need a way for newcomers to learn about the community and basic services

- Need more bilingual staff at City
- Need information clearing house in grocery stores, schools, churches, food pantry, etc.
- Language calling services

Other

- Improve internet and bandwidth to draw more businesses

Magic Wand

- Community daycare center
- Year-round sports for kids
- Higher-paying employer
- K-12 school with new facilities
- Performing arts center
- Unlimited bandwidth at library
- Services for newcomers - info about community and the services provided



Business and Economic Development Focus Group

The Business and Economic Development Focus Group aimed at garnering input from the local business community. This group was able to provide a sense of business opportunities available in Madison as well as where barriers to business growth exist .

Community Strengths

- Location- proximity to Norfolk, rail, highway, airport
- Schools
- County seat
- Employment opportunities
- Water has capacity for services
- Churches are active in community

Community Weaknesses

- Location - proximity to Norfolk provides opportunities and challenges
- Lack of housing
- Zoning is too restrictive
- Lack of good paying jobs
- Floodzone hurts property values
- Lack of entertainment
- Cultural differences can be a divisive and challenging

Housing

- Hard to compete with Humphrey and Norfolk (housing, medical services, YMCA, places to eat)
- Houses appraise much lower in Madison
  - Location adjustment is huge
  - Within neighborhoods not just city
- Need better wage scale
- Need new subdivision
- Difficult for Tyson employees to get a home loan
- Needed price points
  - $50K or less for lower income
  - $100-150K for young professionals that are not fixer-uppers

- Need speculative homes, not just lots for sale
- Code needs to be flexible- allow for single-family and multi-family
- Need retirement housing - low maintenance and ADA accessible
- Local built and financed etc.
- Government assistance money is great but there are strings attached

Areas for Development

Housing

- Across from courthouse
- East of nursing home
- Near Highway (better access to highway to commute but also the noise might not be desirable)
- Floodplain limits areas to developed
- Question developing south due to smell from Tyson



Commercial/Industrial

- Along Highway 81 (industrial if could acquire land)
- 2nd and Main
- West of Short Stop

Desired Amenities

- Clothing store
- Shoe store
- More dining
- Floral shop
- Nice community restrooms (Nebraska City and Plattsmouth are examples)
- Have enough banks
- Grocery stores are good

Barriers to Growth

- Lack of incentives to develop (from a financial standpoint)
- Lack of a common vision for the community
- Cost of infrastructure
- Unwillingness of landowners to sell land for development
- Locations for housing are limited
- Resistance to change
- Hard to compete with Norfolk (amenities and higher paying jobs)

- Private companies need fiber optic and bandwidth
- Infrastructure – ongoing process of updating sewer and water

Magic Wand

- Higher paying jobs - industry
- Dilapidated homes and properties fixed up
- Subdivision with larger homes
- Community master plan with incentives to invest
- Downtown 4th Street plaza--safer and more appealing programmable space



Housing Focus Group

Housing is an important component of the Madison Comprehensive Plan. Throughout the entire public involvement process housing was one of the major topics of concern. It is very evident that the demand for housing in Madison greatly exceeds local supply. Community members and city leaders wish to promote housing development to retain those that are currently living in Madison and also provide housing to those who desire move to the community.

Community Strengths

- City employees
- Transportation system
- Fire and rescue
- People of the community
- Library
- School system
- Parks and recreation
- Nursing home
- Banks
- Dental and medical service available
- Residents can get almost everything they need in town

Community Weaknesses

- Lack of commerce
- Community undersells itself
- Housing has not been kept up-to-date
- Tension caused by cultural differences
- City needs diversified leadership and involvement
- Lack of available lots
- Politics - divided - need a vision
- Lack of code enforcement and consistency with nuisance properties - need public education
- Aging downtown buildings

Housing Problems

- Huge lack of housing
- Some houses with 2-3 bedrooms have about 3 families living them
- Need code enforcement/education
- Clean up days that city does are a good idea, but could possibly be more frequent
- Local wages need to be higher
- Retirees are not staying here
- Can't get away from the smell

- Can't agree on what is needed – need a vision and confidence
- The state of the trailer court is a problem- nothing is salvageable- too dilapidated
- Landlocked- floodplain and owners unwilling to sell land
- Extremely expensive to build
- Hard for carpenter and contractors to keep good help- have to pay higher to keep them

Housing Needs

- Type of housing needed- EVERYTHING
  - Workforce housing
  - Market rate housing (people who would stay because values would stay high)
  - Single family, adjoined housing (duplexes & townhomes), and multi-family
- Senior/ retirement housing – maintenance free – would be good near senior center
- $75K-175K price range young families and young professionals
- $75K and lower for Tyson workforce
- 66 x 132 is current standard lot size in Madison but modern day lot size is 120-125 feet across
- A renters association to ensure proper maintenance of rental properties

Amenities Needed for Market Rate Housing

- Using two lots instead of one to accommodate modern size home
- 4 bedroom/ 2.5 bathroom / 3 car garage / full basement

Magic Wand

- Community unity and vision
- Reservoir (for fishing, camping, boating)
- More daycares
- Community foundation
- More hike/bike trails
- Businesses with high paying jobs
- Code enforcement and cleanup of properties



Spanish Speaking Focus Group

Hosting the Spanish Speaking Focus Group Meeting provided a wonderful opportunity to hear the unique perspective of the Spanish Speaking community. The community members in attendance were able to provide valuable insight into the Latino community's general views of living in Madison, problems that arise, and opportunities and new ideas for the community to consider.

Community Assets

- Small and peaceful town which is good for families and safe for kids
- It is a friendly community where everyone know one another

Community Weaknesses

- Discrimination
- Language barrier
- Lack of communication within the community
- Police are helpful but need more bilingual officers
- Not enough housing - would like to see all types of new housing--apartments, duplexes, houses
- Need more indoor recreation opportunities (like a YMCA) with an indoor swimming pool
- Available spaces to locate businesses are unknown to those wanting to start a business

How to better engage the Spanish Speaking Population

- Invitations to events and letters in Spanish
- Better communication throughout businesses
- Interpreter within city hall so Spanish speakers can communicate with city
- Churches (with Spanish speaking attendees) are willing to post notices
- Coordinate times of meetings better with shifts at Tyson
- Also locations of meetings, people would be more willing to have a meeting at their church instead of city hall (intimidating)

Services already available to Spanish Speaking Population

- Bank
- Clinic
- School (interpreter immediately available)
- It is harder for adults in the community to learn English



Desired Services to be offered to the Spanish Speaking Population

- A doctor in the clinic that speaks Spanish
- Recreational facilities for kids, especially during the winter

Transportation

- There is no public transportation
- Some don't own a car and have to look for rides to work, Wal-Mart, etc.

Remain in Madison?

- Stay for family- small town and quiet, good environment and sense of community
- There are job opportunities - many people stay because of the Tyson plant
- People move away because of better opportunities
- Some live in Madison and commute Norfolk for work

Other Ideas

- Need more restaurants
- Businesses need better hours
- Put on a Latinos Day
- A "Community Night Out at the Park" would help bring people together

Magic Wand

- Better opportunities for bringing new businesses to Madison
- Madison needs some sort of unique draw to the city, such as an attraction of some sort
- Public gathering space
- Grills in the park
- More seating in parks
- Smaller picnic shelters to accommodate more small groups



Town Hall Meeting

During the evening of March 14, 2016, a town hall meeting was held in Madison to solicit community input from the public at-large. This input was aimed to guide the direction and recommendations of the Madison Comprehensive Plan update.

Community Strengths

- Location
- Transportation - Highway 81 and Railroad access
- Tyson
- Financially sound city
- Schools
- Churches
- Low crime rate
- Parks
- Power generation
- Hard working people
- First responders
- County seat
- County fair
- Courthouse
- Good relationship with county

Weaknesses

- Building codes and enforcement
- Floodplain
- Housing needs
- Not working together
- Communication with residents
- Terrain
- Cultural barriers and generational differences
- Involvement
- Workforce
- Youth recreation
- Entertainment
- Tyson

Housing

- Need all types of housing
- All sizes and shapes of single family homes

- Would like to see housing all the way out to Morrissey Motor Company
- There is an upward mobility of people - transient community is staying and making upgrades
- Need better code enforcement for property maintenance and community education
- Community needs a vision
- Need shovel-ready residential and commercial lots
- Spec buildings
- City should help in some way with housing - possibly provide land for developers
- Need to take advantage of current low interest rates and low employment
- More flexible zoning
- Explore TIF as a possibility
- Bank involvement and assistance

Barriers to Housing and Commercial Growth

- Negativity
- Resistance to change
- Lack of availability to land
- Lower income families are unable to find a mortgage
- Tax base is too high to pursue LB840- but there is still a way because it's a vote of the people
    - Neligh is an example -look into as a possibility

Transportation

- Intersection of Highway 81 and Highway 32 is very dangerous
- Possibly reclassifying roads
- West side of Highway 32 needs to be wider - the curve is not good for trucks

20-Year Vision

- Highway is dangerous need a solution, too many at-grade intersections
- Entrance signage
- Housing ADA accessible housing
- Market rate housing

Services and Businesses

- Restaurant/cafe
- Multi-cultural shops
- Internet (on its way!)

Magic Wand

- Diversification of jobs/employment
- Safe way to get on and off the Highway
- Housing development
- Take "jog" out of Highway 32
- Continue to redevelop downtown
- Sidewalks - complete throughout town
- Expansion of trail system
- Investment group - build 5-7 spec homes

4

Achieve *madison*

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4 Achieve *madison*

[section 4.1]

INTRODUCTION

The Achieve Chapter is a guide for the future direction of the community. This includes the analysis of the Profile Chapter and the dreams of the Envision Chapter. In order to promote a high quality of life while growing the population base, the main emphasis of the Madison Comprehensive Plan is to provide an opportunity for new housing options, desirable job growth, and quality of life improvements.

Madison's proximity and connectivity to both Norfolk, and to some extent, Columbus, provides unique opportunities and constraints. The opportunity to capitalize on the quality of life and economic development opportunities have fueled its growth over the past several decades. However, a perceived lack of job opportunities, combined with the barriers for housing development have hindered Madison's ability to maximize growth and development. This chapter will begin to address the community's strategy for capitalizing its unique opportunities and addressing community constraints.

[section 4.2]

POPULATION PROJECTIONS

While future population growth will certainly fluctuate based on trends outside of the community's control, population projections provide an important baseline to direct policy implementation. Population projections are important to plan for future needs of community infrastructure, employment, and housing. Planned and phased investments in these areas are a prerequisite for population growth.

Projecting population growth can be a difficult task for a community with the growth demands of a greater economic region. Communities competing for housing development make setting trend lines difficult. Madison's ability to draw growth from larger communities creates external growth demands and leakages that other communities the size of Madison may not experience. Because of this relationship, the community's ability to grow is largely based on its ability to provide adequate housing and job opportunities.

Trend Line Projection

Over the past thirty years, Madison has averaged a 7.8% growth rate each decade. The trend line analysis projects this growth trend over future decades.

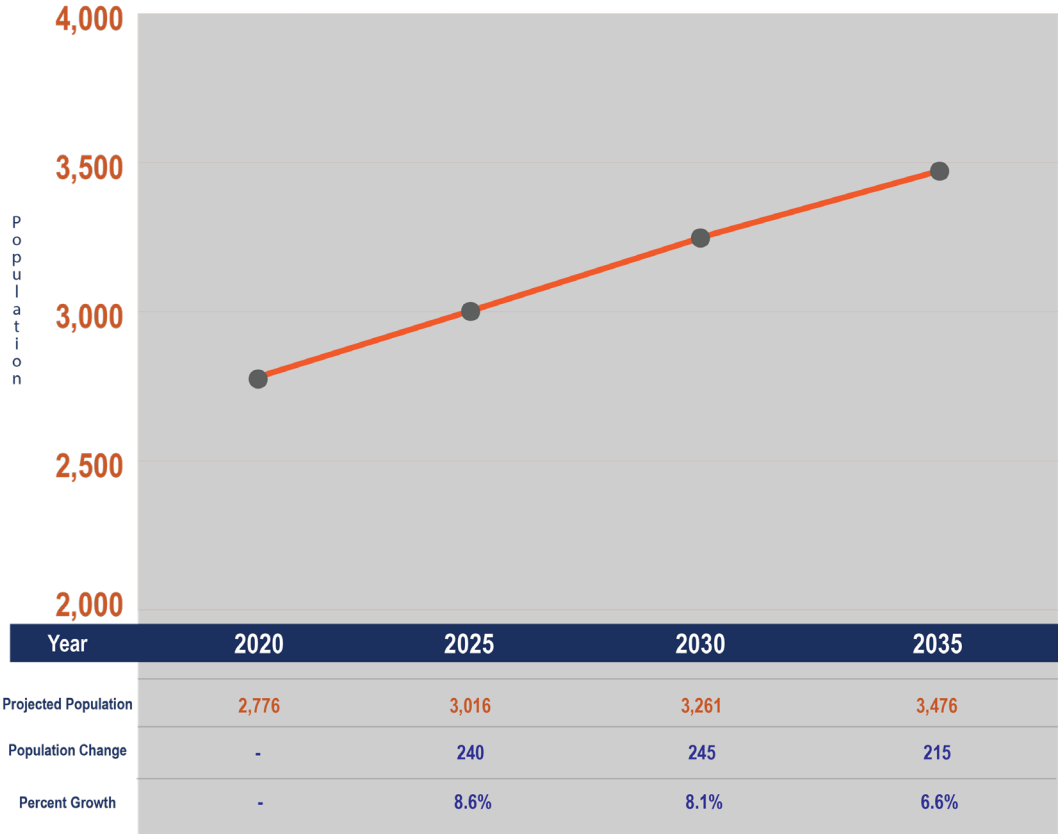
Cohort Survival Projection

Cohort survival projections are utilized to project an existing population's growth potential. A cohort survival projection uses local birth and death rates, combined with net migration rates, associated to each five-year cohort and gender. These formulas are utilized to comprise each cohort's growth or decline in each five-year span.

Table 4: Trend Line Population Projection

Year	1980	1990	2000	2010	2020	2030	2040
Population	1,950	2,135	2,367	2,402	2,589	2,791	3,009
Rate		9.5%	10.9%	1.5%	7.8%	7.8%	7.8%

Figure 27: Cohort Survival Projection



Housing Projection

The number of housing units required to house Madison's projected population growth is calculated based off the current occupancy rate for each form of housing tenure. Owner-occupied and renter-occupied units make up the forms of housing utilization in a community. The ratio of owner to renter units, combined with the average household size for each form of tenure equate to the total number of owner and renter housing units required to house Madison's projected population.

Table 5: Madison Projected Housing Needs

	2010*	2020	2025	2030	2035
Owner Population	1,684	1,919	2,084	2,253	2,401
Renter Population	589	858	932	1,008	1,074
Owner Units	558	639	695	751	801
Renter Units	202	295	321	347	370

*Decennial Census

[section 4.3]

FUTURE LAND USE

The Future Land Use component focuses on the development of Madison as it expands and redevelops within the corporate limits as well as its extraterritorial jurisdiction. The existing land use conditions and analysis were covered in the previous Profile chapter of the Comprehensive Plan.

Coinciding with potential development outside the corporate limits, Madison must focus on maximizing opportunities within its boundaries via infill developments. The objective to supply alternative housing options is consistent with the nationwide changes found in household and population demographics. Additional housing options will assist the city in facilitating a growing and diverse population and ease residential demand and backlog.

Comprehensive Plans generally project into a twenty-year time period with Future Land Use as an important component of the document. Future Land Use resembles the desires, wishes, and collective ideas of participating citizens. The Future Land Use Map (Figure __) resembles those intentions with a long-range view and will be used as a guide for best land use choices. Variables and unforeseen changes may change this map.

The Future Land Use Plan was developed in a way that recognizes the opportunities for growth in the area. The plan was established to encourage development contiguous to the city's corporate limits and to maximize the ability to grow and develop around the floodplain. The Highway 81 transportation corridor is a highly trafficked expressway. Commercial growth will naturally gravitate to this corridor to capture that traffic. As Madison grows and extends its corporate limits through annexation, the Future Land Use should be evaluated and updated to take advantage of additional opportunities for development that may benefit the community.

The Future Land Use Plan assists the community in determining the type, direction, and timing of future growth. The criteria established in the plan reflect the following:

- The current use of land within and around the community
- The desired types of growth, including location of growth
- Physical characteristics, as well as strengths and constraints of future growth
- Current population and economic trends affecting the community

The Future Land Use designations are based upon Madison's current land uses and the desired intentions for community growth. Future Land Use plans apply a best-use strategy that includes natural and man-made limitations. A simple example is identifying the floodplain boundaries and using this land with low impact uses, like agricultural, open space, or park designations.

There are nine general land use categories used to define different use types, characteristics, and densities. These categories have been chosen to reflect the basic use and intensity to which land in the city and its jurisdiction is proposed to be developed. While the categories define land uses, they are intended to do so in a very general way; these land use categories are the basis for the zoning districts, but they are not the same as zoning districts. Any number of zoning districts may be appropriate in a single land use category.

Future Land Use Categories

Agricultural

The agricultural land use is intended to accommodate continued agricultural uses while allowing

for residential acreages with lower intensity land uses. The designation is applied to determine that the land is best utilized as productive farmland until such a time that it can be served with city infrastructure and utilities. Until this time, land uses are typical served by individual, or community, water and septic sewer systems. Characteristics of the agricultural category include:

- The location of agricultural land is found surrounding the outer limits of contiguous urban land use and is typically less accessible to the transportation network.
- Accessory buildings are a at larger scale than residential uses.
- Uses with this area include agricultural, single- family residential, parks and recreation, open space, and associated accessory uses.
- Typical zoning includes the Agriculture District (AG) and Residential Transition District (RT)

Residential

The residential land use area is intended for a broad range of residential development densities. This category represents one of the most common land use types, located throughout the community and may be in the extra-territorial jurisdiction. Characteristics of the residential land use category include:

- Located adjacent and contiguous to existing development to provide convenient access to transportation routes, commercial areas and job centers, community facilities, and public services
- Accessory structures should be limited in size to reinforce compatible growth.
- Pedestrian connectivity is a priority. The public sidewalk and trail system should provide ample opportunities for residents to walk to destinations and for recreation.
- Lower density residential areas will include densities ranging from one to eight dwellings per acre, with higher density residential areas exceeding five dwelling units per acre.
- Uses within this area include single-family and two-family residential dwellings, parks and recreation, and public and quasi-public uses.
- Diverse residential construction styles should be allowed, including units with varying numbers of bedrooms, unit/complex size, and live/work units.
- Higher density, multi-family uses should be located as a transition between lower density residential areas and commercial uses.
- Uses within the area include single-, two-, and multi-family dwellings.
- Typical zoning includes:
    1. Agriculture District (AG)
    2. Residential Transition (RT)
    3. Single Family Residential (R1)
    4. Medium Density District (R2)
    5. Multiple Family District (R3)
    6. Mobile Home District (MH)

Commercial

Commercial uses may very widely in their intensity of use and impact, varying from low intensity offices, to more intensive uses such as gas stations, restaurants, grocery stores, or automobile sales/repair. Parking lots are usually shared by adjacent uses. Areas designated as commercial in the land use plan may not be appropriated for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all elements of the Comprehensive Plan. Characteristics of the commercial category include:

- Located throughout town, the intensity of particular uses should be suited to the character of the surrounding area.

- Larger, more intense commercial developments should be located nearer to transportation arterials.
- Neighborhoods should be served by small-scale commercial developments, providing uses that serve the convenience and daily needs of nearby citizens
- Commercial businesses of all types and sizes should be designated at a pedestrian scale.
- Commercial areas shall be connected to residential neighborhoods by sidewalks and/or community trails.
- The design and exterior surface treatments should reinforce existing development patterns. In newly developed areas, design themes should strengthen the overall image of the development consistent with the character of Madison.
- Landscaping berms, fences, and setbacks should be used to visually screen and buffer commercial uses from residential uses, while still providing opportunity for connectivity with adjacent residential areas.
- Typical zoning includes:
    1. Agriculture District (AG)
    2. Light Commercial District (C1)
    3. Central Business District (C2)
    4. Highway Services District (C3)

Industrial

The industrial land use area focuses on the light to heavy industrial designation. Location of these uses are important, as accessibility to major streets and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Careful consideration shall be given before designation of any industrial uses so as not to encroach upon, or conflict with, less intensive uses, or detract from important new corridors. Characteristics of the the industrial designation include:

- Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, proximity to transportation arterials, and lot sizes necessary to accommodate initial development and potential future expansions.
- Significant landscaping and buffering should be utilized to screen industrial uses from view of adjacent, non-industrial land uses as well as transportation and view corridors.
- The design and exterior surface treatments should reinforce existing development patterns of neighboring areas.
- Strict control over signage, landscaping, and design is necessary for site design to provide adequate buffer from adjacent land uses and transportation corridors.
- Uses within this area include warehousing, distribution, manufacturing, assembly, production companies, employment centers, self-storage facilities, and other similar uses, with complementary accessory uses.
- Typical zoning includes: the Agriculture District (AG) Highway Services District (C3) and the Industrial District (I)

Public/Quasi-Public

The public/quasi-public land use areas are intended to provide easy, convenient access for common activities of residents. Areas identified on the Future Land Use Map tend to be existing developed uses. Speculative identification of public/quasi-public land uses can artificially inflate the underlying land value to the detriment of city finances and services. In addition, not all existing or proposed public and/or quasi-public land uses are identified by way of the designations since these uses are typically allowed or exempt from most zoning districts regulations. Characteristics of the public/quasi public land use areas include:

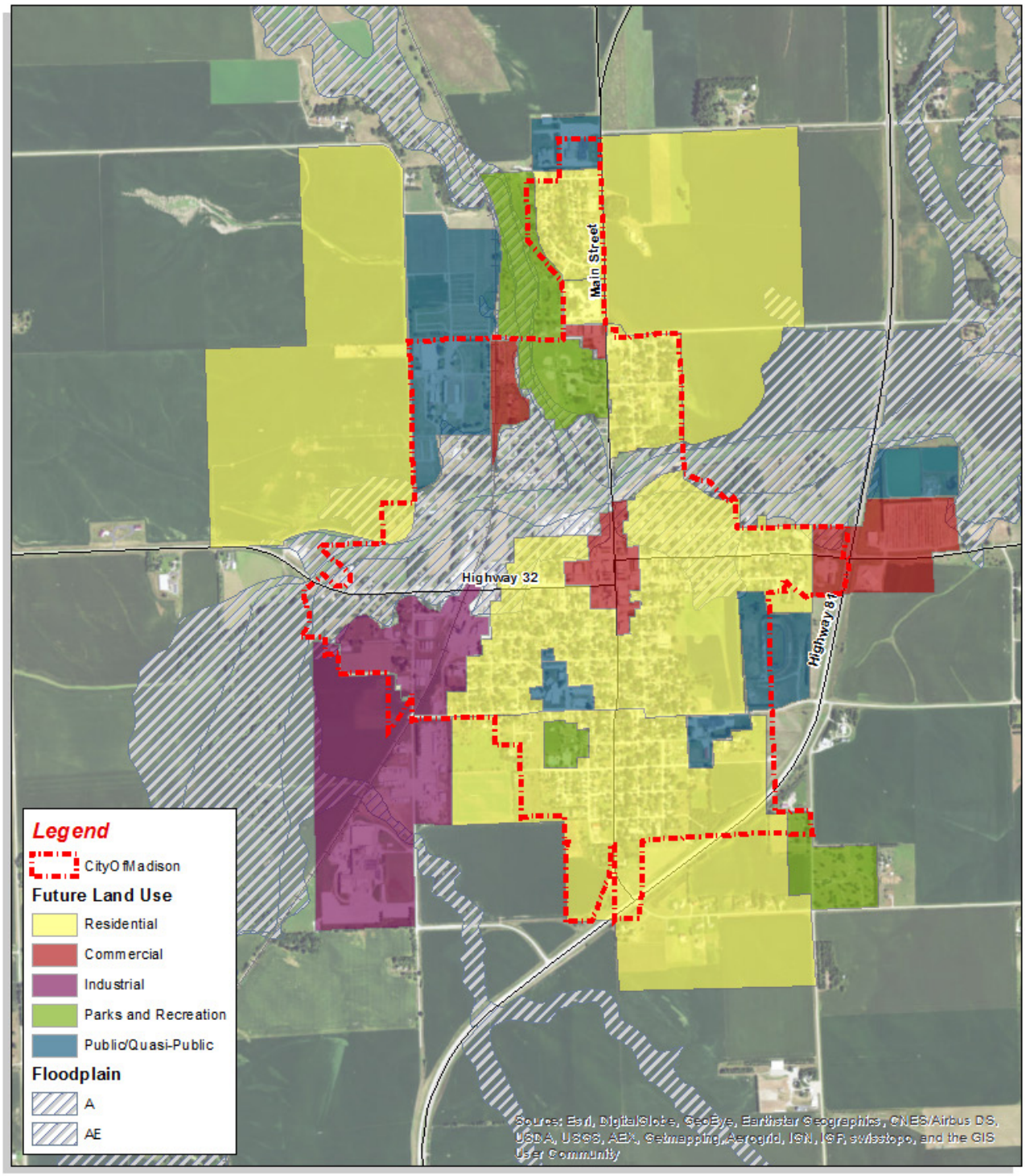
- Located throughout the community, near activity centers and major streets.
- Located in areas that provide an opportunity to share facilities between uses, such as a library, park, community center, or post office.
- Uses within this area include public facilities, municipal property, hospitals, and schools.
- Structures should model appropriate architectural design elements, high quality construction techniques, and appropriate materials and finishes.
- All zoning districts may apply.

Parks and Recreation

The parks and recreation land uses area accommodates property intended to benefit the public by remaining undeveloped as open space or improved as parks or facilities. Areas identified on the Future Land Use Map tend to be existing park facilities or dedicated open space. Speculative identification of parks and recreation uses can artificially inflate the underlying land value to the detriment of city finances and services. In addition, not all existing or proposed parks and recreation land uses are identified by way of the designation since these uses are typically allowed or exempt from most zoning district regulations. Characteristics of the parks and recreation category include:

- Located throughout the community for easy access or appropriate to the function served.
- Uses within this area include parks, passive and active recreation areas, athletic fields, trails, natural areas, as well as drainage and flood control infrastructure such as detention/retention facilities, drainage swales, and floodplain areas.
- All zoning districts may apply.

Map 3: Madison Future Land Use Map



Madison Comprehensive Plan

Future Land Use

0 0.175 0.35 0.7 Miles

Created By: K. Andersen
Date: May, 2016
Revised: January, 2016
Software: ArcGIS 10.2
File: 150602.00

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[section 4.4]

TRANSPORTATION SYSTEM PLAN

The future transportation plan is the collective result of the intentions and predictions of where Madison will develop and logical areas for city investment. The Future Land Use is the basis for developing the future transportation network in and around Madison. The success and viability of development in Madison is dependent on the connectivity of land uses both within the community and on a regional basis.

Transportation Relationship to Land Uses

Commercial Land Uses

Commercial uses and activities are most sensitive to accessibility since their survival often depends upon the ease with which potential customers can identify and access their location. The availability of convenient parking is also a concern and demand of potential customers. Therefore, commercial land uses are generally located along transportation corridors, key intersections, and clustered within a business district. Clustering commercial uses is an advantage, allowing for traffic control, shared parking, and pedestrian connectivity.

Residential Land Uses

Residential uses are very sensitive to traffic patterns. Commercial and industrial traffic should not travel through residential areas in order to access their destination. In residential areas speeds are slower, and roads are typically narrower to encourage safer driving habits. Pedestrian safety is a priority when planning transportation routes through residential areas.

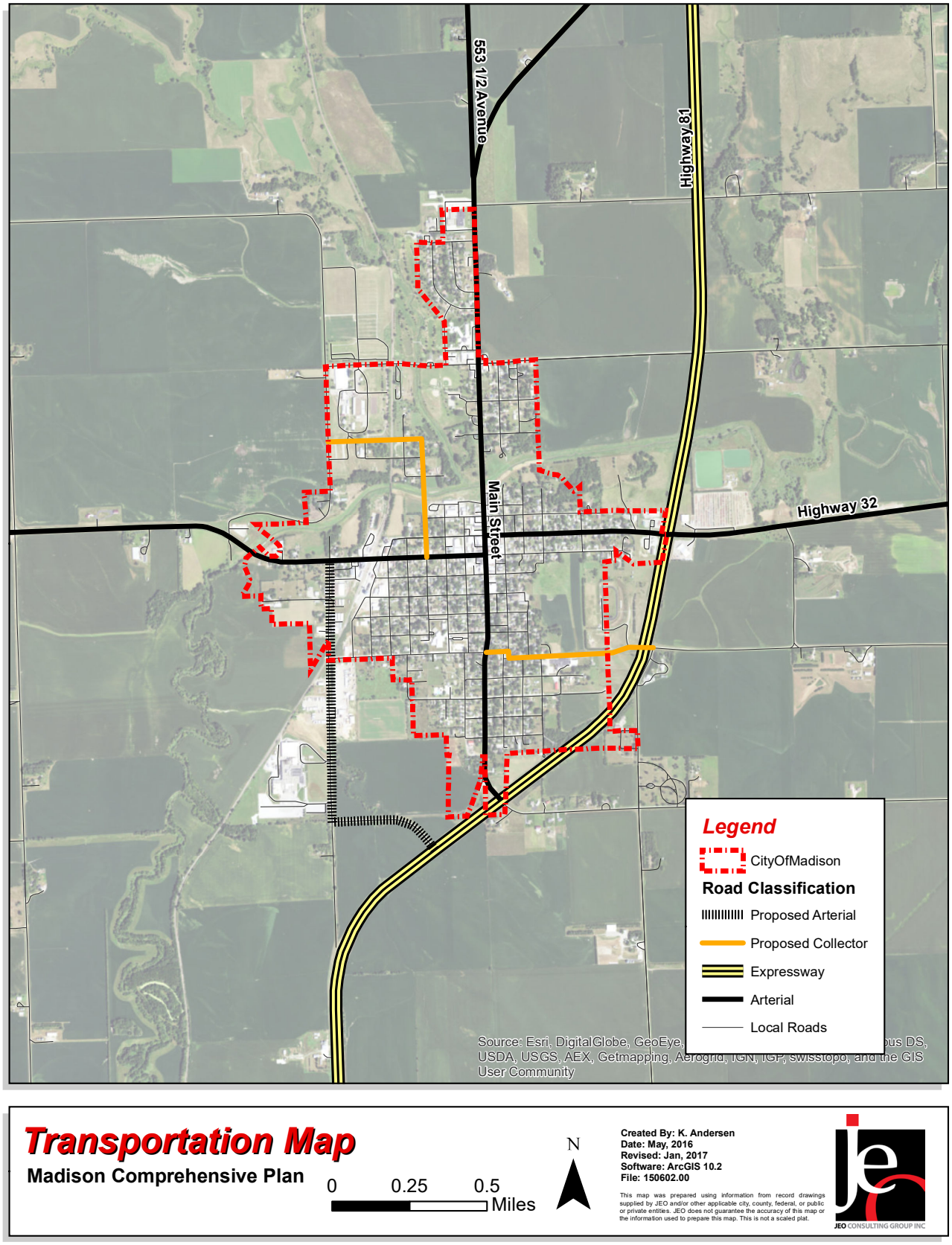
Industrial Land Uses

Industrial uses are highly dependent on transportation access. While visibility is not as critical for an industrial business, such uses often need access to more specialized transportation facilities such as highways, and reinforced roadways built for heavy truck traffic. Surrounding land uses must not be adversely affected by the heavy-duty and intense traffic circulation of service and delivery vehicles.

Public Land Uses

Public uses, such as city offices and parks, also require efficient and clear access routes. The public should be able to locate and utilize public services and facilities without difficulty. Facilities such as schools, community centers, and regional parks may generate significant traffic loads, especially during events, and need to be located near arterial streets. Trail and pedestrian accessibility to these public uses is also very important and trails should be designed to connect such uses to residential areas of the community.

Map 4: Madison Transportation Map



Transportation Map

Madison Comprehensive Plan

0 0.25 0.5 Miles

N

Created By: K. Andersen
Date: May, 2016
Revised: Jan, 2017
Software: ArcGIS 10.2
File: 150602.00

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Transportation Plan

The Transportation Plan identifies the existing transportation network as well as any potential improvements necessary to reflect growth identified in the Future Land Use Plan. Madison's planned growth occurs along existing transportation corridors that would not likely require any reclassification of roads to serve growth.

Future Street Classifications

Streets are classified based upon the function they serve. All streets fall within one of four classifications. Utilizing street classifications allows a community to examine their transportation system and identify weaknesses. Using a hierarchical classification system, street facilities and improvements can be planned to address existing and future transportation needs as well as influence land use patterns. As an alternative transportation option, trails are also identified within the Proposed Transportation Plan.

Expressway

Expressways provide a high degree of mobility, limiting access to only major streets with at-grade or grade-separated interchanges. US-81 is the Expressway classified street running through Madison's jurisdiction.

Arterials

Arterial classified streets permit traffic flow through urban areas and between major destinations. Madison's existing arterials are Nebraska Highway 32, Main Street, and 553 1/2 Avenue. Highway 32 is regulated outside of the city's jurisdiction, which can limit access and activity within the right-of-way. Arterials are characterized by heavy traffic volumes. When new development fronts on an arterial street, frontage roads may be required for safe and efficient access.

Madison's proposed arterials are 827th Road and 553rd Ave to service heavy industrial traffic to and from Tyson Foods and other designated industrial areas of the community.

Collectors

These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Collector streets also provide more direct routes through neighborhoods for use by transit, pedestrians, and cyclists. Moderate to low traffic volumes are characteristic of these streets.

Madison's proposed collector streets are East 8th Street to service heavy peak traffic volumes to the elementary school and event areas; and North Jackson Street/ 4th Street to better-connect northern portions of the community and the County Fairgrounds.

Local streets

Local streets are composed of all lower order facilities that essentially serve as a conduit between abutting properties and higher order streets. Local streets provide the lowest level of mobility in terms of vehicular speeds, and generally exhibit the lowest traffic volumes.

[section 4.5]

COMMUNITY GOALS

To fully realize the vision established by public participation, a community must enact goals and policies to guide governance and investment. The Comprehensive Plan Committee established these broad-based goals to structure the policy statements and guide the growth of the community. These general goals were developed with the results stemmed from the input of the community in the Envision Madison participatory process and any unfulfilled community priorities from previous planning processes.

A goal is a broad statement with various aspects of community development. A goal indicates the state or condition that the citizens of the community wish to attain over a period of time, typically several years to a decade.

A policy is a necessary and actionable item to be accomplished as a step or the step in fulfilling the stated goal. These policies should be utilized by Madison leadership to guide governance, development review, and community investments. Specific task-oriented objectives and action steps will be detailed in the Implementation chapter of the Comprehensive Plan.

The following categories represent the general goals to guide Madison's growth:

Housing Goals

- Increase the number of available multi-family units in the community with a target of three new units per year.
- Increase the number of single-family homes available in the community with a target of three new units per year.
- Preserve and improve the condition of rental housing units in the community.
- Preserve and improve the condition of owner-occupied housing units in the community.
- Provide low-to-moderate income families access to down payment assistance and/or other gap financing options.
- Provide different types of housing options for senior citizens.

Land Use

- Acquire land for housing development.
- Explore developing flood control infrastructure to remove southwest industrial area out of the 100-year floodplain.
- Explore zoning regulations to allow more flexibility in housing and economic development in the community core.

Economic Development

- Explore options for child-care facilities available for Madison residents and workforce.
- Facilitate the establishment of a local investment club for housing and economic development capital.

Utilities and Infrastructure

- Extend utilities and infrastructure as an incentive for housing and economic development.
- Develop a sidewalk implementation program in neighborhoods with incomplete sidewalk networks.

Parks and Recreation

- Develop more trails in the community.





5

Implement
madison

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5 Implement *madison*

[section 5.1]

INTRODUCTION

Implementation refers to the objectives, policies, and actions that have been identified to carry out the vision of this comprehensive plan update. It includes actions designed to improve the long-rage planning process, strengthen links between the plan and capital improvement budgeting, establish a process reporting system to monitor the progress, and schedule for updating and amending the plan in the future.

[section 5.2]

VISION IMPLEMENTATION PLAN

Goals, Objectives, and Action Steps

Here we outline the goals, objectives, and action steps for the entire comprehensive plan. Objectives and action steps give more detail and describe the actions needed to achieve the desired goals of the community. Objectives are part of the value system linking goals with action steps and they define the broader goals with more detailed descriptions. The adopted action steps synthesize the information from the existing profile of the community and the public input from the visioning component of this comprehensive plan. Action steps are a means to achieve the goals established by the community and they imply a clear commitment to Madison's future development.

Housing

Housing Goal 1

Increase the number of available single-family homes in the community with a target of three newly constructed homes per year.

> ***Three homes per year was identified as a community goal that will help fulfill the housing needs of Madison's population projections over the course of the planning period of this Comprehensive Plan.***

OBJECTIVE #1: PROVIDE AN ENVIRONMENT THAT ENCOURAGES AND PROMOTES RESIDENTIAL DEVELOPMENT IN MADISON

- Review the current Housing Study and review the recommendations and action plans as to whether they are still applicable to the current market.
- In conjunction with the school district, prepare marketing materials that

highlight the strengths of the community and attractiveness to potential new residents.

- Hold a Housing Developers/Builders Summit to discuss housing demand opportunities and local policies.
- Actively solicit potential housing developers within the region.
- Review the Subdivision Regulations for applicability with desired development standards.
- Develop public/private partnerships, where necessary, to facilitate new housing development.
- Consider all public financing options that may be used to promote, incentivize, and stimulate housing development on infill properties and new developments including the use of TIF.
- Prepare an inventory of available infill properties and the desired housing types and sizes for each.

Responsible Groups/Agencies
Joint Planning Commission, Community Development Committee, Norfolk Area Habitat for Humanity, City Council

Potential Resources
Nebraska Department of Economic Development, USDA - Rural Development, Nebraska Investment Finance Authority, Tax Increment Financing

Housing Goal 2

Increase the number of multi-family units available to residents in Madison.

Multi-family units were agreed to be a method to provide affordable housing alternatives in Madison. Local rental opportunities can cater to young individuals and families, as well as senior citizens looking to downsize from home ownership. This type of transitional housing is an important opportunity for sustaining population growth.

OBJECTIVE #1: INCREASE THE NUMBER OF MULTI-FAMILY UNITS WITH A TARGET OF UP TO THREE NEW UNITS PER YEAR

- Analyze the building stock and projected opportunities/needs for multi-family housing in and around Madison.
- Facilitate a series of discussions with key housing stakeholders to discuss the opportunities and constraints of developing multi-family units in Madison.
- Review existing zoning regulations to remove any barriers towards the development of desired multi-family units and their location within identified areas of the Future Land Use Plan.
- Acquire options and/or purchase agreements for land identified as opportunities for multi-family housing.
- Market the prioritized opportunities and results of the current Housing Study to area developers; including financial incentives such as tax increment financing (TIF) to encourage a leveraged investment for infrastructure improvements necessary for development.

Housing Goal 3

Reinvest in the existing housing stock to support population growth.

The community and committee consensus agreed that the existing housing stock in Madison is in need of improvement. In order to balance new development, opportunities for redevelopment and rehabilitation of deteriorating housing units should be promoted.

OBJECTIVE #1: PRESERVE AND IMPROVE THE CONDITION OF EXISTING OWNER- AND RENTER-OCCUPIED HOUSING UNITS IN THE COMMUNITY

- Utilizing numerous methods, including self-reporting, nuisance complaints, surveys, and foreclosures, identify the number of units needing rehabilitation
- Create incentive package of available funding resources including: state and federal resources, lending funds, and property owner's equity
- Implement systematic improvements according to funding agencies' guidelines
- Establish a volunteer-labor pool to assist in voluntary home improvements for low-income, elderly, or handicapped owners
- Develop and maintain nuisance abatement and property maintenance ordinances that include a third-party, or task-force review of properties and assesses property owners for cleanup and improvements
- Continue to secure grants/financial assistance to develop both owner and renter housing rehabilitations/repair programs for low and moderate income households to upgrade their homes to minimum housing quality standards
- Promote maximum energy efficiency housing standards and provide/promote incentives for implementation

Responsible Group/Agencies
Appointed Building Inspector; Central Nebraska Economic Development District; Housing Authority; Churches and Faith Community; City Administration, Planning Commission, City Council.

Potential Resources
Nebraska Department of Economic Development; Nebraska Investment Finance Authority; Nebraska Energy Office; General Funds; LB840 Funds; Private Cash/In-Kind Fundraising

Housing Goal 4

Facilitate the investment into home ownership for Madison families.

With a high ratio of rental to owner-occupied households, Madison should work to help families transition into home ownership. The investment in owning a home will create wealth-generation opportunities and neighborhood stability.

OBJECTIVE #1: PACKAGE APPROPRIATE FORMS OF HOUSING ASSISTANCE FOR POTENTIAL HOMEOWNERS IN NEED

- Market and conduct community outreach to educate families on the availability of down payment assistance.
- Provide homeownership education classes to prepare families for owning a home.
- Assist low-to-moderate income families to transition from renting to home ownership.

- Educate renters on programs available to assist them in purchasing a home.
- Enlist the support of local businesses and industries, as well as other key stakeholders to help promote the benefits of homeownership
- Continue to seek support from other funding programs (CDBG, USDA, etc.) to offer additional financial assistance for families

Land Use

Land Use Goal 1

Acquire land for housing development.

Looking to catalyze additional housing development, the Advisory Committee sought a more proactive approach to housing development. By acquiring land, the community or a partner can directly develop or offer land at a premium to lower the investment cost for private development.

OBJECTIVE #1: EVALUATE AND PRIORITIZE POTENTIAL GROWTH AREAS ON THE COMMUNITY PERIPHERY

- Utilizing the Future Land Use Plan, identify land areas in preferred growth areas
- Evaluate land areas based on their proximity to existing infrastructure, transportation connectivity, and environmental factors for their ability to be marketed and developed
- Identify and communicate intent to landowners, community investors, and partners to evaluate the option or acquisition cost of land areas.
- Prioritize land areas on their ability to be acquired and developed as well as commitment from project stakeholders.
- Procure the services of the city engineer for cost estimates of infrastructure extension to prioritized areas.
- Perform a cost-benefit analysis to determine the economic impact of the infrastructure extensions based on potential development.

OBJECTIVE #2: SECURE CONTROL OF PRIORITIZED SITES

- Negotiate the sale or option for purchase with willing landowners.
- Develop preliminary design plans for expansion.
- Solicit political/public support for the development and construction of necessary infrastructure extensions.
- Prepare plans and specifications for infrastructure
- Hold a stakeholder meeting to solicit comment on the project designs.
- Make necessary revisions.
- Finalize plans and specifications.
- Program of public funds for the construction of the project.

OBJECTIVE #3: UNDERTAKE LONG-TERM IMPROVEMENTS AND EXPANSIONS TO THE UTILITY SYSTEM IN THE COMMUNITY.

- Utilize the City Engineer to evaluate the physical condition and capacity of the utility system in Madison.

- Meet with major utility users in the service area to determine their future needs, concerns, and expectations.
- Calculate the impact of recommended upgrades on the projected utility rate.
- Utilize the Capital Improvement Plan to coordinate underground utility upgrades and establish subterranean utility priorities.
- Secure appropriate financing to make long-term improvements to the subterranean utility system, coordinating electric improvements with fiber-optic conduit and other utility upgrades.
- Authorize the City Engineer to proceed with plans and specifications for long-term improvements.

Responsible Group/Agency
City Administrator, City Engineer, Utilities Department, Property Owners, Norfolk Area Economic Development Corp., Community Investors, City Council

Potential Resources
General Funds, Capital Improvement Budget, Municipal Bonds, CDBG, USDA-RD

Land Use Goal 2

Explore developing flood control infrastructure to remove southwest industrial area out of the 100-year floodplain.

The southwest industrial area presents a prime industrial development opportunity that is currently restricted by the Union Creek 100-year floodplain. Removing this barrier presents land accessible by highway and rail, optimal for industrial investment.

Objective #1: Conduct feasibility study to determine the effectiveness of flood-control infrastructure

- Procure the services of a professional engineer that specializes in water resources planning and design.
- Conduct the field work to prepare the feasibility study.
- Identify conceptual improvements (structural and non-structural), preliminary estimate of quantities, probable opinion of cost and potential funding sources to improve the functional utility of the area.
- Consider the permit implications of each alternative.
- Consider parcel level mitigation for flood reduction.
- Review the preliminary study with the city, local residents, affected property-owners, Madison County, Lower Elkhorn Natural Resources District and the U.S. Army Corps of Engineers. The meeting could be conducted as an open house with residents invited for input and comments or during a regular City Council Meeting.
- Based upon input and comments received from stakeholders, revise the evaluation report and prepare the final report.
- Develop a Cost-Benefit Ratio on all selected alternatives.
- Select a course of action.

Objective #2: Determine project partners' interest and financial capacity to undertake the Project.

- Determine each partners' proportional share of project costs.
- Identify local, state and federal resources (grants, loan, and statutorily-authorized programs) that may be available for improvements share of the project into the municipal budget and C7apital Improvements Plan.
- Maximize project impact by leveraging local funds with outside resources and statutorily-authorized programs.
- Secure appropriate financing to construct project improvements.

OBJECTIVE #3: CONSTRUCT THE IMPROVEMENTS.

- Continue ongoing political/public support for the project.
- Package the funding required to implement the project.
- Bid phase to include advertising, letting and contract award to lowest responsible/responsive bidder.
- Undertake construction related activities.
- Complete construction and project close-out.

Responsible Groups/Agencies
City Council, Property-Owners, Local Business-Owners, Madison County, Norfolk Area Economic Develoment, Lower Elkhorn Natural Resources District, and the U.S. Army Corps of Engineers.

Potential Resources
City Funds, Municipal Bonds, Special Assessments, Local Option Sales Tax, Joint Public Agency Act, Lower Loup Natural Resources District Cost-Share Program, Federal Emergency Management Agency's Pre-Disaster Mitigation Program, and U.S. Army Corps of Engineers Programs.

Economic Development

Economic Development Goal 1

Explore options for child-care facilities available for Madison residents and workforce.

The lack of daytime child-care facilities has been a barrier for workforce development and corresponding economic development. Without adequate options for child care, often times one parent is forced to stay home to provide care. Creating additional options allows dual income families and a more productive workforce.

OBJECTIVE #1: ESTABLISH A COMMITTEE OF STAKEHOLDERS TO EXPLORE AND EVALUATE ALTERNATIVES FOR DAYTIME CHILD CARE.

- Create a committee that can work with the City, school, and existing businesses providers to better explore and create before and after school programs to serve the school aged youth of working families.
- Review other care programs and offerings and evaluate the transferability to Madison.
- Meet with business-owners and employees to evaluate the future needs and deficiencies of care for the employee's families.
- Identify the in-home daycare providers and daycare businesses that exist

within the area and maintain a current list of providers to inform families seeking daycare services.
- Maintain a list of available facilities conducive to daycare programming for potential entrepreneurs.
- Market opportunities for the submission of a business plan, possibly tied to grants or other forms of financial assistance for qualified entrepreneurs and venture opportunities.

Responsible Group/Agencies
Madison Public Schools; Madison businesses; Economic Development; Madison Chamber of Commerce; Existing Daycare Providers

Potential Resources
General Funds; Local Option Sales Tax; Private Fundraising; Equity; Local Lenders; Business Sponsorships

Economic Development Goal 2

Facilitate the establishment of a local investment club for housing and economic development capital.

One consensus barrier for the recent lack of housing and economic development is the lack of local investors who can directly or indirectly finance a project. Establishing an investment club can facilitate these types of investments by pooling the resources of civic-minded individuals and families

Objective #1: Establish participation in Madison Investment Club

- Partner with the Madison Area Chamber of Commerce to sponsor and house the Madison Investment Club
- Survey local residents, local businesses, and Madison alumni for potential participation in club
- Establish eligibility guidelines including initial investment and continued investment minimums

Objective #2: Craft Investment Club guidelines.

- Host kickoff meeting to discuss local opportunities and challenges
- Utilizing member input, develop guidelines for project eligibility in investment club.
- File necessary IRS and organization paperwork.
- Develop a marketing campaign to promote the opportunity for participation and utilization of the club.

Responsible Group/Agencies
Madison Area Chamber of Commerce; Madison businesses; Economic Development; Madison local banks

Potential Resources
General Funds; Local Option Sales Tax; Private Fundraising; Equity; Local Lenders; Business Sponsorships

Utilities and Infrastructure

Utilities and Infrastructure Goal 1

Extend utilities and infrastructure as an incentive for housing and economic development.

The cost and availability of land was identified as a top barrier for development in Madison. Taking a more proactive approach to development was prioritized by the Advisory Committee. Extending infrastructure to developable areas will make the community more marketable for business and residential investment.

OBJECTIVE #1: EVALUATE AND PRIORITIZE POTENTIAL GROWTH AREAS ON THE COMMUNITY PERIPHERY

- Utilizing the Future Land Use Plan, identify land areas in preferred growth areas
- Evaluate land areas based on their proximity to existing infrastructure, transportation connectivity, and environmental factors for their ability to be marketed and developed
- Identify and communicate intent to landowners, community investors, and partners to evaluate the option or acquisition cost of land areas.
- Prioritize land areas on their ability to be acquired and developed as well as commitment from project stakeholders.
- Procure the services of the city engineer for cost estimates of infrastructure extension to prioritized areas.
- Perform a cost-benefit analysis to determine the economic impact of the infrastructure extensions based on potential development.

OBJECTIVE #2: DESIGN INFRASTRUCTURE EXTENSIONS.

- Hold an informational meeting on expansion plans.
- Acquire necessary right-of-ways and easements for utility corridors
- Develop preliminary design plans for expansion.
- Solicit political/public support for the development and construction of the infrastructure extensions.
- Prepare plans and specifications for infrastructure
- Hold a stakeholder meeting to solicit comment on the project designs.
- Make necessary revisions.
- Finalize plans and specifications.
- Program of public funds for the construction of the project.

OBJECTIVE #3: UNDERTAKE LONG-TERM IMPROVEMENTS AND EXPANSIONS TO THE UTILITY SYSTEM IN THE COMMUNITY.

- Utilize the City Engineer to evaluate the physical condition and capacity of the utility system in Madison.
- Meet with major utility users in the service area to determine their future needs, concerns, and expectations.
- Calculate the impact of recommended upgrades on the projected utility rate.

- Utilize the Capital Improvement Plan to coordinate underground utility upgrades and establish subterranean utility priorities.
- Secure appropriate financing to make long-term improvements to the subterranean utility system, coordinating electric improvements with fiber-optic conduit and other utility upgrades.
- Authorize the City Engineer to proceed with plans and specifications for long-term improvements.

Responsible Group/Agency
City Administrator, City Engineer, Utilities Department, Property Owners, Economic Development., Community Investors, City Council

Potential Resources
General Funds, Capital Improvement Budget, Municipal Bonds, CDBG, USDA-RD

Utilities and Infrastructure Goal 2

Develop a sidewalk implementation program in neighborhoods with incomplete sidewalk networks.

Incomplete sidewalk networks and overall sidewalk conditions were identified as a barrier to keeping Madison a walkable community.

Objective #1: Evaluate sidewalk conditions throughout the City of Madison

- Charge city staff or Engineer with rating sidewalk/curb ramp conditions throughout the community.
- Establish criteria for rating sidewalk/curb ramp conditions.
- Conduct field investigation to identify availability and physical condition of sidewalks and curb ramps throughout the community.
- Map the availability and physical condition of sidewalks/curb ramps throughout the community.

Objective #2: Prioritize sidewalks/curb ramps, which if reconstructed, would provide maximum public benefit to Madison residents.

- Hold a Town Hall meeting to review the results of the Madison Sidewalk/Curb Ramps Condition Evaluation.
- Gather public input on the evaluation.
- Consider walking habits/routes of local pedestrians.
- Identify community assets that should be linked via sidewalks.
- Provide a framework (i.e., phasing plan) to ensure that long-term sidewalk/curb ramps can be identified, prioritized and implemented with maximum public benefit.
- Map priorities to ensure proper phasing of sidewalk/curb ramp improvements.
- Review the community's Subdivision Regulations to ensure that future developments are equipped with sidewalks/curb ramps.

OBJECTIVE #3: DETERMINE THE CITY'S ABILITY TO FINANCE PRIORITY SIDEWALKS/ CURB RAMP IMPROVEMENTS.

- Evaluate the community's budget and effectiveness of local maintenance expenditures on sidewalks/curb ramps.
- Ensure a proper balance between sidewalk/curb ramp construction and maintenance.
- Meet with the city's fiscal agent to determine the city's debt capacity.
- Gauge the public's willingness to be assessed a portion of the total project cost.
- Identify local, regional, state and federal resources for street improvements.
- Maximize project impact by leveraging local funds with outside resources.
- Package all financial resources for maximum public benefit.

OBJECTIVE #4: UNDERTAKE LONG-TERM, PRIORITY SIDEWALK/CURB RAMP IMPROVEMENTS, AS FUNDS PERMIT.

- Prepare plans and specifications for long-term sidewalk/curb ramp improvements.
- Conduct necessary engineering services to prepare bid documents.
- Bid phase to include advertising, letting, and contract award to the lowest responsible/responsive bidder.
- Undertake construction-related activities in a planned systematic manner.

Responsible Groups/Agencies
City Council, City Staff, School District, residents, City Engineer, and Fiscal Agent.

Potential Resources
General Street Fund, General Obligation Bond, Local Option Sales Tax, and Special Assessment Districts.

Parks and Recreation

Parks and Recreation Goal 1

Develop more trails in the community.

Trails were identified as an important recreation amenity lacking in Madison. To complement the recreational benefit, a well-planned trail network can also serve transportation needs.

OBJECTIVE #1: DETERMINE THE NEED FOR TRAIL DEVELOPMENT THAT CONNECTS MADISON TO EXISTING TRAILS, PARKS, AND OTHER SURROUNDING POINTS OF INTEREST.

- Evaluate the existing regional trail system and demands for development.
- Review the Comprehensive Development Plan to identify future trail connections.
- Develop a sidewalk plan to determine which pedestrian ways should be widened to trail standards.

Objective #2: Incorporate trails into future land development.

- Work with developers to assure trails are programmed into their development as indicated in the Comprehensive Plan and Subdivision Regulations.
- Require dedication of land for trails through the administration of the City's Subdivision Regulations and Subdivision Agreements.
- Dedicate necessary right-of-ways or easements for trails.

Objective #3: Develop a long-range Trails Master Plan for the development/connectivity of regional trails and parks.

- Engage the services of a professional engineer to facilitate and design the future trails system in Madison.
- Hold an informational meeting on the future trail system of Madison and the surrounding area
- Solicit political/public support for trail development.
- Develop a trails map to facilitate the interconnection of community and regional assets.
- Develop a trails map to facilitate the interconnection of regional and statewide trail networks.
- Prioritize the implementation of trail development.
- Prepare opinion of costs for the phased development of the future trails system.

Objective #4: Design of multi-use trails connecting Madison to regional trails, parks and surrounding points of interests.

- Develop preliminary design plans for new or expanded trails.
- Solicit political and public support for trail development.
- Hold an informational meeting on Trails Master Plan.
- Acquire necessary right-of-ways or easements for trails.
- Prepare plans and specifications for trail project.
- Finalize plans and specifications.
- Program public funds for the construction of the project.

Objective #5: Implement construction of multi-use trails.

- Continue ongoing political/public support for the trail development.
- Pursue available resources that are available for trails development.
- Conduct an environmental review process, as required by the project's funding agencies.
- Secure necessary permits/approvals.
- Bid phase to include advertising, letting, and contract award to lowest responsible/responsive bidder.
- Undertake construction related activities.
- Complete construction.

Responsible Groups/Agencies
City Council, Planning Commission, Residents, Property-Owners, Civic Organizations, Hike/Bike Trail Users, Madison Public Schools, Local Businesses, and Lower Elkhorn Natural Resources.

Potential Resources
Local monies, Local Option Sales Tax, Private Donations/Foundations, Special Assessments, Volunteer Efforts, Community Development Assistance Act (CDAA), Nebraska Recreational Trails Program, Transportation Alternatives, and Land and Water Conservation Program.

[section 5.3]

ANNEXATION PLAN

As Madison grows it must look for opportunities to extend its borders to continue to provide a high quality of life for its residents. To accomplish this, the State of Nebraska has established a process for municipalities to expand their corporate limits into areas that are contiguous for the community, provided such actions are justified. However, this power should be used when development becomes urban rather than rural in nature.

There are three methods for annexation to take place. These include:

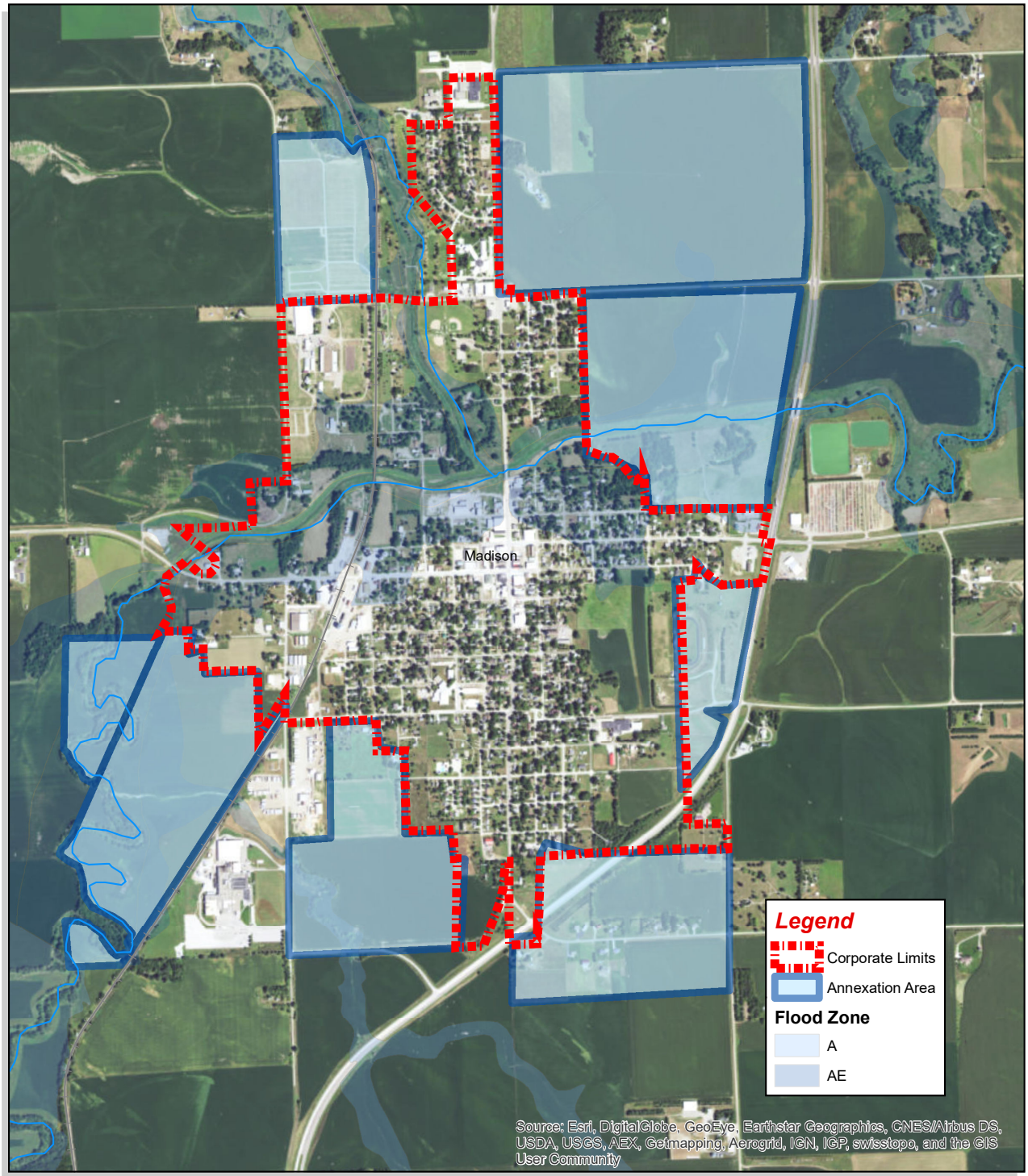
1. Property owners can request annexation
2. The municipality can annex any contiguous and adjacent tracks, lots, and/or streets/roads that are urban or suburban in nature.
3. At the time land is platted adjacent to the municipality's corporate limits it can be annexed at the time of approval of the final plat with a pre-annexation agreement.

To adopt an annexation ordinance, a majority of affirmative votes are required by the City Council at each reading of the ordinance. Then a certified map is filed with the County Assessor, County Clerk, Register of Deeds, and other relevant agencies along with a copy of the ordinance. By statute, the city then has one year to adopt a plan for the extension of city services to the annexed area, if needed.

City Annexation Policy

Madison does not currently have land areas developed at an urban scale immediately adjacent and contiguous to its corporate limits. However, as development occurs at the city's periphery it will be the policy to annex property and subdivisions when a long-term cost benefit analysis indicates a positive financial and economic impact for the community.

Map 5: Madison Annexation Map



Madison Comprehensive Plan

Potential Annexation Areas

Created By: K. Andersen
Date: March, 2017
Revised:
Software: ArcGIS 10

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[section 5.4]

IMPLEMENTATION TOOLS

A single tool or category of tools is not sufficient to achieve the goals in a comprehensive plan. The steps toward each goal require the use of several tools and mechanisms in order to be obtained, realized, and sustained. The City of Madison will need to continually develop its own set of implementation tools and strategies, recognizing that each has unique strengths and weaknesses. Implementation strategies can be separated into several distinct tool categories and programs, each with its distinct characteristics that make it suitable for specific goals and circumstances.

Support Programs

Three programs will play a vital role in the success of the comprehensive plan implementation. These programs are:

Capital Improvements Financing

A capital improvements plan provides an annual predictable investment plan that uses a one to six-year horizon to schedule and fund projects integral to the plan's implementation.

Zoning Regulations

Zoning regulations update zoning districts and regulations, which may include design guidelines, to reflect the development goals of the comprehensive plan update to allow the city to provide direction for future growth.

Subdivision Regulations

Subdivision regulations establish criteria for environmental impact regulations and the division of land into building areas and public improvements. Implementing infrastructure investments is a primary function of subdivision regulations.

Public Education

In addition to the identified programs, broad public support and involvement is crucial to the successful development and implementation of any broad-based policy or program. If adequate public support is to be developed, a program including and educating residents and stakeholders is paramount. Political leadership of Madison should strive to implement an active public participation process by creating an educational process on land use and development issues. The city should continue to use its website and make the comprehensive plan and development regulations available online. Ongoing education and promotion will be an important factor in sustaining interest and motivation from community members.

Some of the objectives of the Comprehensive Plan cannot be achieved unless the actions of public private partnerships can be leveraged. Frequently, constraints prevent organizations from collaborating effectively (i.e. financial resources, legal authority, excess regulation, etc.). Efforts should be made to identify and bridge these gaps with open communication, cooperation, and realization that issues at hand could benefit the health, safety, and general welfare of the residents and business community of Madison.

Special Studies and Plans

Additional studies and plans can be helpful to further explore and define a vision of a certain area, corridor, or development site. Conducting studies as the basis for decision-making as opportunities

and challenges arise can ensure that investments are made in accordance with the comprehensive plans. Some examples of additional planning efforts that should be maintained and current include, but are not limited to:

- Housing Master Plan
- Facilities Management Plan
- Site Development Plans
- Blight and Substandard Determination Studies

Land Use Suitability

One over-arching goal of the comprehensive plan is to guide development and the development community by:

- Describing the relationship between land uses
- Minimizing land use conflicts between neighboring parcels and neighborhoods
- Establishing criteria or design standards new development must meet
- Create consistent characteristics within each land use district

Land Use Transition

Development projects should provide, if needed, screening, buffers, or additional setback requirements when located next to existing uses. Screening of buffers may be plant material, earthen berms, fencing, or a combination of the listed. Boundaries between land uses are done along streets, alleys, natural features (streams, railroads, etc.) and lot lines whenever possible.

[section 5.5]

PLAN MAINTENANCE

The Comprehensive Plan is the community's collective visions, yet change is inevitable. Major technologies and new community needs will arise during the planning period, which were not foreseen during the plan's development. Jobs, housing, transportation, goods and services will evolve over time. The amendment process to the Comprehensive Plan must accommodate and help manage the inevitable change in a way that best promotes, and does not compromise, the community's core values, health and well-being. The plan amendment process must be an open and fair process, utilizing sound planning, economic, social, and ecological principles.

If new, significant development opportunities arise which impact several elements of the plan, and are determined to be of importance, a plan amendment may be proposed and considered separately from the annual review and other proposed plan amendments. The City Council or Planning Commission shall compile a list of proposed plan amendments received during a year in preparation for a report to provide pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process specified by the Nebraska State Statutes and should provide for organized participation and involvement of interested citizens and stakeholders.

Since this plan is a living, breathing document, it needs to be monitored for continued relevancy. Although the plan uses a 20-year planning time period, intervening time points should be utilized to measure progress toward long term goals, to make adjustments based on changed conditions or preferences, and to provide short and mid-term guidance for land use decisions. In doing so, the ultimate planning time period will move as well, constantly evolving to keep the plan current and relevant.

Approximately every five to ten years, the Comprehensive Plan should undergo a major update. This time-frame is recommended as the appropriate time interval for major updates for several reasons. More frequent updates creates a burden on city staff an resources. Less frequent updates risks the relevancy of the plan. Finally, federal census data is available every decade, making a five to ten-year review period the midpoint or release times of census updates. The common elements of an update include reviewing and extending growth projections, reviewing community goals, and analyzing amendments.

Annual Review of the Plan

A relevant, up to date plan is critical to its on-going planning success. To maintain the confidence and buy-in of both the public and private sectors, and to incorporate updates, the plan must stay current. An annual review should occur where the Planning Commission, City Council, residents, and city staff are able to review the plan and recommend necessary changes.

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. The annual review process needs to involve regularly monitoring trends and changes in the local, regional, state, and federal landscape. Such trends and changes may include changes in development activity and use, trends in development regulation amendments, and changes in planning and zoning law. At the beginning of each year at the annual review, a report should be prepared by the Planning Commission that provides information and recommendations on whether the plan is current in respect to population and economic changes, and if the recommended policies are still valid for the city and its long-term growth.

The Planning Commission should hold a public hearing on this report to:

- Provide citizens or developers with an opportunity to comment and/or present possible changes to the plan
- Identify any changes in the status of projects or action items called for in the plan, and
- Bring forth any issues, or identify any changes in conditions which may impact the validity of the plan

If the Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes.

Conditions of Plan Amendment

Comprehensive Plan amendment procedures are necessary to determine what constitutes conformity or non-conformity with the plan. It is impossible to set hard and fast rules for such decisions but consistent criteria should be used when making this determination. The following criteria are recommended:

- A request for increases in residential density or non-residential floor area in excess of the guidelines established in the plan, depending upon the degree of increase, may require a plan amendment.
- Land use request involving minor differences from those shown in the plan should be considered in conformity with the plan unless precedent would be best for more extensive and non-conforming changes in adjacent areas.
- Requests for variances or changes in the alignment of designated roadways should be considered in conformity if the continuity of the roadway is maintained, the alignment does not result in traffic safety issues or reductions in needed capacity, does not constrain the

proper development of contiguous properties, and does not conflict with or preempt other planned uses or facilities.

- Requests to deviate from plan-specific requirements such as open space and traffic reduction measures generally should not be permitted in order to ensure equitable treatment of all property owners and to avoid arbitrary decisions which would undermine the legal foundation of the plan. If changes are to be made, they should be done through a plan amendment process.
- The final criteria must always set a precedent for cumulative changes which are not consistent with the plan. Therefore, in those instances where the implications of the request are not easily observed or detected a request for a plan amendment should be required.

Evaluating Land Developments

The interpretation of the plan should be comprised of a continuous and related series of analyses, with references to the goals and objectives/policies, the overall land use plan, and specific land use policies. Moreover, when considering specific proposed developments, interpretation of the plan should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the Comprehensive Plan, serious consideration should be given to making modifications to the proposal, or the following criteria should be used to determine if a comprehensive plan amendment would be justified:

- The character of the adjacent parcels or neighborhoods
- The zoning and uses on nearby properties
- The suitability of the property for the uses allowed under the current zoning designation
- The type and extent of positive or negative impact that may affect adjacent properties, of the city at large, if the request is approved
- The impact of the proposal on public utilities and facilities
- The length of time that the subject and adjacent properties have been utilized for their current uses
- The benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not allowed.
- Comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and objectives/policies
- Consideration of professional staff recommendations