

Purchase of Development Rights

A Purchase of Development Rights (PDR) program, typically administered by a county or state government, makes it possible for landowners to sell the development rights that are associated with a property under certain circumstances. Thus, in addition to resulting in a reduction of the property's value for tax assessment purposes due to a voluntary limitation on development potential, the landowner participating in a PDR agreement receives a cash payment for restricting development rights as well.

Funding for a PDR program typically comes from a public source, though private foundation funding could be involved as well. A local government sponsoring a PDR program could support it through a SPLOST initiative, through increases in property taxes, through increases in other local taxes (e.g. hotel/motel tax), or through a government backed bond issue. The Georgia Greenspace Program was also designed to make funding available to local governments for PDR programs. Because of the public nature of the funding, PDR programs require oversight from a duly appointed committee and decisions to purchase development rights must be consistent with established program goals regarding prioritization for acquisitions.

Transfer of Development Rights

Transfer of Development Rights (TDR) programs provide a legal apparatus for land conservation and targeted growth by harnessing market forces. TDR programs may be used as conservation tools whereby development rights in areas threatened by encroachment may be bought and transferred into designated receiving areas. Thereby, growth and development may be steered into specific areas allowing for greater density in those chosen locations. Property owners in the sending site can voluntarily give up the right to develop their land and receive TDR credits in return. These credits can be freely sold or traded to anyone. The sending site is then placed under a conservation easement, which is a legal agreement to restrict development. TDR programs may also be structured as mandatory, whereby development in sending areas is restricted beyond the scope of current zoning and TDR credits are granted as compensation.

In order for a TDR program to operate successfully, the TDR credits must be worth more to the seller than the unused development potential of the land. The system must also be economically beneficial to the buyer, whose profit from the increased development must exceed the cost of the TDR credits. A careful balance of market forces and constraints must be reached in order to make such a program feasible. Sending areas must be carefully targeted so as to preserve those natural areas which are deemed most vital to a conservation effort. If sending areas are too large, the market will be flooded with TDR credits for which there is no demand. Government funded TDR banks may be used as a means of controlling the ebb and flow of demand for development rights.

In 1998, the Georgia Legislature passed a bill allowing for transfer of development rights programs. The bill was amended in 2002 to eliminate the requirement to holding a public hearing on each and every development rights transfer. However, in the political process,

the amendment was changed to apply only to “consolidated” governments only (Athens, Columbus, and Augusta). Most recently, in the 2003 legislative session, this requirement regarding consolidated governments was eliminated from the law to open the way for TDR activity in Georgia.

To meet the requirements of the state TDR enabling law and ensure due process, a local government must pass an ordinance outlining the process for the establishment and use of TDRs. The ordinance should specify the public purposes of the program, such as preservation of agricultural lands or urban renewal. Multiple public purposes should be specified in order to allow for greater flexibility in defining sending areas. Purposes should be consistent with local governments’ “police power” mandate to conserve and promote the public health, safety, and general welfare. To further ensure legal validity of a TDR program, designation of sending and receiving areas should be consistent with comprehensive planning. Currently, the most prominent TDR program in Georgia is being implemented in South Fulton County under the auspices of the Chattahoochee Hill Country Alliance. Under this system, two levels of receiving areas have been established (Village and Hamlet) to steer growth into designated compact areas.

Conservation Subdivisions

Conservation Subdivisions are residential or mixed-use developments in which a significant portion of the lot is set aside as undivided, permanently protected open space while houses are clustered on the remainder of the property. A familiar example similar to a conservation subdivision is a golf course community, the difference being that in a conservation subdivision a natural forest, meadow, wetland, community garden, or farmland serves as the central public space. Administrative enforcement of the conservation area is usually implemented through conservation easements, dedication of common space, or permanently restrictive covenants. Under a conservation easement, development rights are purchased or traded to a government entity or land trust. Rather than sell development rights, a development may opt to donate land outright to a third party as a dedication of open space. This approach allows for some deferral of maintenance costs, since ownership of the land is not retained. However, the developer and homeowners lose all direct control of the land once it has been dedicated to another owner. Restrictive covenants can provide another means of protecting sections of a subdivision in perpetuity. However, given a lack of case law in Georgia, it is currently unclear if restrictive covenants designed for the purpose of water quality or wildlife protection while not specifically providing public access would meet the binding criteria that restrictive covenants must be “for use of the public.” Therefore, in order to enforce restrictive covenants in perpetuity, local governments should use the technique only when it is assured that the covenant will meet the “use of the public” test.

To encourage the preservation of the most critical natural areas, the conservation subdivision ordinance should include a list of “Primary Conservation Areas.” Primary conservation areas should include critical areas such as floodplains, wetlands, riparian buffers, steep slopes, and habitat for threatened or endangered species. A list of “Secondary Conservation Areas” may also be included to protect features such as open

Green Print Goals, Objectives and Policies

In coordination with the Morgan County Joint Comprehensive Plan Update, extensive discussions have been held regarding appropriate goals, objectives and policies for local governments to espouse concerning issues such as greenspace preservation. The process of writing specific goals, objectives and policies has included public Town Hall meetings and Issue Group meetings in the summer and fall of 2002 as well as numerous steering committee meetings and the Green Print Open House Workshop in the first half of 2003. Resulting from this public and committee input are the following goals, objectives and policies that pertain specifically to greenspace preservation. Goals, objectives and policies pertaining specifically to Lake Oconee and Hard Labor Creek State Park have also been included due to their significance. These goals, objectives and policies are directly consistent with the draft Natural and Cultural Resources Element of the Comprehensive Plan Update and they are restated in this report to emphasize their importance.

Green/Open Space Goals, Objectives and Policies:

Goal

Permanently protect sufficient green/open space in order to maintain a sense of rural character, provide passive recreational opportunities, and preserve environmental quality.

Objectives and Policies

Objective 1.0 Meet or exceed State of Georgia Greenspace goals by permanently protecting more than 20% of the county's land area in farmland, forests, natural areas or parks. As fiscally feasible, greenspaces should be publicly owned or have public access.

Policy 1.1 Utilize the completed Green Print Plan as a guide for a county-wide environmental protection program, in the development of the county's land use plan, and as a factor in environmental impact analysis.

Policy 1.2 Provide Incentives for the use of innovative tools such as Conservation Subdivisions, Conservation Easements, Purchasable Development Rights and Transferable Development Rights (TDRs), to the extent possible under State law.

Policy 1.3 Explore the potential for establishing wetlands or other land conservation banks for sending developments in other counties.

Policy 1.4 Limit the extension of water and sewer lines to only those areas that are incorporated cities or have been designated for increased development in the land use plan. Discourage negative effects on corridors that can result from the extension of water and sewer infrastructure, i.e. strip commercial development.

Policy 1.5 Require all new development to contribute to the permanent protection of greenspace in an appropriate manner.

Potential Tools: Land Acquisition, Conservation Easements, Viewshed Easements, Historic Preservation Tax Credits, Gateway and Historic Signage, Transfer of Development Rights

Highest priority for preservation based acquisition should be placed on sensitive historic and cultural properties in Morgan County. Many such properties were identified by Morgan County residents during the Green Print Open House Workshop. Historic and scenic properties are of primary concern because they are easily threatened by development.

2. Preserve Environmentally Sensitive Lands

- River and Tributary Corridors
- Wetlands and Floodplains

Opportunity/Strategy: Greenway Corridor Preservation

Potential Tools: Land Acquisition, Conservation Easements, Riparian Buffers, Transfer of Development Rights

High priority should be given to the preservation of environmentally sensitive lands in Morgan County. While regulatory tools can substantially forward preservation of environmentally sensitive lands, acquisition or purchase of development rights to sensitive properties provides the most secure permanent protection. Acquisition of properties and easements should be conducted in conformity with a master plan for greenway trails in Morgan County to add the benefit of public access and recreation.

3. Preserve Rural and Agricultural Lands

- Working and Hobby Farms
- Forest Tracts

Opportunity/Strategy: Reduce Financial Burden on Landowners

Potential Tools: Land Acquisition, Conservation Easements, Purchasable and Transferable Development Rights, Conservation Use Tax Program.

Farmers in Morgan County and similar communities are encountering increasing economic difficulty as land values and, consequently, property taxes continue to rise. The Georgia Conservation Use Program has benefited many Morgan County landowners who have placed properties under conservation use agreements for ten year time periods. While this program can continue to assist the agriculture and forestry communities, there is a need to provide additional options to landowners wishing to permanently protect land from development and receive a benefit from doing so. Programs such as Purchasable Development Rights should be established in Morgan County and potential sources of funding such programs should be evaluated by local government and conservation organizations.

- B. Strategic Planning: Land Use Planning and Regulation
Short and Long Range opportunities

3.13 Natural Resources Goals and Policies

Greenspace and Open Space

Goal 1.0 Permanently preserve open space and green space throughout Morgan County in order to maintain a sense of rural character, provide passive recreational opportunities, preserve environmental quality, and encourage farming, livestock raising, dairying, forestry, and other agricultural activities that are environmentally compatible.

Objective 1.0 Meet or exceed State of Georgia Greenspace goals by permanently protecting more than 20% of the county's land area in farmland, forests, natural areas or parks. As fiscally feasible, greenspaces should be publicly owned or have public access.

Policy 1.1 Utilize the completed Greenprint Plan as a guide for a county-wide environmental protection program, in the development of the county's land use plan, and as a factor in environmental impact analysis.

Policy 1.2 Incentivize the use of innovative tools such as Conservation Subdivisions, Conservation Easements, Purchasable Development Rights and Transferable Development Rights (TDRs), to the extent possible under State law.

Policy 1.3 Explore the potential for establishing wetlands or other land conservation banks for sending developments in other counties.

Policy 1.4 Limit the extension of water and sewer lines to only those areas that are incorporated cities or have been designated for increased development in the land use plan. Discourage negative effects on corridors that can result from the extension of water and sewer infrastructure, e.g. strip commercial development and residential sprawl.

Policy 1.5 Require all new development to contribute to the permanent protection of greenspace in an appropriate manner.

Policy 1.6 Establish conservation subdivisions as the required development model for Morgan County. Modify regulations to ensure that density bonuses are only received if land that would not otherwise have been protected is now preserved, and ensure that set aside conservation land is permanently protected.

Policy 1.7 Ensure that suitable public and/or private entities exist that can receive, manage, and/or monitor development rights and easement programs in the county.

- Primarily road rights-of-way; also utility corridors.
- All future needs are not specifically located on the Future Land Use Map as they will be determined by future transportation improvements and development.

Parks/Recreation/Conservation (Green) –

- Active and passive recreation use of public-owned land.

Floodplains (Dark Green) -

- Floodplain areas are recommended for open space preservation, passive recreation and limited active recreation use.
- Development of structures should be restricted from areas identified by FEMA as 100-year floodplains.

Greenprint Planning and the Comprehensive Plan

GreenPrint planning in conjunction with the Joint Morgan County Comprehensive Plan Update has resulted in a strong recommendation to preserve agricultural and forested lands in Morgan County. The application of several strategies will be required to accomplish this objective. From the land use planning standpoint, it is crucial to not allow greater net density of residential development in Agriculture and Forestry areas. The limitation of residential density to no more than one unit per five acres across much of unincorporated Morgan County has apparently served to protect open space in recent years, when Morgan County is compared with some neighboring counties. However, in order to maintain low density open space and also encourage growth, incentives for “smart growth” must be provided and appropriate areas for significant growth and development must be planned. Beyond land use planning, financial incentives for preservation of open space and agricultural land must be established. These incentives include tax benefits for preserving land in agricultural and forestry as well as opportunities to financially benefit from the development potential of land without actually developing (conservation easements, transferable development rights, etc.).

Morgan County Growth Areas

As suggested in the above descriptions of land use types, certain areas in Morgan County have been recognized in the Future Land Use Plan as being appropriate for growth and development. These areas are generally in clusters or adjacent to existing municipalities.

Madison area to Madison Lakes

Development is planned for the area from the southern extent of Madison’s city limits near I-20 south to include the planned Madison Lakes mixed-use community. This area of development emphasis includes industrial land use adjacent to I-20, commercial land use near SR83 and 441, and residential/mixed-use extending through the Madison Lakes planned community.

Rutledge area to Stanton Springs

Residential land use and some commercial land use is planned for the areas south of the Rutledge city limits and south of I-20 near the eastern edge of the planned Stanton

Springs development. Growth is anticipated here due to the influence of the Stanton Springs development and the proximity of the Rutledge area to I-20 and metro Atlanta.

Flat Rock Community

The Flat Rock Community area between Madison and Bostwick is expected to continue to develop into a residential cluster with a small amount of local-serving commercial land use. Water infrastructure between Madison and Bostwick may offer increased potential for higher density development in this area.

Infrastructure Needs

By planning for clustered development in municipalities and communities, the broad extension of urban infrastructure will be unnecessary in the planning horizon. Strategic infrastructure expansions should provide expanded industrial and commercial areas with adequate services. Infrastructure should also be extended to planned residential areas near municipalities where the capacity exists to do so. For residential and mixed-use development farther from municipalities, it is advisable to consider private systems for community water and sewer.

Sensitive Environments and Preservation

In accordance with the GreenPrint plan for long-term protection of Morgan County's environmental resources, sensitive environmental and historic resources must be protected by future land use planning. County wetlands and floodplain areas are recommended for preservation as undeveloped open space, groundwater recharge areas and water supply watersheds should not be intensely developed so as to contribute to pollution, and evidence of Morgan County's rich historic and agriculture heritage should be preserved in the landscape by all means possible.

Strategies

As alluded to in previous sections, numerous strategies must be explored and considered for their potential contribution to good land use and development practices in Morgan County. A very low allowable net density of residential land use should be maintained across the rural landscape of the County. Conservation Subdivision regulations that can lead to environmentally sensitive development and open space preservation should be employed. And financial incentives for open space preservation such as Transferable Development Rights and a property tax structure that is favorable to farmers and forestry should be made available in the near term.

6.8 City of Madison Future Land Use

Madison is the County Seat and is by far the largest and, in terms of land use, the most diverse municipality in Morgan County. This is due to the long history of prosperity in Madison and the fact that Madison has a well-developed infrastructure system of roads, water, sewer and community services. In teaming with Morgan County, Madison has the potential to compete with larger communities from an economic development standpoint, and Madison enjoys a healthy tourist industry as a result of the numerous well-preserved historic resources in the city. Please see Map 6.9 for the Madison Future Land Use plan.

Future Land Use and Development

Future land use needs projections for Madison suggest that the city should increase residential land use by approximately 60%, or 610 acres. Infill development can accommodate some of this need, but to fully meet the need and plan for long term growth, it will be necessary for agricultural land within the city to be converted to Traditional Neighborhood Residential or Mixed-Use land use.

Commercial and Industrial land use needs are also projected to increase in Madison, and by similar percentages. Some additional Office/Professional and Commercial land use may be added near Madison's downtown where there is a move to expand downtown to the northwest with a major new park project. Much of the future need for commercial and industrial land will be met in the extended area of the city near I-20, however. By expanding its supply of industrial land that is available for development and served by infrastructure, Madison can continue to compete for high-quality industries and companies that will be attracted by quality of life factors.

Growth Areas

A minimal amount of growth can be accommodated by infill development of the historic areas of Madison. Significant new growth areas are identified in the Future Land Use Map that are within and/or adjacent to Madison's city limits and are either served by or accessible to Madison's infrastructure. It is recommended that major new developments that will accommodate growth in the Madison area be mixed-use communities designed in a traditional neighborhood development manner that is in keeping with the character and environmental quality of Madison. These new community nodes in and adjacent to the city are to the southeast of the city limits inside the 441 bypass, to the east of 441 near the beginning of the bypass, and to the west of Madison's industrial parks on the north and south sides of I-20. These areas, in the context of a Transferable Development Rights program, would be ideal as identified receiving areas capable of accommodating greater densities of residential development.

Infrastructure Needs

Madison is currently in the process of assessing and upgrading infrastructure to meet growing demands for service within and outside of the city's limits. As the only water provider with a source that is not groundwater wells, Madison has extended water supply lines to other municipalities to provide a supplemental water source. While development can follow these infrastructure extensions, it is preferable for Madison's growth to remain

Policy 5.1.4.1 Modify regulations to insure that density bonuses are only received if land that would not otherwise have been protected is now preserved. (Same as Natural and Cultural Resources - Green/Open Space Policy 1.6)

Policy 5.1.4.2 Insure that there is a permanent program in place for the perpetual management and protection of lands set aside for conservation. (Same as Natural and Cultural Resources - Green/Open Space Policy 1.6)

Policy 5.1.5 Make available and provide incentives for the use of innovative tools such as conservation subdivisions, conservation easements, purchasable development rights and transferable development rights (TDRs), and other programs that can help protect greenspace, scenic roads, and environmentally important areas to the extent possible under State law. (same as Natural and Cultural Resources - Green/Open Space Policy 1.2)

Policy 5.1.6.1 Work with local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.

Policy 5.1.6.2 Identify appropriate receiving and sending areas for development rights within the County and its cities.

Policy 5.1.7 Insure that suitable public and/or private entities that can receive, manage, and/or monitor development rights and easement programs in the County and its municipalities exist and will continue to exist in the future. (same as Natural and Cultural Resources - Green/Open Space Policy 1.7)

5.1.8 Ensure that new development adjacent to agricultural land does not impinge on the right and ability to continue agricultural activities so long as best management practices are employed.

Objective 5.2 Manage future land use and development activity to minimize negative impacts on the natural environment.

Policy 5.2.1 Require the submission of resource protection/management plans before the undertaking of development activities that will significantly disturb environmentally sensitive areas.

Policy 5.2.2 Protect areas of natural drainage by preventing their filling, obstruction, or destruction.

Objective 5.3 Protect the view-sheds along important corridors and gateways identified in the Future Land Use Plan within the County and its cities. (same as Natural and Cultural Resources - Green/Open Space Policy 2.0)

SHORT TERM WORK PROGRAM
2004 - 2008 ONGOING
CITY OF MADISON
CITY I.D. No. 2104003

PLAN ELEMENT	PROJECT NO.	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
Economic Development	10	Expand "Georgia's Lake County" marketing program.	2005	2006	\$5,000	Chamber of Commerce / Visitor's Bureau	Hotel/Motel Tax
Economic Development / Community Facilities	11	Work together with the County and other municipalities to develop a County-wide transportation plan. (also applies to Community Facilities)	2004	2005 and ongoing updates	\$75,000	City and County Staff / Consultant	General Funds and Grants if Available
Economic Development	12	Develop a public venue in Madison for tourism and local festivals and events.	2004	2006	\$500,000	Madison Main Street and Downtown Development Authority	General Fund
Economic Development	13	Develop plans for the construction of a speculative building for commercial use in Downtown Madison.	2004	2005	unknown	Downtown Development Authority	City of Madison and public/private partnerships
Economic Development	14	Maintain Madison's National and Georgia Main Street Certifications	2004	ongoing		Madison Main Street	General Funds
Economic Development	15	Support Downtown Madison's Main Street Program and Foster an active citizen Main Street Advisory Board with programs events, and promotions	2004	ongoing	n/a	Madison Main Street	General Funds
Economic Development	16	Reevaluate current Main Street Programs and create one new signature downtown event.	2005	2005	n/a	Madison Main Street	General Funds
Natural & Cultural Resources	1	Work with the County and other local governments to research and develop implementation plans for the use of innovative land conservation tools e.g. conservation subdivisions, transfer of development rights, conservation easements, wetlands banks.	2004	2005 and ongoing updates	\$100,000	Consultant and/or Local City/County Staff and/or Local Environmental Organizations	General Funds and Grants if Available
Natural & Cultural Resources	2	Identify and pursue funding sources for protection of green and open space, viewscaapes, greenways/corridors, and gateways.	2004	ongoing	unlimited	County/City Staff	Grants / State Funds / Donations
Natural & Cultural Resources	3	Develop a system of passive recreation parks throughout the County and its cities (also Community Facilities)	2004	ongoing	unknown	County/City Staff	Local Funds, Donated Land, Grants

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PLAN ELEMENT	PROJECT NO.	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
Land Use	31	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of greenspace and conservation of open space in an appropriate manner such as on-site provision, purchase of development rights and payments to a greenspace fund. Also require that when appropriate land conserved on-site should be available for public use.	2005	2006	\$2,000	City Staff / County Planning Staff / Consultant	General Funds and Grants if Available
Land Use	32	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2005	2006	n/a	County and City Staff and Local Environmental Organizations	n/a
Land Use	33	In conjunction with the County and other municipalities, develop or revise existing regulations and ordinances to make available and provide incentives for the use of innovative land management tools such as conservation subdivisions, conservation easements, purchase of development rights and transfer of development rights.	2005	2006	\$10,000	County and City Staff and Consultant	General Funds, Grants if Available, and Donations
Land Use	34	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2005	2006	n/a	County and City Staff	n/a

VI. Goals and Objectives

The following goals and objectives have been created through analyzing existing conditions, public input, current land conservation policy, and existing legislation and development regulations.^{iv} These goals and objectives should be further analyzed and refined during the City of Madison's process of creating its Greenspace Policy.

Goal 1: Protect Madison's environmental resources: natural resources, wildlife habitat, riparian areas, tree canopy, and significant greenspace buffers and open spaces.

Objective 1.1 Encourage the use of innovative tools such as Conservation Subdivisions, Conservation Easements, Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) to the extent possible under State law to protect sensitive natural resources.

Objective 1.2 Protect large areas of undeveloped land that include riparian areas, tree canopy, wildlife habitat, and significant greenspace and open space.

Objective 1.3 Identify those habitats that should be linked in order to ensure their environmental health and the survival of the species that reside therein.

Objective 1.4 Limit the extension of water and sewer lines to only those areas that are appropriate for growth. Discourage negative effects on corridors and the reduction of greenspace within the city and adjacent areas that can result from the extension of water and sewer infrastructure.

Objective 1.5 Require all new development to contribute to the permanent protection of greenspace in an appropriate manner.

Objective 1.6 Ensure that suitable public and/or private entities exist that can receive, manage, and/or monitor development rights and conservation easement programs in the city.

Objective 1.7 Implement a "no net loss" wetlands policy. When wetlands must be disturbed, they should be replaced within the City of Madison or the Morgan County area at an appropriate ratio and in an environmentally appropriate manner.

Objective 1.8 Review and track the conversion of pervious surfaces to impervious surfaces. Limit the amount of impervious surface in groundwater recharge areas to no more than 25%.

Goal 2: Protect agrarian landscapes within the city and a defined edge between town and country at the city limits in order to promote Madison's agricultural history and quality of life.

Objective 2.1 Encourage the use of innovative tools such as Conservation Subdivisions, Conservation Easements, Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) to the extent possible under State law to protect agricultural resources and to promote a defined edge between town and country.

Objective 2.2 Identify, acquire and/or protect greenspaces at the edge of town that retain their natural resources and/or agrarian characteristics in order to define the edge between town and country.

Objective 2.3 Identify, acquire, and/or protect agrarian landscapes within the city, such as pecan groves, orchards, and historic farms in order to retain the agrarian feel of the city, to protect wildlife habitat, and to promote the agricultural history of Madison.

Objective 2.4 Identify, acquire and/or protect areas that serve as gateways into Madison, in order to protect viewsheds and aesthetic quality of city corridors.

Objective 2.5 Provide incentives to encourage landowners to permanently designate and protect land as a viewshed.

Goal 3: Protect Madison's Historic Landmarks that are defining properties from Madison's Golden Age that retain significant landscapes and/or acreage associated with their original setting and that are independently eligible for the National Register for Historic Places.

Objective 3.1 Identify, acquire and/or protect Historic Landmarks that retain significant greenspace in order to convey the original context of those Historic Landmarks within Madison.

Objective 3.2 Work with Madison's Historic Preservation Commission, Georgia Trust for Historic Preservation, Madison-Morgan Conservancy, and Trust for Public Land to protect Historic Landmarks and their associated greenspaces.

Goal 4: Acquire, protect, and develop land for trail systems to promote good health through passive recreation.

Objective 4.1 Develop a system of passive recreation parks throughout the city that may be part of or separate from active recreation facilities. The system should provide opportunities for walking, biking, and equestrian trails, and may include nature preserves including bird sanctuaries. The system should include linkages to other trail systems whenever possible.

Objective 4.2 Whenever possible protect and link riparian areas to protect wildlife corridors and to secure land for potential trail systems.

Objective 4.3 Link future trails with Historic Landmark greenspaces when appropriate, depending on public access and ownership of properties.

Objective 4.4 Explore development of a city-wide system of greenways that meets environmental objectives and provides opportunities for hiking, horseback riding, and biking. The land included may be a blend of public, private, and/or private with public access.

Objective 4.5 Continually monitor if and when the railroads may abandon routes within the city and, if such occurs, be prepared to act to convert these rails to trails if possible.

Objective 4.6 Ensure, whenever reasonably possible, that developments which include on-site conservation areas link those conservation lands to nearby greenspaces.

Objective 4.7 Explore the feasibility of the incorporation of the power line easements and other public utility easements into a citywide trail and greenway linkage system.

Goal 5: Provide parks and recreation areas for all residents of the city.

Objective 5.1 Strive for no city resident to be farther than a five-minute walk from a park or trail of some type.

Objective 5.2 Strive for all city residents to be served by a neighborhood park or community park as defined by the National Recreation and Park Association.

Objective 5.3 Identify, acquire, and/or protect parks in underserved areas.

Objective 5.4 Ensure equity in park development in all areas of the city.

Goal 6: Require through development regulations and other legislation that all new development contributes to greenspace protection either on-site or off-site.

Objective 6.1 Encourage the use of innovative development tools such as Conservation Subdivisions, Conservation Easements, Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) to the extent possible under State law to protect greenspace on-site or off-site.

Objective 6.2 Require all new residential and mixed-use development to contribute to the protection of greenspace on-site or off-site. Consider requiring a minimum of greenspace protection within all new commercial and industrial developments.

Goal 7: Continue to protect and, as appropriate, increase the level of tree canopy in Madison.

Objective 7.1 Revise Madison's existing Tree ordinance to incorporate tree canopy protection rather than tree density protection.

Objective 7.2 Continue R-O-W and RICKETs tree planting programs.

Objective 7.3 Develop a program to protect significant hardwood forests and specimen trees still remaining in the city.

Objective 7.4 Continue participation in Tree City program.

Goal 8: Prepare a comprehensive policy and implementation plan for selecting, funding, acquiring, and/or developing greenspace and recreation areas in Madison.

Objective 8.1 Create and officially adopt a Greenspace Policy and Implementation Plan.

Objective 8.2 Explore greenspace acquisition methods, including fee simple purchase, accepting fee simple donations, purchasing conservation easements, accepting donations of conservation easements, bargain sales, land exchanges, agency transfers, and transfer of development rights programs.

Objective 8.3 Explore greenspace funding mechanisms, including SPLOST, General Obligation Bonds, public/private partnerships, impact fees, user fees, tax allocation districts, and transfer of development rights.

Objective 8.4 Explore incentives for landowners to protect greenspace, including conservation easement tax incentives, preferential tax assessments, purchase of development rights programs, and transfer of development rights programs.

Objective 8.5 Explore regulatory methods of protecting greenspace, including urban growth boundaries, conservation subdivisions, overlays for sensitive areas (wetlands, steep slopes, tree stands), scenic corridor and byway designations, and buffers for sensitive resources and incompatible uses.

Goal 9: Monitor and review Greenprint Addendum goals and accomplishments, and revise Greenprint Addendum goals and objectives as necessary.

Goal 10: Educate citizen and municipal boards and authorities on the benefits and methods of protecting greenspace and developing parks and recreation areas.

for making sure the easement's terms are followed in perpetuity and are required to monitor and defend the easement in perpetuity.

Conservation easements offer great flexibility. A conservation easement on property containing rare wildlife habitat might prohibit any development and allow public access for wildlife viewing, for example, while a conservation easement on a farm might prohibit development of dwellings and allow continued farming and the building of additional agricultural structures. A conservation easement may apply to just a portion of the property or to the whole property, and conservation easements do not require public access.

If there is a market for purchasing conservation easements, a landowner may sell a conservation easement. Traditionally, however, conservation easements are donated. If the donation benefits the public by permanently protecting important conservation values and meets other federal tax code requirements it can qualify as a tax-deductible charitable donation. Tax incentives from donating conservation easements include state and federal income tax incentives, estate tax benefits, and potentially property tax reductions.

Currently in the City of Madison there are two properties protected by conservation easements. Landowners voluntarily placed these conservation easements on their property to protect a valuable resource. With the assistance of the Madison-Morgan Conservancy, the Georgia Land Trust accepted these conservation easements and will hold, monitor, and defend them in perpetuity.

Transfer of Development Rights

Ownership of land (private property rights) is, at its simplest, the possession of a “bundle of rights.” These rights include water rights, mineral rights, air rights, the right to farm, the right to let land revert to its natural state, the right to sell and/or lease, and the right to develop, among many other rights. Each of these rights is severable from the land, and if there is a market for the purchase and sale of the rights, landowners may realize economic value from the selling of individual rights. A “Development Right” is the right to develop land. Development rights are governed by the underlying zoning of the property and may be severed from the land at any time (and may be sold if there is a buyer).

Transfer of Development Rights (TDR) is a program through which landowners can either sell development rights from their property in order to protect some valuable resource or purchase development rights to increase development potential on their property. TDR programs must be implemented through a local government ordinance enabling the transfers of development rights.

TDR programs aim to accomplish two goals: 1) to protect valuable resources and 2) to guide growth to areas appropriate for growth. TDR programs are set up to include sending areas (areas with valuable resources worth protecting) and receiving areas (areas appropriate for growth). Natural areas, habitat protection, riparian areas, greenspace buffers, agrarian landscapes, land for potential trails, gateways, and land for active and passive recreation are resources worth protecting in Madison and could be considered sending areas. Conservation easements are traditionally used to protect the sending area properties in perpetuity (see above section on conservation easements).

Areas of Significant Natural or Cultural Resources

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

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

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

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

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Land Use 19	Revise regulations and ordinances to require that all new developments manage storm water runoff so that contaminants are not introduced into water bodies.	2011	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	NO PROGRESS.
Land Use 20	Revise environmental ordinances as necessary to provide additional protection for wetlands (zero wetlands loss), riparian, and groundwater recharge areas.	2009 2011	2010 2013	\$2,500	Planning & Development, Consultants	General Funds	NO PROGRESS.
Land Use 21	Work towards the goal of permanently protecting more than 20% of the Madison's land area in large areas including natural areas, agrarian landscapes, greenspace/open spaces, and/or parks.	2009 2011	2010 2013	\$2,500	Planning & Development, Consultants, Madison GSC	General Funds, SPLOST, & Grants if available	NO PROGRESS.
Land Use 22	Revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of greenspace and conservation of open space in an appropriate manner, such as on-site provision, purchase of development rights, and/or payments to a greenspace fund.	2009 2011	2010 2013	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	NO PROGRESS.
Land Use 23	Develop or revise existing regulations and ordinances to establish minimum percentages of greenspace for higher density growth as areas to be set aside for permanently protected green or open space and available to the public (not necessarily publicly owned).	2009 2010	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	COMPLETED. Multi-family rewrite adopted January 2011 includes minimum greenspace provision and equalized the amount of land required per dwelling unit – regardless of housing type.
Land Use 24	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 25	Develop implementation plan for the use of innovative land conservation tools and funding sources for greenspace protection.	2009 2010	2010	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 26	Establish a permanent city program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	NOT STARTED.
Land Use 27	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2009 2010	2013	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. TDR programs research and evaluation in progress.

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

Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 22	Revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of greenspace and conservation of open space in an appropriate manner, such as on-site provision, purchase of development rights, and/or payments to a greenspace fund.	2009	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 23	Develop or revise existing regulations and ordinances to establish minimum percentages of greenspace for higher density growth as areas to be set aside for permanently protected green or open space and available to the public (not necessarily publicly-owned).	2009	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	UNDERWAY. This issue will be addressed in the multi-family and planned unit development updates of 2009.
Land Use 24	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2009	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 25	Develop implementation plan for the use of innovative land conservation tools and funding sources for greenspace protection.	2009	2010	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 26	Establish a permanent city program for the perpetual management and protection of land set aside for conservation.	2009	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 27	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2009	2013	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	This item has been moved from the 2004-2009 STWP.
Land Use 28	Formally designate important gateways and scenic roads in the city as identified on the Green Print Plan.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 29	Develop or revise existing regulations and ordinances to protect view sheds along important corridors and gateways to the city as identified in the Green Print Plan.	2010	2011	\$2,000	Planning & Development, Consultants, Madison CDC	N/A	This item has been moved from the 2004-2009 STWP.
Land Use 30	Develop incentives to encourage those who wish to permanently protect view sheds along scenic roads.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	This item has been moved from the 2004-2009 STWP.

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

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

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

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City of Madison, Georgia

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

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Project Number	Description	Year Initiated	Projected Year of Completion	Cost Estimate	Responsible Party	Possible Funding Sources	Notes
Land Use 23	Develop or revise existing regulations and ordinances to establish minimum percentages of greenspace for higher density growth as areas to be set aside for permanently protected green or open space and available to the public (not necessarily publicly-owned).	2009 2010	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	UNDERWAY. Presentation of multi-family ordinance scheduled for Spring 2010.
Land Use 24	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 25	Develop implementation plan for the use of innovative land conservation tools and funding sources for greenspace protection.	2009 2010	2010	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 26	Establish a permanent city program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	
Land Use 27	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2009 2010	2013	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	
Land Use 28	Formally designate important gateways and scenic roads in the city as identified on the Green Print Plan.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	
Land Use 29	Develop or revise existing regulations and ordinances to protect view sheds along important corridors and gateways to the city as identified in the Green Print Plan.	2010	2011	\$2,000	Planning & Development, Consultants, Madison CDC	N/A	
Land Use 30	Develop incentives to encourage those who wish to permanently protect view sheds along scenic roads.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	
Land Use 31	Explore the adoption of appropriate setbacks and vegetative buffers for timber harvesting and other land intensive agricultural practices.	2010	2011	N/A	Planning & Development, Consultants, Madison CDC	N/A	UNDERWAY. Tree ordinance revision regarding tree harvesting adopted, Feb. 2010. Full ordinance update scheduled for presentation Summer 2010.

2011 Annual Update CIE: Schedule of Improvements
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Land Use 19	Revise regulations and ordinances to require that all new developments manage storm water runoff so that contaminants are not introduced into water bodies.	2011	2013	\$2,000	Planning & Development, Consultants	General Funds & Grants if available	NO PROGRESS.
Land Use 20	Revise environmental ordinances as necessary to provide additional protection for wetlands (zero wetlands loss), riparian, and groundwater recharge areas.	2009 2011	2010 2013	\$2,500	Planning & Development, Consultants	General Funds	NO PROGRESS.
Land Use 21	Work towards the goal of permanently protecting more than 20% of the Madison's land area in large areas including natural areas, agrarian landscapes, greenspace/open spaces, and/or parks.	2009 2011	2010 2013	\$2,500	Planning & Development, Consultants, Madison GSC	General Funds, SPLOST, & Grants if available	NO PROGRESS.
Land Use 22	Revise existing regulations and ordinances to require that all new developments contribute to the permanent protection of greenspace and conservation of open space in an appropriate manner, such as on-site provision, purchase of development rights, and/or payments to a greenspace fund.	2009 2011	2010 2013	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	NO PROGRESS.
Land Use 23	Develop or revise existing regulations and ordinances to establish minimum percentages of greenspace for higher density growth as areas to be set aside for permanently protected green or open space and available to the public (not necessarily publicly owned).	2009 2010	2010	\$1,000	Planning & Development, Consultants, Madison GSC	General Funds & Grants if available	COMPLETED. Multi-family rewrite adopted January 2011 includes minimum greenspace provision and equalized the amount of land required per dwelling unit – regardless of housing type.
Land Use 24	Work together with the County and other municipalities to establish a permanent program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 25	Develop implementation plan for the use of innovative land conservation tools and funding sources for greenspace protection.	2009 2010	2010	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. The <i>Green Print Addendum: Madison Green Print & Concept Map (2008)</i> is to be followed by policy development and implementation plan.
Land Use 26	Establish a permanent city program for the perpetual management and protection of land set aside for conservation.	2009 2010	2010	N/A	Planning & Development, Consultants, Madison GSC	N/A	NOT STARTED.
Land Use 27	Together with the County and other municipalities work with the local legislative delegation to improve State legislation allowing the use of transfer of development rights in Morgan County.	2009 2010	2013	\$5,000	Planning & Development, Consultants, Madison GSC	General Funds	UNDERWAY. TDR programs research and evaluation in progress.

Project Assistance - Development Review Process & Waiver of Fees

Upon adoption of the URP, the DDA with staff support from the Planning Department will offer project assistance for developers or property owners wishing to invest in the DURA. Assistance will take the form of concept meetings, interpretation of development regulations, regulation exceptions, accelerated plat review, accelerated design review, accelerated plan review, and waiver or reduction of fees.

The DDA, or a committee thereof, with assistance from the Planning Department, a Madison-appointed member of the joint Planning Commission, and a member of the appropriate design review bodies (Historic Preservation, Corridor Design, or Greenspace) shall review plans and make a recommendation for approval by the City Council for any regulation exceptions. Utilizing said committee, a called meeting of the DDA, and the City's Council every two week meeting schedule, the DDA will be able to provide extraordinarily timely answers to vital development questions. Plat reviews for lot changes to allow for recombination of land and subdivision of parcels in compliance with the **Overall Area Redevelopment and Buildout** plan will be completed in 2 days. In terms of accelerated design and plan review for the DURA, one member of the Planning Department will be dedicated to shepherding all development plans and the City of Madison will prioritize those reviews so that all necessary review processes can be condensed into a 2-4 week process, including revisions as necessary. Additionally, the DDA will recommend to the City Council waivers of non-bonded fees collected by the City of Madison.

Transfer of Development Rights (TDR)

The DDA acknowledges the City of Madison's deliberate intent and recent actions to: 1) establish a minimum acreage of .25 acres for any type of dwelling unit, 2) raise single-family residential lot sizes to be congruous with the average lot size of the neighborhood, and 3) establish specific maximums for multi-family residential developments to protect the character and scale of the community. The DDA would also like to attract alternative housing options, specifically workforce and senior housing, to the DURA and note that density is often the key factor to making such projects feasible. To respect the City's action and to attract private investment, the DDA will explore the establishment of a Transfer of Development Rights (TDR) program for the DURA, which perhaps will serve as a model for the rest of the community. Such a program would necessitate the designation of sending and receiving sites, establishment of a land bank, conservation easement assistance, and legislative action by the City Council.

Parking Bank Option

The DDA acknowledges that all properties but two within the DURA are required to provide parking per local regulation and acknowledges the financial and environmental benefits of congregate parking strategies currently an option with the Corridor Design Overlay (CDO) district, despite the administrative difficulties which result during a change

- DDA, in conjunction with the Madison Main Street, Planning Department, and the non-profit Downtown Design & Development, Inc. (3-D) shall extend the area in which the Downtown Façade Grant Program is offered to include all portions of the W. Washington Street Gateway and N. Second Street Area not previously covered.
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall undertake to define the structure of the Parking Space Fund and make recommendations to the City Council on its structure and operation, including the preparation of a Parking Space Plan to designate specific areas of investment by the Fund.
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall undertake to define the structure of the Open Space Fund and make recommendations to the City Council on its structure and operation, including the preparation of an Open Space Plan to designate specific areas of investment by the Fund.
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall undertake to define the structure of the Stormwater Management Fund and make recommendations to the City Council on its structure and operation, including the preparation of a Stormwater Management Plan to designate specific areas of investment by the Fund.
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall initiate research the implementation of a Transfer of Development Rights (TDR) program and make recommendations to the City Council on its structure and operation, to assist DDA's private development partners in developing financially-feasible residential projects in the DURA and remain zero growth on residential density, while respecting the City residential zoning maximums - single-family (2005) and multi-family (2009).
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall initiate research on housing tax credits and other incentive programs which can assist DDA's private development partners in developing financially-feasible projects in the DURA which conform to its development standards.
- DDA, in conjunction with the Community Development Department and/or other appropriate departments shall initiate research to identify or create a non-profit entity which can act as a Community Housing Development Organization (CHDO) to serve the redevelopment area.

2013 STWP Update to Comprehensive Plan
City of Madison, Georgia

Economic Development -22	Explore partnerships and initiate renewal programs in the DURA to develop a Revitalization Area Strategy in order to obtain preferred grant status.	2012	2012	\$0	DDA	N/A	COMPLETED. 2012 RAS application completed in house and RAS Status awarded September 5, 2012.
Economic Development -23	Outline and formalize the accelerated zoning process for redevelopment within the DURA.	2012	2012	\$0	Planning Department	N/A	ABANDONED. 2012 Council declined reducing local deadline of 45 days to reflect state minimum requirements of 15 days.
Economic Development 24	Amend the URP to include Overall Plan & Build Out Maps for all remaining areas of the DURA, completing design charettes or workshops as necessary for neighborhood commercial areas.	2012	2013 2014	\$2,500	Planning Department & DDA	General Funds N/A	IN PROGRESS. 2014 Amendment pending for W. Washington St. Gateway.
Economic Development -26	Identify opportunities to utilize the slum and blight tool of DCA—the Redevelopment Fund—and to use the grant/loan option to garner a local revolving fund for local businesses.	2012	2017	\$0	DDA	N/A	COMPLETE. 2013 Two opportunities have been identified. Redevelopment Fund Application submitted or Canaan Corner Store and application pending for McDowell Grocery Warehouse.
Economic Development 27	Redevelop the Gilmore House property to remove slum and blight and invest in smaller-scale revitalization of the Canaan Historic Neighborhood.	2013	2015	\$0	DDA	DDA Budget, Grants, Partnerships	IN PROGRESS. 2014 Construction underway.
Economic Development -28	Relocate and stabilize the Central of Ga depot as a catalyst project in W. Washington St. Gateway.	2013	2017	\$160,000	DDA	DDA Budget, Grants, Partnerships	COMPLETE. 2013 Phase I: Relocation and stabilization complete. Grants and program development underway for Phase 2.
Economic Development 30	Explore use and draft proposal for pilot Transfer of Development Rights (TDR) program.	2014	2014	\$0	Planning, DDA & GSC	N/A	COMPLETE. Presentation to Council for adoption scheduled for May.
Economic Development 35	Engage in property management and prepare redevelopment proposals for BoomTown Block.	2014	2016	\$0	DDA	DDA Budget, Grants, Partnerships	
Economic Development 36	Rehabilitate and repurpose the Central of Ga depot with Public Boardwalk as a catalyst project in the W. Washington St. Gateway.	2014	2016	\$0	DDA	DDA Budget, Grants, Partnerships	
Economic Development 37	Address stormwater, transportation, and connectivity in the W. Washington St. Gateway.	2014	2015	\$0	DDA	Unknown	
Economic Development 38	Prepare RFP for future residential housing opportunities – affordable, senior, and continuum of care options.	2014	2015	\$0	DDA	N/A	

							Monica Callahan, Community Development (Downtown Development & Urban Redevelopment)
Economic Development -18	Develop parking strategy, including short-, mid-, and long-term planning options for DDA.	2013	2013-2014	\$0	Planning & Main Street	N/A	COMPLETE.
Economic Development -19	Facilitate funding and support the Façade Grant Program matching façade improvement funds to downtown businesses in the DDA.	2012-2013	2017	\$10,000 per annum	DDA & Non-Profit Partner	Special Tax District, Private Matching Funds	ONGOING.
Economic Development -20	Work with Main Street to fulfill their request to fund, purchase, and install bike racks and pet amenities throughout the DDA.	2012	2013	\$6,000	DDA & MSAB	Special Tax District	COMPLETE.
Economic Development -21	Request and repurpose surplus properties – W. Washington, N. Second Street, and College Street – within the DDA and DURA.	2012-2013	2012-2013	\$0	DDA	N/A	COMPLETE.
Economic Development -22	Explore partnerships and initiate renewal programs in the DURA to develop a Revitalization Area Strategy in order to obtain preferred grant status.	2012	2012	\$0	DDA	N/A	COMPLETE.
Economic Development -23	Outline and formalize the accelerated zoning process for redevelopment within the DURA.	2012	2012	\$0	Planning Department	N/A	COMPLETE.
Economic Development -24	Amend the URP to include Overall Plan & Build Out Maps for all remaining areas of the DURA, completing design charrettes or workshops as necessary for neighborhood commercial areas.	2012	2013-2014	\$2,500	Planning Department & DDA	General Funds Planning Budget	IN PROGRESS. 2014 W. Washington St. Gateway amendment completed. 2015 Amendments and DURA expansion boundary underway.
Economic Development -26	Identify opportunities to utilize the slum and blight tool of DCA – the Redevelopment Fund – and to use the grant/loan option to garner a local revolving fund for local businesses.	2012	2017	\$0	DDA	N/A	COMPLETE.
Economic Development -27	Redevelop the Gilmore House property to remove slum and blight and invest in smaller-scale revitalization of the Canaan Historic Neighborhood.	2013	2015	\$0	DDA	DDA Budget, Grants, Partnerships	COMPLETE. 2014 Lower floor occupied. 2015 Upper floor occupied.
Economic Development -28	Relocate and stabilize the Central of Ga depot as a catalyst project in W. Washington St. Gateway.	2013	2017	\$160,000	DDA	DDA Budget, Grants, Partnerships	COMPLETE.
Economic Development -30	Explore use and draft proposal for pilot Transfer of Development Rights (TDR) program.	2014	2014	\$0	Planning, DDA & GSC	N/A	COMPLETE.