

MADISON

2013 Plan of Conservation & Development



Planning and Zoning Commission

Effective November 9, 2013



November 2013

To Madison Residents,

The Planning and Zoning Commission is proud to present the 2013 Plan of Conservation and Development for Madison, which replaces our current 2000 Plan.

This Plan was prepared over a two-year period by a Plan Update Steering Committee made up of members of local boards, commissions, and other interested residents. In addition, the Steering Committee reached out to all Madison residents through Town surveys, workshop meetings, and public informational meetings. Upon receipt from the Steering Committee, the Planning and Zoning Commission further reviewed and refined the Plan and held additional public meetings to get even more feedback. After a public hearing held on October 3, the Planning and Zoning Commission adopted the Plan with an effective date of November 9, 2013.

We now look forward to establishing a Town Plan Advisory Committee (TPAC) to help coordinate implementation of the Plan which will help guide us through the next ten years. TPAC will continue to work with all Madison organizations and residents in order to help carry out the goals and policies set forth in the Plan.

The Planning and Zoning Commission is extremely thankful to all the volunteers who made this Plan a reality.

Sincerely,

Christine Poutot, Chair
Planning and Zoning Commission

The photograph on the cover was taken by Jane Maurer, a former resident of Madison. It shows Fence Creek where it meets Long Island Sound as a storm front clears.

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Acknowledgments

Introduction / Executive Summary

1

Overview

A Plan of Conservation and Development is a strategic plan for the physical development of a community. It is an advisory document which is intended to guide local actions and to provide a framework for consistent decision-making with regard to conservation and development activities over the next decade or so.

Since a Plan of Conservation and Development helps guide local actions towards outcomes considered beneficial for the community and/or desired by residents, there are few documents which have a greater potential long term influence on the Madison we know and love.

Much of the effectiveness and value of a plan comes from its implementation and Madison has an excellent track record in this area. Following adoption of the 2000 Plan of Conservation and Development (POCD), the Planning and Zoning Commission appointed a Town Plan Advisory Committee which established priorities and coordinated implementation efforts. Many of the recommendations from the 2000 POCD were implemented successfully.

During the process of preparing this Plan, Madison residents consistently advocated for maintaining the overall character and quality of life in Madison. Those attributes are what attracted them to the community and they clearly indicated they wanted to pass them along for future residents and generations.

Madison is consistently ranked by Connecticut Magazine as one of the best communities in Connecticut between 10,000 and 20,000 residents ...

Community Gathering



Patricia Anderson

Sailboats At The Surf Club



Patricia Anderson

Preparation Of This Plan

Although a Plan of Conservation and Development (POCD) is officially adopted by the Madison Planning and Zoning Commission, this POCD was prepared with guidance from a committee made up of Madison residents and representatives of different community organizations. This helped to ensure that the planning process included a wide variety of viewpoints and opinions so that it represents the best ideas and strategies for the future of the community.

The planning process also included a number of community participation exercises and workshops. Two random sample telephone surveys were also conducted in order to obtain input from a cross-section of Madison residents.

Following a number of meetings where Plan ideas were discussed and Plan strategies were formulated and refined, a draft Plan was prepared to reflect the planning strategies. Draft plans were discussed and refined by the POCD Update Committee before being forwarded to the Planning and Zoning Commission for review and adoption.

The Plan was adopted at the October 3, 2013 meeting of the Planning & Zoning Commission with an effective date of November 9, 2013.

EXCERPTS FROM CONNECTICUT GENERAL STATUTES SECTION 8-23 - PLAN OF CONSERVATION AND DEVELOPMENT

The Plan shall:

- be a statement of policies, goals and standards for the physical and economic development of the municipality, ..
- show the commission's recommendation for the most desirable use of land within the municipality ... and for the most desirable density of population
- be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.

The Plan may:

- show the commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
- include recommended programs for the implementation of the plan ...
- (include) such other recommendations ... in the plan as will ... be beneficial to the municipality.

Executive Summary

During the process of preparing the Plan, the following philosophy emerged as the foundation for this Plan of Conservation and Development:

Guide the conservation and development of Madison to maintain and enhance its character and quality of life and help create a sustainable and resilient community.

While there may be refinements in the goals and strategies of this Plan over time, it is anticipated that this philosophy will remain relevant during the anticipated ten-year life of this Plan of Conservation and Development.

Plan Themes

This Plan of Conservation and Development has been organized around the following major themes:

Community Character / Quality of Life



Patricia Anderson

Madison Center



Patricia Anderson

Community Development



Conservation / Sustainability



These main themes are the result of input received at public meetings, from the telephone surveys, and the discussions and deliberations of the Steering Committee. These are the issues which Madison residents have indicated are important to them and, they believe, to their community.

In addition, the Plan contains a section on implementation. Since implementation may be the most important result of the planning process, special emphasis is placed on this section of the Plan. Following adoption of the 2000 Plan of Conservation and Development, the Planning and Zoning Commission established a special committee for plan implementation. Much of the success of the 2000 POCD in terms of bringing about positive change in the community can be attributed to the Town Plan Advisory Committee which operated from 2000 to 2009.

Community Meeting



Madison Community TV

Workshop Meeting



Policies and Tasks

The following pages contain a number of recommendations related to “policies and “tasks”. The intended meaning of these terms is described below:

Policies - Policies are long-term and continuing strategies that do not readily lend themselves to a specific schedule or measurement. Policies tend to be on-going efforts that are continued over time.

Tasks - Tasks are specific actions that can typically be scheduled and measured and their implementation can be readily identified. Tasks are discrete work efforts that are intended to be completed as resources permit.

Conditions And Trends

2

Overview

An overview of conditions and trends affecting Madison provides some context to the Plan and the planning process.

Madison's Past

Permanent European settlement of Connecticut began around 1633 with the establishment of settlements and trading posts inland along the Connecticut River. These areas were considered to provide the best opportunity for trade with Native Americans.

After the Pequot War in 1637, settlement of coastal areas accelerated and Guilford was settled in 1639. As population grew and new families sought land for farming, settlement expanded outwards. The first settlement of what is now known as Madison is believed to have occurred around 1650.

In 1703, residents between the East River and the Hammonasset River received permission to establish their own religious society so they would no longer need to travel to Guilford for religious services. In 1826, the Legislature approved a petition from residents and the Town of Madison was created from land formerly in Guilford.

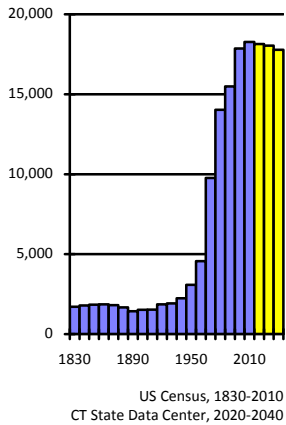
While farming supported the early settlers of this area, they were fortunate to have Long Island Sound as a source of food and as a basis for shipbuilding and transporting local products to other markets. When the railroad was built in the mid-1800s, it resulted in the loss of many maritime businesses but created the beginnings of a summer resort town where people were attracted by beach-front locations for homes and cottages.

After 1945, the expansion of the road network and increasing use of the automobile set the stage for population growth in areas outside major cities. Madison was no different and, with extension of the Connecticut Turnpike (now Interstate 95) in the early 1950s, farmland was converted to new residential developments and Madison's population grew from 3,000 people in 1950 to almost 10,000 people by 1970 and over 18,000 people by 2010.

"If we could first know where we are and whither we are tending, we could then better judge what to do, and how to do it ..."

Abraham Lincoln

Population Growth



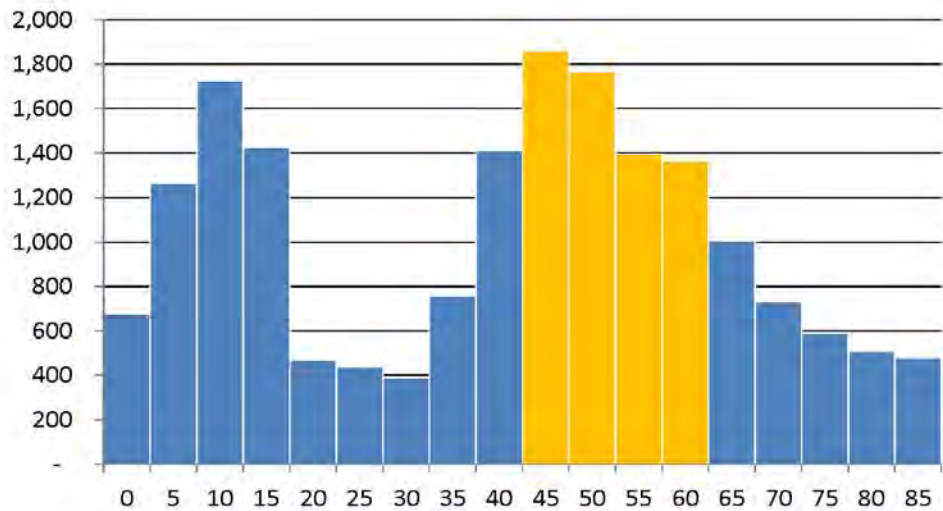
Madison's Present And Future

Demographics

Madison had 18,269 residents in 2010 according to the United States Census. As can be seen from the chart in the sidebar, growth has slowed in recent decades as land available for development has decreased. Due to the decreased land availability, there is likely to be modest housing growth in the future and demographic changes will likely be the result of aging in place and changes that occur from people moving in and out of Madison. If recent demographic changes (births, deaths, migration patterns) continue, Madison will likely lose population over the next few decades.

The following chart illustrates the age composition of Madison in 2010. The dominant age groups are adults aged 40 to 65 and children aged 0 to 20 (generally indicative of a family-friendly community). The "trough" in the age groups between ages 20 and 35 reflects more people in these age groups moving out than moving in.

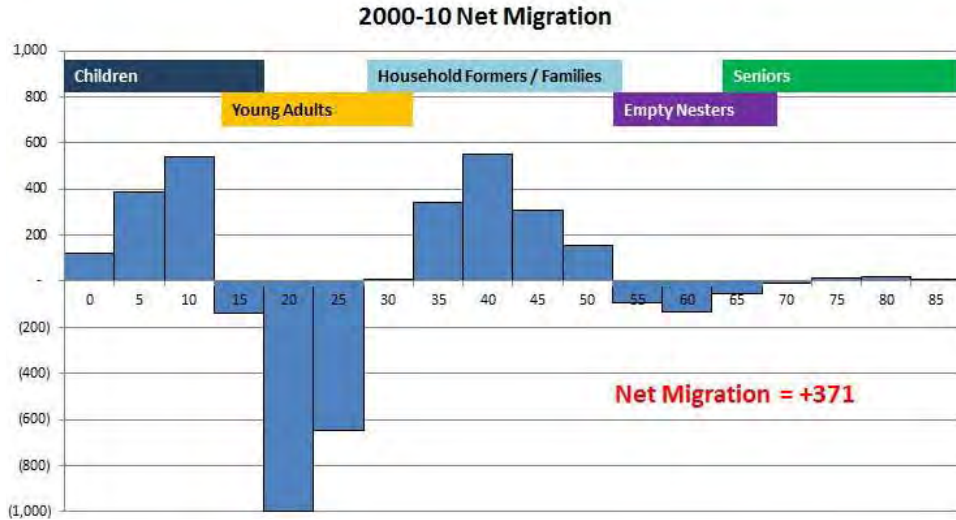
2010 Age Composition (Population = 18,269)



In the above chart, the yellow columns represent people in the "baby boom" (born between 1946 and 1964). It is reasonable to expect that these households will become smaller over time (children move out, divorce, separation, mortality, etc.) and so Madison's population may decline in the future as a similar number of housing units are occupied by smaller households.

The following chart compares the actual age composition in 2010 with the “expected” age composition (people in 2000 Census aged 10 years, births added, deaths subtracted). The differences are the result of net migration (see sidebar).

This chart illustrates that Madison tended to “attract” families (people aged 35 to 55 with children aged 0 to 15) between 2000 and 2010. On the other hand, Madison lost people aged 15 to 30 (college students and young adults) and more people over the age of 55 moved out than moved in although the numbers are fairly modest over the ten year period. Review of net migration estimates for prior decades suggests a similar pattern.



Net Migration

Net migration is a term used to describe the net effect of people moving into Madison and out of Madison.

When the value is a positive number, Madison attracted more people in those age groups than it lost. When the value is a negative number, Madison lost more people in those age groups than it attracted.

Economics

Madison businesses provided approximately 4,620 jobs in 2010 while the local labor force was 9,760 people. Madison is reliant on the larger region to provide jobs for residents.

Madison Center



Madison Center



Definitions

Developed Land - land that has buildings, structures, or improvements used for a particular economic or social purpose (such as residential or institutional).

Committed Land - land that is used for a particular economic or social purpose (including open space). For example, the land owned by the South Central Regional Water Authority for water protection is considered committed land.

Vacant Land - land that is not developed or committed.

Under-Developed Land – residentially zoned land that is not used to its full development potential. For example, a 20-acre parcel with a house in a one acre zone would be categorized as .one-acre of residential use and 19 acres of vacant land. On the land use map, such parcels have a yellow circle (for the residential use) and the remainder of the parcel is white (for the vacant land).

Land Use

Most of the land in Madison (88 percent) is developed or committed to various land uses. The land areas considered to be developed or committed are classified in the following use categories:

MADISON LAND USE SUMMARY

Use	Acres	Percent of Total Land
Residential	8,170	35%
Business / Industry	261	1%
Community Facility / Institutional Uses	635	3%
Dedicated / Managed / Other Open Space	10,315	44%
Public Utility / Transportation / Roads / Water	1,611	7%
Developed / Committed	20,993	89%
Vacant / Under-Developed	2,571	11%
Total Land Area	23,564	100%

Planimetrics (Totals may not add due to rounding.)

A buildout study conducted in 2004 estimated there might be the potential for an additional 600 to 900 additional units in Madison. The lower estimate was based on the amount of vacant land at that time while the higher estimate considered the possibility that some “managed open space” (see page 20 for a description of this classification) might be converted to residential use.

The amount of land classified as open space makes a significant contribution to Madison’s character and provides significant fiscal stability to the town.

Seasonal Residency

According to the 2010 Census, approximately 10 percent of Madison’s housing stock is kept for seasonal, recreational, or occasional use. While not directly comparable, assessment data for Madison reveals that approximately 563 single-family homes in Madison have a mailing address outside of Madison. This represents less than seven percent (7%) of the total number of single-family homes in Madison (8,523 homes).

The assessed value of the 563 homes with out-of-town addresses is \$375 million dollars, about 10.5 percent of the total Grand List of Madison. Since the assessed value of all commercial and industrial properties in Madison is about \$131 million, it can be seen that seasonal homes provide almost three times as much assessed value as business and industrial uses.

Existing Land Use Map

Madison, CT

For more detail, see maps online at madisonct.org.

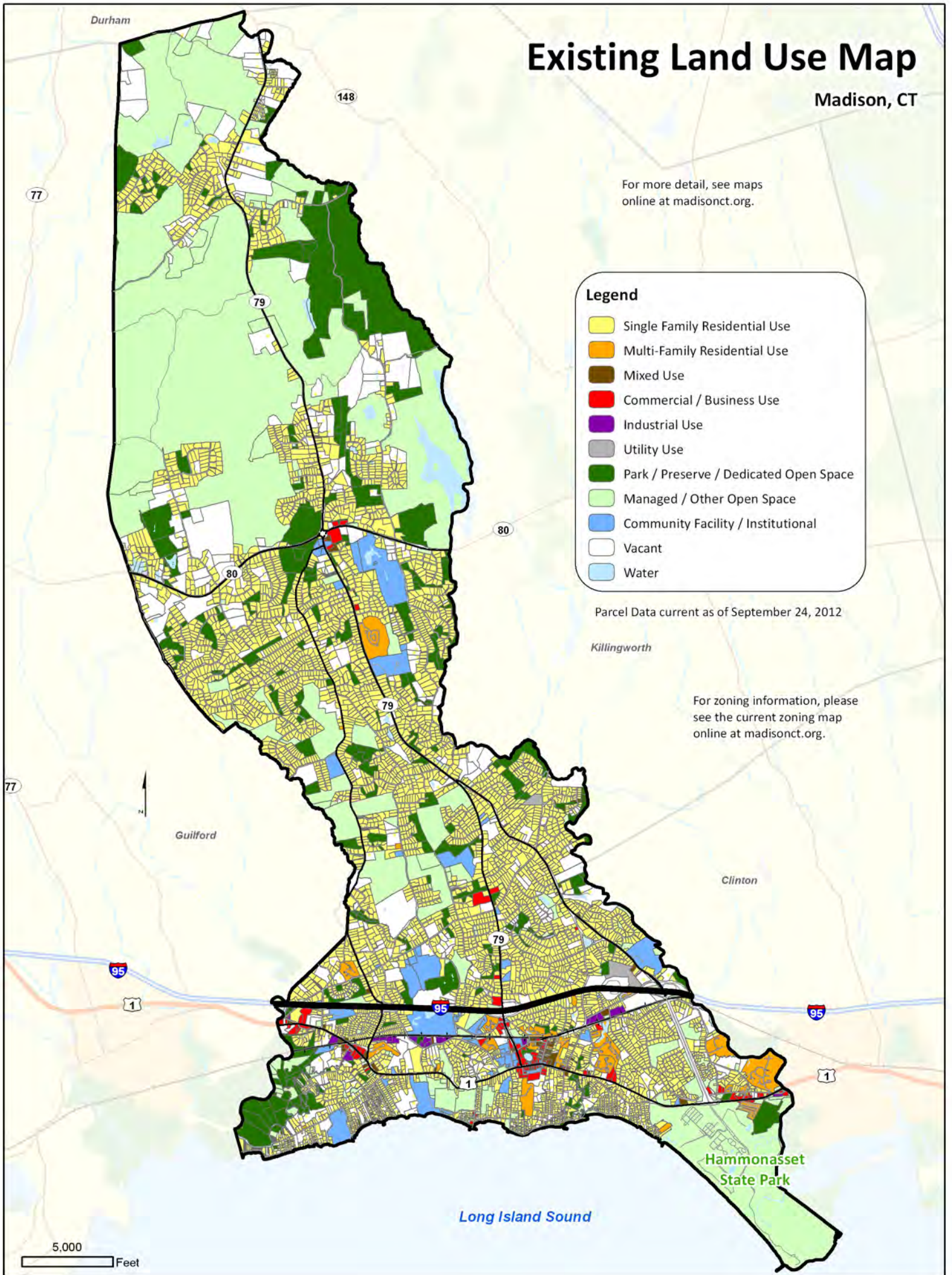
Legend

- Single Family Residential Use
- Multi-Family Residential Use
- Mixed Use
- Commercial / Business Use
- Industrial Use
- Utility Use
- Park / Preserve / Dedicated Open Space
- Managed / Other Open Space
- Community Facility / Institutional
- Vacant
- Water

Parcel Data current as of September 24, 2012

Killingworth

For zoning information, please see the current zoning map online at madisonct.org.



5,000 Feet

Margin of Error

Statistically, a sample of 301 surveys represents a margin for error of plus or minus 5.5% at a 95% confidence level.

In theory, this means that this sample of Madison residents will differ no more than +/-5.5% than if all Madison residents were contacted and included in the survey.

That is, if random probability sampling procedures were reiterated over and over again, sample results may be expected to approximate the larger population values within plus or minus 5.5% -- 95 out of 100 times.

Community Concerns

A telephone survey of 300 randomly selected Madison households was conducted in February 2012. Results from the survey are presented below and in the relevant sections of the Plan. The report on the results of the survey is available at Town Hall.

The survey found that Madison residents are very pleased with the quality of life in the community. In fact, 98 percent of the households rated the quality of life in Madison as high or very high.

When residents were asked at the outset of the survey what they felt was the most important issue facing the community at that time, about two in five people expressed concern about economic issues.

About one in five people did not have an opinion about the most important issue facing the community and about one in five people identified some aspect of community services and facilities. The remaining comments related to development and conservation issues directly.

Category	Most important issue facing the Town of Madison...	#	%	
Economic Issues	Cost of living / taxes	72	23.9%	40% (119)
	Budget / spending / finances	38	12.6	
	Revenue / money	6	2.0	
	Declining real estate values / housing market	2	0.7	
	Expanding the tax base	1	0.3	
No Response	Don't know/refused	66	21.9	22% (66)
Community Facilities & Services	Education	37	12.6	21% (63)
	Police department / crime / safety / drugs	6	2.0	
	Activities for kids/adolescents	5	1.7	
	Senior citizens	5	1.7	
	Other / roads / politicians / litigation / sewer / dog park	10	3.3	
Development Issues	New housing / affordable housing/ growth / increasing population / population changes	19	6.4	14% (40)
	Commerce / economy / more businesses & restaurants	9	3.0	
	Development / zoning	8	2.7	
	A good downtown / Beach hotel	4	1.4	
Conservation Issues	Environment / open space	6	2.0	4% (12)
	Airport property	4	1.3	
	Preserving the town	2	0.7	

Totals may not add due to rounding