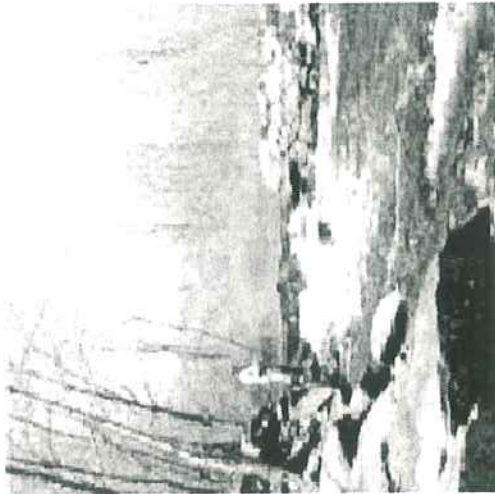
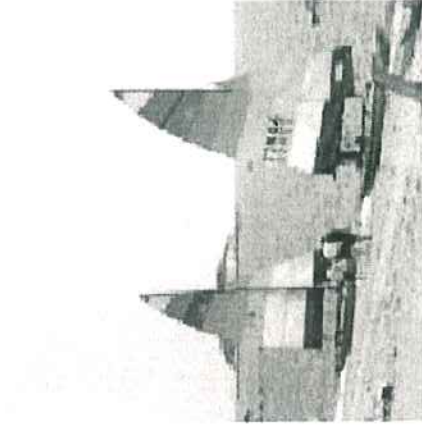


MADISON

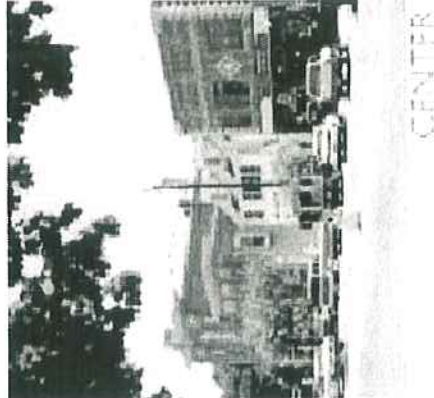
Plan of Conservation & Development



RESOURCES



SPRINT



CENTER



CHARACTER

4/09

A Guide to Madison's Future

2000

ON PLANS & PLANNING

“We must disabuse the . . . idea that a . . . plan means a fixed record upon paper of . . . where and how the more important changes and improvements in the physical layout of the (community) are to be made - a plan to be completed and put on file and followed more or less faithfully and mechanically, much as a contractor follows the architect’s drawing for a house.

We must cultivate in our own minds . . . the conception of the . . . plan as a device . . . for preparing, and keeping constantly up to date, a unified forecast and definition of important changes, additions, and extensions of the physical equipment and arrangement of the (community) which a sound judgment holds likely to become desirable and practicable in the course of time, so as to avoid so far as possible both ignorantly wasteful action and ignorantly wasteful inaction in the control of the (community’s) physical growth.

It is a means by which those who become at any time responsible for decisions affecting the (community’s) plan may be prevented from acting in ignorance of what their predecessors and their colleagues in other departments of (community) life have believed to be the reasonable contingencies.”

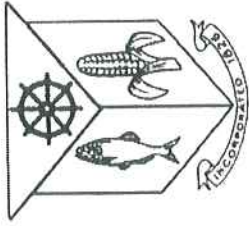
Frederick Law Olmsted, Jr.
Distinguished City Planner (1911)

The cover of the Plan of Conservation & Development
was designed by Evan Leonard -
Madison resident, graduate of Daniel Hand High School, and
student at Carnegie Mellon University.



Planimetrics

136 Simsbury Road, Avon, CT 06001 860-677-5267



TOWN OF MADISON
CONNECTICUT 06443-2563

November 1, 2000

To Madison Residents,

This document is the 2000 Plan of Conservation and Development for Madison, Connecticut. This Plan represents about 18 months worth of work by the Madison Planning Committee - a group of residents appointed by the Planning & Zoning Commission to draft a Plan of Conservation & Development for Madison - and the Madison Planning & Zoning Commission.

This Plan has been endorsed by the Madison Planning Committee and adopted by the Planning and Zoning Commission with an effective date of November 1, 2000.

As we have all worked together to develop the Plan, many recommendations have been included that are designed to:

- improve and maintain the overall quality of life in Madison, and
- preserve and promote the character of Madison.

It has been our goal to develop a guide that reflects the consensus of the community and establishes a working blueprint for the future of Madison. We hope that you will work to implement the Plan.

Sincerely,

MADISON PLANNING & ZONING COMMISSION

William Bilcheck, Chair
Garry Leonard, Vice-Chair

MADISON PLANNING COMMITTEE

Edward Sack, Chair
Susan Duncan, Vice-Chair

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2000
Madison
Plan of
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&
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Photographs

The photographs used in this Plan of Conservation and Development were:

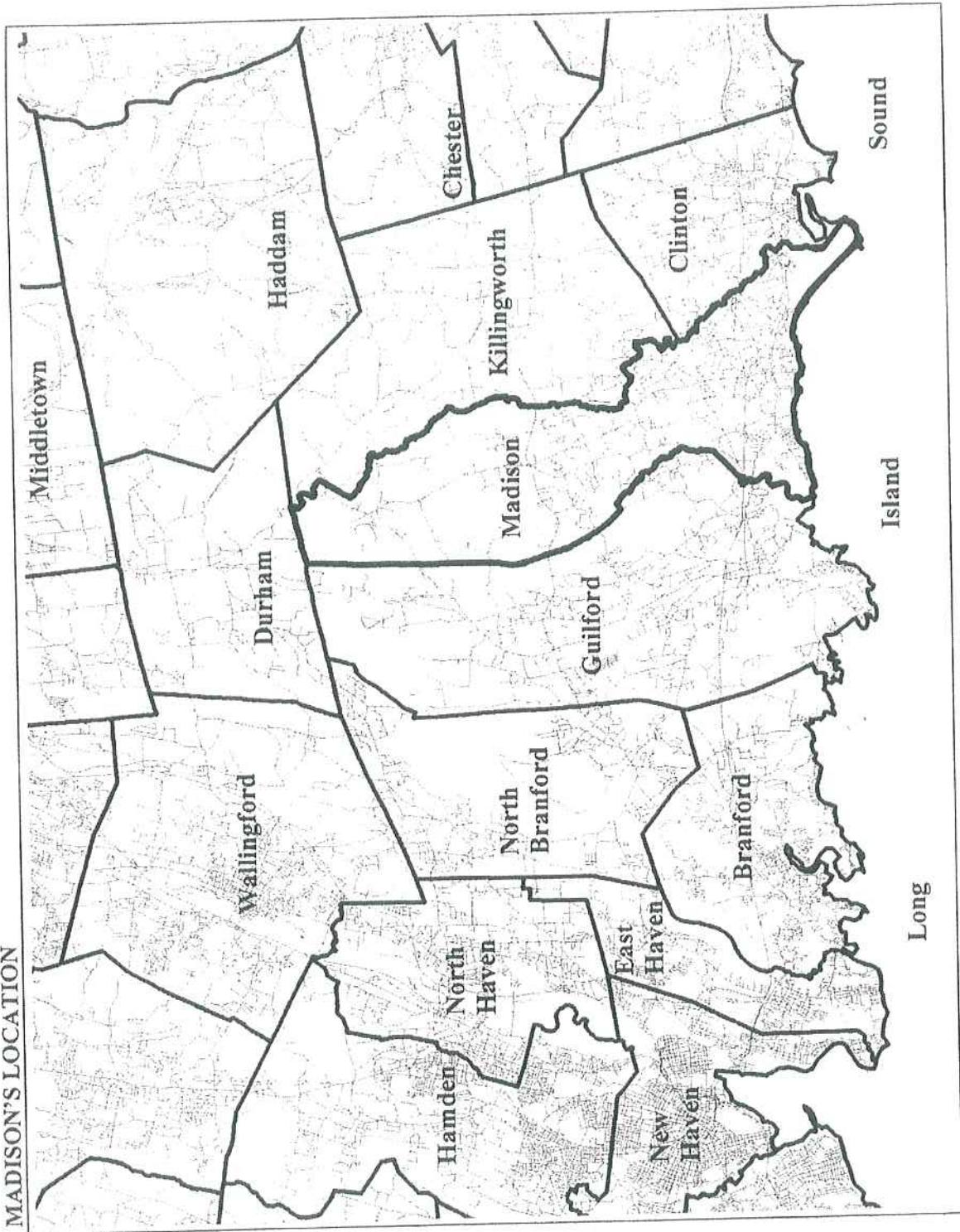
- submitted by Madison residents and
- selected by members of the Planning and Zoning Commission and Town Staff.

Some pictures were taken by Tara Cunningham and Dennis Lindquist - students at Daniel Hand High School. Their pictures were taken as part of an independent study program in photography under the oversight of Angela Medley.

Pictures were also obtained from the Charlotte Everts Archives. Other photographs were submitted by Planimetrics or anonymously.

Special thanks to all people who submitted photographs for inclusion in the Plan.

MADISON'S LOCATION



INTRODUCTION

1

INTRODUCTION TO MADISON

Madison is located on Long Island Sound about 15 miles east of New Haven, in south-central Connecticut. The town is bounded by Guilford to the west, Durham to the north, and Killingworth and Clinton to the east.

Madison, Connecticut is a special place. Madison is consistently ranked by *Connecticut Magazine* as one of the best communities in Connecticut between 10,000 and 20,000 residents. This recognition is a reflection of the local quality of life, community character, culture, economy, and other aspects.

Most importantly, Madison is cherished by the people who live here. In a survey conducted as part of the planning process, 97 percent of residents rated the overall quality of life as good or excellent. The attributes most often cited by Madison residents include:

- the overall character of the community,
- the extensive Long Island Sound shoreline,
- the quality of the local school system,
- the preserved open space and natural resources,
- the involvement of residents and organizations, and
- the uniqueness of Madison's Center.

While each of these attributes helps make the community unique, it is the combination all of these attributes that helps make Madison such a special place.

According to 1998 population estimates from the U.S. Bureau of the Census, Madison contained 16,197 residents within its land area of about 36.8 square miles (23,556 acres). This is an increase of 712 people (five percent) from the 1990 Census.

Lee Academy



Patricia Anderson

Madison is a special place ...

Statutory Reference

Section 8-23 of the Connecticut General Statutes requires that the Planning Commission prepare, adopt, and amend a Plan of Conservation and Development. The requirements for the Plan are presented on the facing page.

Planning Period

Since Statutes require that the Plan be updated every ten years, this Plan looks ten to twenty years into the future and is intended to guide public and private actions for the next five to ten years.

Madison Plans

Some plans that have been prepared for Madison in the past include:

- Madison Center Charter Report (1996),
- Open Space/Recreation Plan (1993),
- Madison Comprehensive Plan of Development (1988),
- New Life For Madison Center (1985),
- Plan of Development for Madison (1969),
- Madison Analytic Study (1965),
- Madison Development Plan (1964), and
- Survey Report on Madison Center (1959).

ABOUT PLANS OF CONSERVATION AND DEVELOPMENT

A Plan of Conservation and Development is a tool for guiding the future of a community. This Plan was prepared by the Madison Planning Committee and the Planning and Zoning Commission with input from Madison residents. The goals and recommendations of this Plan are intended to reflect the overall consensus of what is best for Madison and/or its residents in the future.

While it is primarily a statement of recommendations addressing the conservation and development of Madison (the physical layout), it is also intended to address the social and economic development of the community.

History of Planning in Madison

Madison has had at least two other comprehensive Plans of Development prepared. While plans that address the future development of Madison were completed in 1964, 1969 and in 1988, several other plans were prepared at other times or for particular areas. Some of these reports are identified in the sidebar. Information on additional reports can be obtained at the Land Use office at Madison Town Hall.

Thus, it can be seen that Madison has a history of preparing, adopting, and amending Plans to address the appropriate conservation and development of the community. It is in that spirit that this Plan has been prepared.

The Plan was also prepared to address growth in Madison in a comprehensive way. It was recognized that the issue facing the community, from a land use perspective, wasn't whether to grow or not to grow -- the major issue was how to grow so that the needs of the community and its residents - both present and future - would be met in the most efficient and cost-effective manner while maintaining the character of the town and the overall quality of life.

If we are to address these issues, we must plan. A continuing planning process will help us to make intelligent, informed decisions that help produce desired results. Through planning, we can work together to preserve those things that residents most cherish and achieve those things that residents most desire.

Use of the Plan of Conservation and Development

This Plan of Conservation and Development is an advisory document. It is intended to guide local residents and to provide a framework for consistent decision-making with regard to conservation and development activities in Madison over the next decade or so.

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

The Planning Commission shall:

- prepare, adopt and amend a plan of conservation and development ...
- review the plan of conservation and development at least once every ten years ...
- adopt such amendments to the plan or parts of the plan ... as the commission deems necessary to update the plan.

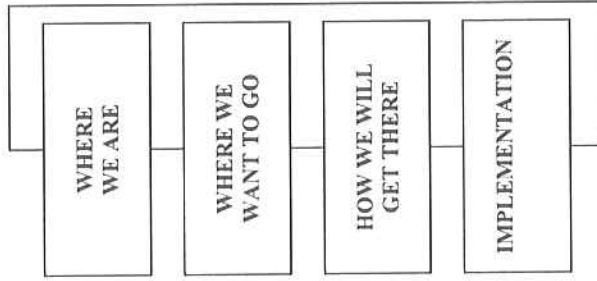
The Plan shall:

- 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 for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the ... parts of the municipality.
- 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.
- be made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound ...
- make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity ...
- take into account the state plan of conservation and development ... and note any inconsistencies it may have with said state plan.

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.

The Planning Process



How This Plan Was Developed

While the Madison Planning and Zoning Commission adopts the Plan of Conservation and Development, the Commission decided to appoint a committee made up of community representatives to prepare the Plan. The Madison Planning Committee consisted of several members of the Planning and Zoning Commission, representatives of other local boards, and other interested residents.

The process used by the Committee to prepare the Plan is illustrated by the adjacent flowchart. First, a comprehensive inventory and assessment of local conditions and trends was undertaken to identify needs and issues in Madison. Then, Madison residents were involved in establishing a consensus on important issues through:

- workshop meetings by the Madison Planning Committee,
- interviews with local “experts” on Plan topics,
- public presentations that generated input and discussion,
- surveys of residents, and
- other exercises and analyses performed during the process.

Finally, the various recommendations in the Plan were discussed and refined at many meetings of the Madison Planning Committee and the Planning and Zoning Commission. Implementation takes place after the Plan is adopted.

Other Relevant Information

Other relevant information includes workbooks (booklets on different topical issues) prepared during the process, previously adopted plans, and materials such as resident surveys. These workbooks and supporting materials were assembled into binders for each participant and additional binders were placed at Town Hall and the Madison Library for residents to review during the process.

In the case of conflict between this Plan and such other information, the recommendations of this Plan take precedence.

Many people were involved in the preparation of the Plan over an 18 month period. While it is not possible to name them all, the major participants are listed on the inside back cover of the Plan.

The Plan was adopted at the October 5, 2000 meeting of the Planning & Zoning Commission with an effective date of November 1, 2000.

EXECUTIVE SUMMARY

2

OVERALL PLAN PHILOSOPHY

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

To maintain and enhance those aspects of Madison's character that contribute to its high quality of life.

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.

OVERALL PLAN ORGANIZATION

Many Plans of Conservation and Development are organized on a *topical* basis. That is, they are arranged by chapters about such things as natural resource protection, open space, residential development, economic development, community facilities, transportation, and similar topics. This Plan is different.

During the planning process, it became apparent that a *thematic* structure had greater potential to highlight the most important issues in Madison and provide flexibility in guiding future actions. Participants felt that a Plan organized around a set of broad themes had greater potential to concisely organize and present the recommendations of the Plan.

In addition, the recommended strategies result in a series of *benchmarks* to guide future legislative and administrative actions and help determine consistency with the Plan.

Winter on River Road



Joanne Volage

This Plan is intended to highlight important issues in Madison and flexibly guide future actions ...

Plan Detail

More detailed discussion of these themes and strategies is contained in the following chapters of the Plan.

MAJOR THEMES

The major themes and strategies contained in the Plan are outlined below.



Enhance Community Character

- Establish a Conservation Committee
- Protect Scenic Resources
- Protect Historic Resources
- Promote Architectural Character
- Protect Other Unique Resources



Promote Community Spirit

- Enhance Community Spirit
- Promote Community Involvement



Enhance Madison Center

- Carefully Manage Activities in Madison Center
- Enhance the Streetscape
- Enhance the Center's Sidewalk Network
- Provide Restrooms for Public Use
- Encourage Residential Development in the Center
- Monitor Parking Needs
- Consider Limited Sewer Service in the Center

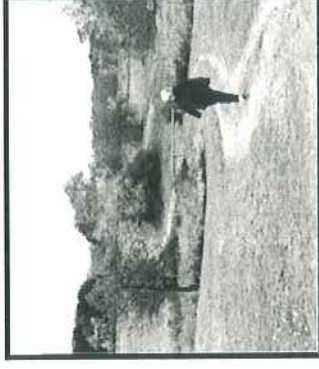
Protect Natural Resources

- Protect Water Quality
- Preserve Important Resources



Expand Open Space and Trails

- Provide Additional Open Space and Greenbelts
- Expand the Existing Trail System
- Encourage Efforts of the Land Trust
- Expand Coastal Access Opportunities
- Retain Undeveloped Land



Carefully Manage Development

- Enhance Village Centers
- Simplify Business Zones
- Enhance Commercial Areas on Route 1
- Maintain and Expand the Tax Base
- Encourage Business Activity Consistent with the Intent of the Plan
- Manage Residential Development
- Encourage Housing Diversity
- Control Development in Coastal Areas



Coastal Management

Recommendations related to coastal issues and management of areas within the coastal boundary transcend many of the themes of the Plan.

Themes where responsible management of coastal resources is important include:

- Enhance Community Character
- Protect Natural Resources
- Expand Open Space and Trails
- Carefully Manage Development
- Address Community Facility Needs

Some of the most specific recommendations relating to management of activities in coastal areas are contained on pages 65-70.



Address Community Facility Needs

- Undertake a Facility Planning Process
- Address Current Facility Needs
- Prepare for Mid-Range Facility Needs
- Consider Long Term Needs
- Enhance Facility Operations



Maintain and Enhance Infrastructure

- Create an Overall Sidewalk and Trail Network
- Establish a Bikeway Network
- Maintain and Enhance Roadway Facilities
- Manage Access on Existing Roads
- Promote Vehicular Alternatives
- Maintain and Enhance Other Infrastructure



Implementation

- Implement the Plan

CONDITIONS AND TRENDS

3

OVERVIEW

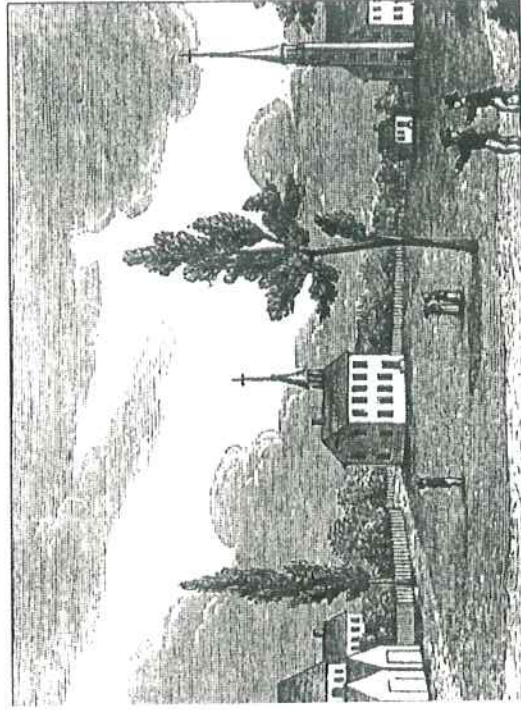
Madison will continue to be affected by what has happened in the past and what will happen in the future. This overview of conditions and trends is intended to summarize Madison's history, its regional role, overall population changes, land use changes, and fiscal conditions in order to provide some context to the Plan and the planning process.

HISTORY OF MADISON

Early Settlements

While Madison's landscape was formed over millions of years, human settlement is believed to only have occurred within the past 10,000 years. Evidence of seasonal Native American settlements of the Menunkatuck tribe have been located near the shore and in rock shelters among the ledges of North Madison.

Guilford was established in 1639 by settlers who had come from the districts of Kent and Surrey in England. They were initially attracted by the low, moist and flat coastal lands, but the town eventually grew, through a series of purchases from the native peoples, to include all of what is now Guilford and Madison.



Charlotte Ewatts Archer

Congregational Church



Patricia Anderson

Madison will continue to be affected by what has happened in the past and what will happen in the future ...

Original Apportionment

Originally, some land in Guilford was apportioned to sponsoring members of the community based on their original investment.

The amount of land distributed was:

- five acres of upland and six acres of meadow for every one hundred pounds invested, and
- an additional amount for each family member.

In later years, other land was distributed in outlying areas to encourage settlement. The final allocation, giving 40 acres to each eligible member, took place in 1730.

Formative Influences

Many towns, like Madison, sought independence in the early 1800s due to:

- the difficulty of travel that hindered participation in Town Meetings,
- dissatisfaction with the services received for the taxes paid, or
- a desire to chart their own destiny.

While North Madison applied for status as a separate town in 1842, its petition was not granted.

Early on, incentives were offered to encourage people to move to the "frontier" lands east of the Kuttawoo (or East) River, and the first settlers moved into the Neck area of what is now Madison around 1650. An allocation was made in 1667 to encourage settlement in the Hammonasset area, and by 1695 there were more than 30 families in what was then known as East Guilford. In 1703, to make it easier for these colonists to attend religious services and conduct local business, East Guilford received permission to establish its own Society and meetinghouse.

As population expanded and additional lands were sought by new families, settlement moved away from the shoreline. The first permanent settlers moved into the northern part of Madison, then called North Barton, around 1725. To reduce the time they had to spend traveling to church, and recognize their existence as a separate community, they were granted their own Society in 1753. It was not until 1826, however, that the separate town of Madison was created from what had been East Guilford and North Barton.

Economic Evolution

The first settlers needed food and shelter. Thus, the major occupation of most people in the Colonial period was farming. Where an exchange of goods and services occurred, it took place in the form of barter, rarely in money.

Early economic specialization occurred when someone set up a shop to produce items each household would otherwise have to make on its own, or else do without, such as wooden pails or medicinal tonics. Early businesses harnessed water power by damming a brook and creating a race and water wheel. The first concentration of commercial activities in East Guilford occurred around the green, while grain and saw mills operated on the Hammonasset and East Rivers.

The early settlers of Madison, like their native predecessors, were fortunate to have the sea as a source of readily available food and byproducts such as lamp oil, fertilizer, and porpoise skins that were used to make blacksmith's bellows.

In the early 1800s, economic trade between Madison and other places began in earnest. Madison residents would sell their surplus agricultural products to shipping businesses that would travel Long Island Sound as far as New York City in a fleet of specially designed sailing ships called "coasters". Cargo carried from Madison would be exchanged for goods to be brought back to town and to other ports of call along the way. In its heyday, this fleet included as many as 60 vessels.

Madison also emerged as a center for shipbuilding. Yards were established at East Wharf, West Wharf, and the Neck River and some local citizens constructed good-sized sailing ships in their own backyards. The most important shipbuilding firm, that of Charles Minier and his son William, opened in 1825. It launched some 75 ships, some of which were major ocean-going merchant ships. Ship launchings were an occasion for public celebration in Madison.

Road improvements and the coming of rail service along the shore in mid-century brought changes. The railroad hurt some Madison businesses (such as shipbuilding and maritime trade) by bringing increased competition.

However, the railroad and Madison's natural character brought new opportunities as well. With convenient access by rail, Madison attracted people seeking locations for beach front homes and cottages. While some people were distressed by the influx of people from "somewhere else", others took advantage of the new opportunities. Madison turned into a summer resort town after 1867 and the evolution continued when the State of Connecticut opened Hammonasset State Park in 1920.

Additional social and economic changes occurred with the appearance of the affordable passenger car around 1920. By 1940 the private automobile had become the predominant form of passenger transportation, setting the stage for a trend towards suburban population and housing growth after World War Two.

Farmland was converted to new residential developments and Madison's population grew, more than doubling between 1960 and 1970 after construction of the Connecticut Turnpike (now Interstate 95).

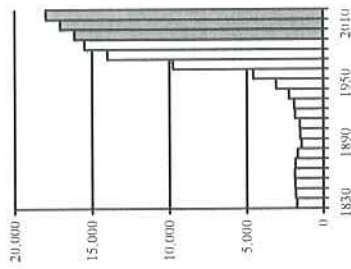
REGIONAL ROLE

Madison is clearly a residential community that enjoys convenient access to employment centers. For these reasons, Madison has attracted many new residents over the years.

Despite the population growth that has occurred, Madison is known for the overall character of the community and its quality of life (shoreline location, school reputation, cultural and recreational amenities, community events and activities, and low population density).

The maintenance and enhancement of the overall character of the community and its quality of life is a trend that Madison intends to continue. In fact, it is the foundation for the overall philosophy of this Plan of Conservation & Development.

Madison Population



Population

1920	1,857
1930	1,918
1940	2,245
1950	3,078
1960	4,567
1970	9,768
1980	14,031
1990	15,485
2000	16,140
2010	17,050
2020	17,990

1920-90 Census; Projections from the CT Office of Policy & Management in italics

PEOPLE OF MADISON

Overall Population Growth

Madison had an estimated 1998 population of 16,197 persons. This represents a five percent increase from the 1990 population of 15,485 people. At this rate of growth, Madison may be a community of about 16,500 residents in the year 2000.

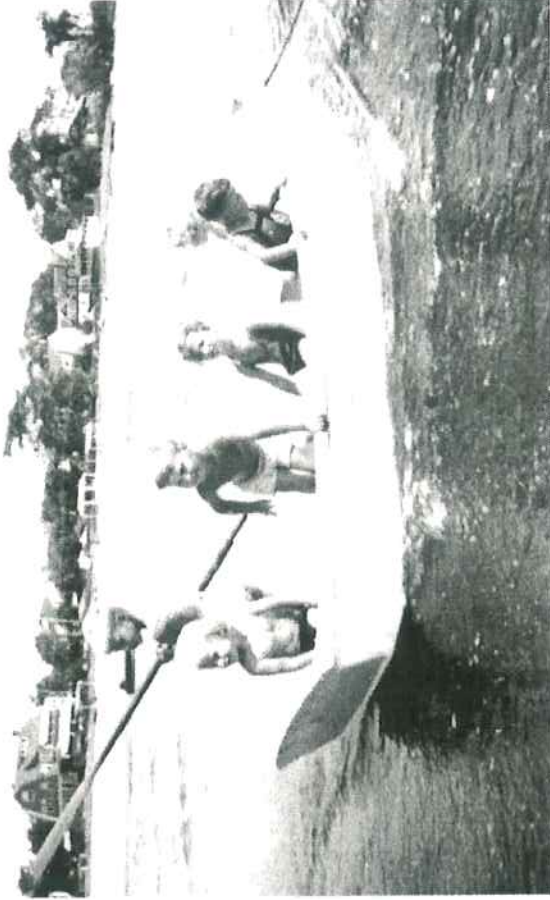
This estimate exceeds population projections for the year 2000 (16,140 persons) that were prepared for Madison in 1995 by the Connecticut Office of Policy and Management. The increased population can be attributed to a strong economy that resulted in construction of new homes in Madison and increased migration.

Overall, growth is expected to continue in Madison in the future but at a slower rate than that experienced in recent decades.

Age Composition

Within this modest growth projection, changes are occurring in the age distribution of Madison residents. In fact, the changing age composition is more significant than the overall change.

More school age children and a larger elderly population are expected in the next 10 to 20 years and this will have implications for municipal services and facilities. A school enrollment peak is expected around the year 2005 and the elderly population is expected to increase in both numbers and share of population.



Charlotte Ewans Archives

LAND USE IN MADISON

Madison contains approximately 23,560 acres. The land use survey found that about 81 percent of the community (18,963 acres) is occupied for residential, commercial, or institutional use or is dedicated to a specific purpose such as public land or protected open space. Conversely, about 19 percent of the land in town (4,593 acres) is vacant or uncommitted to a specific use.

1998 MADISON LAND USE SUMMARY

Use	Acres	Percent of Committed Land	Percent of Total Land
Residential	7,533	40%	32%
Business / Industry	348	2%	1%
Public / Institutional Uses	450	2%	2%
Dedicated Open Space	2,975	16%	13%
Water Company Lands	4,542	24%	19%
Other Managed Open Space	1,628	9%	7%
Public Utility	54	0%	0%
Transportation / Roads	1,433	8%	6%
Developed / Committed	18,963	100%	81%
Vacant / Under-Developed	4,593		19%
Total Land Area	23,556		100%

Planimetrics (Totals may not add due to rounding.)

If the residentially zoned land is fully developed in accordance with current zoning, and considering physical and environmental constraints, it is estimated that Madison may eventually contain up to about 8,000 total housing units. Madison had about 7,300 housing units in 1998. Thus, based on typical household sizes at the present time, Madison could eventually be a community of about 20,000 people. While prior plans estimated an ultimate population of about 25,000 people, regulatory changes, development patterns, and better knowledge of environmental and other constraints has refined the estimate since that time.

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 - developed land that is not used to its full potential (such as a 50-acre parcel with one house in a two-acre residential zone).

1998 Land Use Map

(flip page up)

Per Capita Spending

	Madison	State
Education	\$1,390	\$1,118
Public Safety	\$202	\$211
Public Works	\$109	\$180
Debt Service	\$48	\$139
Other	\$304	\$436
Total	\$2,053	\$2,084

	Madison	State
Education	68%	53%
Public Safety	10%	10%
Public Works	5%	9%
Debt Service	2%	7%
Other	15%	21%
Total	100%	100%

Connecticut Policy & Economic Council

1998 Grand List

	Madison
Residential	83%
Bus /Ind./Other	7%
Total Real Estate	90%
Motor Vehicle	2%
Personal Property	8%
Total Grand List	100%

Town of Madison

FISCAL OVERVIEW

Expenditures are the major component of the municipal fiscal equation and the annual budget in Madison is approximately \$37 million dollars. While per capita expenditures are near the state average, Madison spends more on education and less on public works and debt service than the state average.

Madison generates most of its revenue from current property taxes since it receives very little state aid. While 15 percent of Madison's revenue came from state aid in 1985, this had dropped to 6 percent in 1995. In the survey, 28 percent of the respondents felt that taxes in Madison were too high and 67 percent indicated that taxes were about right for the level and quality of services the Town provides.

Madison's Grand List (the total assessment of all taxable property in town) was almost \$1.4 billion as of October 1, 1998. Madison is considered to have a healthy tax base since it has more property wealth than the state average and most similarly sized communities on a total and a per capita basis. However, Madison's tax base is more dependent on residential property than the state average and many surrounding towns.

Additional information about fiscal considerations in Madison can be found in the workbooks prepared as part of the planning process and other fiscal documents such as the Town budget and a recent bond prospectus.

COMMUNITY SURVEYS

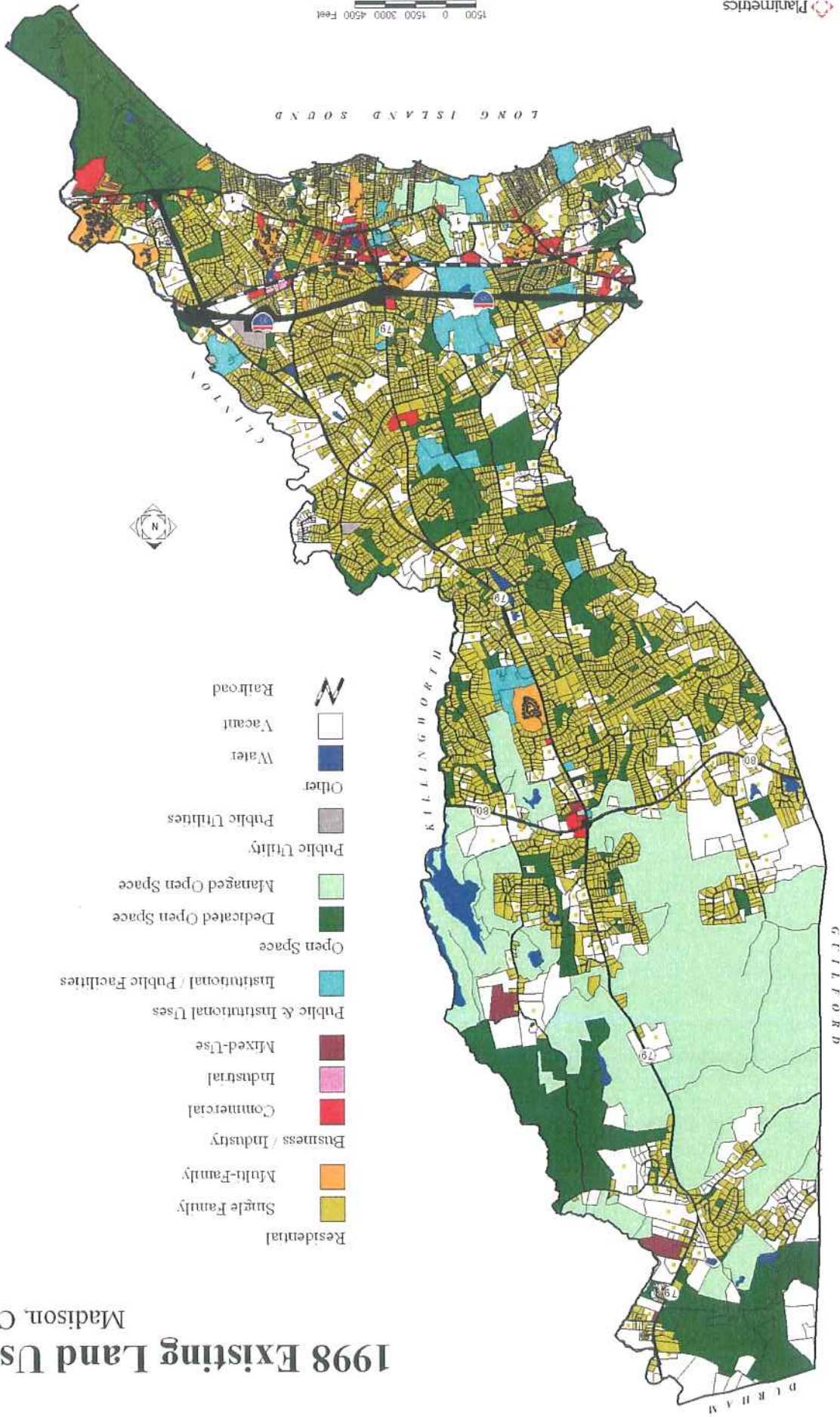
Local opinion surveys were conducted as part of the planning process. The surveys included:

- a random sample telephone survey of Madison residents (spring 1999),
- an exit poll survey (fall 1998), and
- a survey of business people by the Business Planning Council (fall 1998).

This Plan does not report the complete survey results. However, relevant survey findings are summarized in the appropriate chapters of the Plan. The complete survey results can be found in the workbooks prepared as part of the planning process which are available at the Town Hall and at the Library.

1998 Existing Land Use

Madison, CT



ENHANCE COMMUNITY CHARACTER

4

OVERVIEW

Community character is a large part of what makes Madison special to its residents. Almost everyone that participated in the planning process spoke of the importance of preserving Madison's character.

Over the years, through the combined efforts of many people and organizations, Madison has retained much of its rural character and its fundamental identity as a quaint New England town. In order to retain the characteristics that make Madison special, efforts to preserve community character must continue.

While the elements of community character are personal to each resident of Madison, there are some common elements that were identified:

- scenic resources (areas, vistas, and roads),
- historic resources,
- architectural character, and
- other unique resources (such as Long Island Sound).

Because of the importance of these community characteristics, this Plan recommends and urges the Town to seek and use every possible legal and policy device that will enable Madison to retain and protect its broad character assets. As various protective measures are considered, the importance of initiating and strengthening programs to inventory, designate, and recognize areas and structures that contribute to community character is very clear.

Fun at West Wharf



Noirna Dhamond

Efforts to preserve community character in Madison must continue ...

Conservation Committee

Section 7-131a of the Connecticut General Statutes authorizes any town to establish a conservation commission for ... conservation ... of natural resources within its territorial limits.

In Madison, such responsibilities could be assigned to a newly formed board, an existing board (such as the Shellfish Commission or Inland Wetlands Commission), or a board made up of representatives from existing boards and groups.

Establish a Conservation Committee

In Madison, as in most communities, there is a desire to avoid the creation of new boards or agencies. However, there is no agency at the present time that is directly responsible for overseeing all of the various elements that contribute to community character. Madison should establish a Conservation Committee (or identify another organization) whose sole responsibility is to:

- identify important resources in Madison.
- implement conservation programs and activities, and
- educate Madison residents and businesses about conservation issues.

Recommendations

1. Establish a Madison Conservation Committee (or identify another organization).
2. Identify important resources in Madison and implement conservation programs and activities.
3. Educate Madison residents and businesses about conservation issues.

Protect Scenic Resources

Long Island Sound

Madison's coastal areas, including Long Island Sound, represent some of the most scenic areas in the community. In addition, there are many scenic vistas located in the coastal area.

Additional recommendations related to coastal issues and management of areas within the coastal boundary are contained on pages 65-70.

Scenic Areas and Vistas

Scenic resources are often mentioned by residents as one of the features they appreciate most about Madison. Scenic resources are considered to include:

- areas (scenic areas that are viewed from elsewhere), and
- vistas (locations affording scenic views from them).

Certain sites, such as ridgelines or coastal areas, can be both scenic areas and scenic vistas. Some sites include ridgelines and promontories that can be seen from many locations within the Town. Some major scenic resources are located on the fold-out map on the facing page. Other scenic resources include stone walls, barns, fences, and tree canopies.

About 48 percent of residents felt the Town should do more to protect scenic resources while 44 percent felt that the Town was doing enough. Since these sites enhance the character of Madison and would compromise the unique beauty of the Town if not given special consideration, efforts to identify and preserve scenic resources must continue.

Scenic Roads

Scenic roads are another element that significantly contribute to Madison's character. Since it is not uncommon for people to drive 20 to 40 miles per day, scenic roads can provide an important respite in daily routines.

The Boston Post Road (Route 1) is an excellent example of a scenic road in Madison. While Route 1 is a very commercial road throughout much of Connecticut and other states, it has a very rural character in parts of Madison as it passes through areas of open space and historical residential properties. These areas form attractive gateways to Madison Center from the east and west. For this reason, the Boston Post Road is seen as one of the Town's most important assets. Routes 79, 80, and 450 (Horse Pond and Duck Hole Roads) also exhibit many scenic characteristics.

While about 54 percent of residents felt that the Town had done enough to protect the scenic character and resources along Route 1, the preservation of scenic roads in Madison has mostly been a mix of good fortune and the dedicated efforts of owners and residents. However, this may change in the future.

State statutes (CGS Section 13b-31) allow the Department of Transportation to designate State Scenic Roads if it meets certain criteria. The designation is intended to ensure that any alteration maintains the character of the road. Towns can also adopt an ordinance and designate local roads as scenic if they meet statutory criteria (CGS 7-149a) in order to maintain the character of the road.

While it is important to recognize existing scenic roads, efforts also need to be devoted towards ensuring that new roads built in Madison are the scenic roads of the future. During the planning period, current road construction standards should be reviewed and revised to allow streets to follow existing terrain more closely and create the potential for more scenic roads. Possible changes to allow more scenic roads in new developments are identified in the sidebar.

An "adopt-a-road" program can also be used to promote litter control and enhance community character. The program could be a volunteer effort by a group or organization or an annual contribution of funds to provide these services.

Scenic Resources Map (flip page up)

Scenic Road Elements

Scenic road elements include narrow road width, tree canopies, stone walls, scenic vistas, agricultural lands, historic buildings, and notable natural features.

Sources: CGS 7-149a, CGS 13b-31b

New Scenic Roads

Madison has done a good job in maintaining the scenic nature of new and reconstructed roads. These efforts need to be continued.

Strategies to make new roads or reconstructed roads more scenic and enhance Madison's community character could include:

- narrower paved widths,
- slower design speeds,
- steeper grades,
- not clearing trees and grading flat for the full width of the road right-of-way,
- retaining or building stone walls,
- street tree planting, and
- providing landscaped center islands in cul-de-sacs to minimize paved areas, provide additional snow storage area, and provide an amenity in the roadway.

Trees & Vegetation

Trees and vegetation are an important part of community character.

In some communities, tree protection ordinances have been used to protect significant or specimen trees, prevent unreasonable removal or damage, or manage tree clearing.

Recommendations

Scenic Areas and Vistas

1. Charge the Conservation Commission with identifying scenic views, vistas, and other scenic resources in Madison.
2. Amend local regulations to include protection of scenic views and vistas, especially along the shoreline.
3. Preserve or relocate scenic resources such as stone walls, barns, fences, and other scenic resources that are visible from public streets.
4. Protect tree canopies from destruction by State and utility pruning.
5. Continue to protect natural resources, open space, coastal resources, historical resources, Madison Center, and unique local facilities in order to enhance their scenic value and overall community character.

Scenic Roads

6. In order to maintain character along major roadways in Madison, request that the Department of Transportation:
 - designate all or parts of Route 1 in Madison as a scenic road, and
 - designate all or parts of Routes 79, 80, and 450 (Horse Pond Road and Duck Hole Road) in Madison as scenic roads.
7. Consider adopting a local scenic road ordinance and designate local scenic roads in accordance with statutory requirements.
8. To maintain and enhance the scenic nature of State highways in Madison, encourage State use of reduced road standards and criteria for improvement of State highways in Madison.
9. Review local road construction standards with a view towards lowering design speeds and narrowing paved widths in order to promote the construction of more scenic roads as part of new developments.
10. Consider establishing an “adopt-a-road” program with local organizations in order to promote litter control and enhance community character.

Protect Historic Resources

Preservation of historic resources is an important way for Madison to provide a sense of identity and stability, preserve community character, and maintain the Town's historical heritage.

Inventory

Madison has six listings on the National Register of Historic Places and the State Register of Historic Places:

National/State Register Listings	
A. Madison Green National Historic District	Boston Post Road
1. Allis-Bushnell House (c. 1785)	853 Boston Post Road
2. Meigs-Bishop House (c. 1695)	45 Wall Street
3. Jonathan Murray House	76 Scotland Road
4. Shelley House	248 Boston Post Road
5. State Park Supply Yard	51 Mill Road
6. Deacon John Grave House	581 Boston Post Road

There are many other sites in Madison with historic significance. A historic resource survey undertaken in Madison in 1980 looked at about 250 buildings that were more than 50 years old. An additional 70 buildings identified for study were not evaluated.

In 1993, the Madison Open Space / Recreation Plan looked at historic areas and sites (not buildings). These areas are identified on the following pages.

Both studies need to be updated.

Madison Overview

Throughout the Town of Madison are sites containing evidence of early domestic, commercial and industrial enterprises. By exploring these areas, much can be learned about Native American habits, colonial architecture, water power, fuel, transportation and manual labor.

Some of these interesting areas are on property already owned by the Town or State, but are not necessarily protected. Many areas are on private property and are at risk when an owner wishes to build or renovate.

With the help of several experienced historians, the following inventory of historical and archeological areas has been garnered. Although this inventory is quite extensive, any compilation of this type is never complete and is not intended to be."

1993 Madison Open Space/
Recreation Plan

Historic Resources Map
(flip page up)

Historic Sites in Madison

RACE HILL ROAD AREA

- Old toll house for Rte. 80 is at Race Hill and Route 80.
- Remnants of the "Old Iron Works" (a potential National Historic Site) where bog iron ore was smelted in small furnaces.
- Location of several mill sites (the Dowd Saw Mill, the Noah Hill's fulling mill and dyeing house, and a cider mill).
- Site of the Genesee Colony (from the 1790s).
- A swampy area called Foster Hole provided bog iron ore.
- Colliers' huts, fireplaces and domes (covered with sod) used to burn wood into charcoal.

SUMMER HILL ROAD AREA

- Cliffs with Indian Rock Shelters.
- Evidence of Indian life around the northern end of Hammonasset Lake, including the only known arrowhead factory in Madison.
- Nathan's Pond.

OPENING HILL ROAD AREA

- A flat open area in the middle of the woods called the Podunk Great Plain or Titus Kelsey Plains.
- Gould's Pond - the site of a sawmill, an intact old stone dam, and the possible remains of another stone dam.
- Christopher Foster's ax handle factory is on the north side of Overbrook Road (Factory Road).

WARPAS ROAD AREA

- Site of Civilian Conservation Corps camps in the 1930s.
- The best charcoal pit in Madison with a mound, now covered with sod and princess pine, containing very black soil.

ROUTE 79 AREA

- Oil Mill Brook was the site for pressing flax seed into linseed oil.
- Foster Mill.
- White Cedar Swamp which produced cedar for shingles and the flagpole for the North Madison Congregational Church.
- Site of the Mary Stannard murder, the first use of forensic medicine to scientifically deduce the cause of death.
- Erratic Boulder rock shelter is west of the northernmost section of Route 79.
- Coan Pond -- Mill site west of Route 79 along Stannard Pond Stream.

Historic Sites in Madison (continued)

NECK ROAD AREA

- A rendering plant where fish were boiled. The oil was used in cosmetics, lipsticks, paint, etc.
- A "turn-around" at the Neck River Dock, where oxen turned boats for the return out to Long Island Sound.
- A canal from the Neck River, to create a natural environment for oyster beds, is fast disappearing because it is being filled in.
- Chittenden home lot. First Governor of Vermont.
- A 2-story wooden building with two huge doors at the rear may be the last physical evidence of boat building in this area.
- The intact Andrew Stone Watrous blacksmith shop on Beach Avenue (also a smokehouse, corn crib and outhouse).
- Watrous stone quarry, parallel to Pleasant View Avenue over Long Island Sound.
- Indian skeleton in basement of Smith home on Pleasantview Avenue (removed to State Museum).

EAST RIVER AREA

- Piles of stone in the middle of the river may signify the original bridge connecting Guilford with Madison (then East Guilford).
- An area used by Miner Lippincott for a private airport.
- Cedar Island, a forest of cedars growing out of the salt marsh.

HAMMONASSET STATE PARK AREA

- Former site of a 30' stone-lined ceremonial fire pit - now covered by a park road.
- A shell midden (a place containing oyster shell and clam shell deposits) possibly from Native Americans or early settlers.
- A shell midden at Meig's Point near Willard's Island, made by placing tall poles around in a semi-circle in the ground, called a *Patisade*.
- A seaweed wharf (pier) that is exposed in winter. Another seaweed pier is at Waterbury Avenue.
- Remnants of the old Shoreline Trolley Line can still be seen parallel to Route 1.
- A practice range for aerial target shooting for American fighter pilots - used during WWI and WWII.
- Site of Charles Dudley's blacksmith shop with old iron implements still found there (archaeological digs are recommended).

HAMMONASSET RIVER AREA

- Site of an old fish hatchery on River Road and Rte 95. Also mills and an old stone works dam which was blown up by the State.
- Whedon's Pond → woodworking mill and ax handles.
- Paper mill at the Hog Pond Brook area.
- Mill sites north and south of Rte. 80 in Ninevah area.
- Cliffs with Indian rock shelters between Lake Hammonasset and the reservoir.

TUXIS ISLAND

- In the center of Tuxis Island, is an old stone well with water still in it. The Beach Club owns Tuxis Island.

Importance of Action

Protecting historic resources is important to the overall character of Madison.

Even though many historical resources in Madison are still relatively intact, this has been more the result of happenstance than a concerted effort at preservation.

In reality, there is very little protection of historic resources that is being provided at the present time.

Protecting historic resources requires some effort and action to be successful.

Protection

While listing on the National Register of Historic Places provides recognition, it confers little protection for historic properties. For example, it does not prevent a property owner from undertaking activities detrimental to the historic resource.

The greatest protection for historic resources comes from responsible ownership and/or establishment of a local district.

A local *historic* district may be most appropriate in residential areas since it requires a two-thirds vote of those affected.

A *village* district may be more appropriate in commercial areas where business owners have different interests. Additional protection can come from adoption of local ordinances to promote historic preservation:

- a demolition delay ordinance (that allows time for exploring alternatives to demolition or for historical documentation).
- a tax abatement ordinance (that reduces or abates taxes on a historic property if taxes are a factor that threaten the structure).

Village Districts

Village districts are established by a Zoning Commission following a public hearing. Activities in village districts are regulated by the Zoning Commission. According to statute (CGS 8-2j), such regulations "shall protect the distinctive character, landscape and historic structures of such areas and may regulate ... alterations and improvements ... to maintain and protect the character of the village district."

The Zoning Commission can establish village districts where it feels it is desirable. Village districts could be established as an interim step prior to creation of a local historic district.

Areas suitable for village districts may include:

- Madison Center.
- commercial areas on Route 1, and
- North Madison Center.

Additional information on village districts can be obtained from the State Historical Commission.

Local Historic Districts

Local Historic Districts are established by municipal ordinance following a two-thirds affirmative vote by affected property owners.

Activities in local historic districts are overseen by a Historic District Commission. Typically, any structure or exterior building change needs a Certificate of Appropriateness. In this way, a local historic district acts to preserve the historic integrity of the designated area.

Areas suitable for local historic districts may include:

- Madison Green.
- Middle Beach Road.
- Birnbaum Lane, and
- Liberty Street.

Additional information on local historic districts can be obtained from the State Historical Commission or may be found in CGS Section 7-147.

Recommendations

Identification

1. Establish a committee (including the Madison Historical Society and other groups) to inventory and study historic properties.
2. Budget or obtain funds to update the historic resource survey and document specific resources.
3. Nominate the most significant sites for state or federal recognition.
4. Using the Town's computer mapping system, prepare a map identifying the location (and type) of all known historic resources in Madison.

Protection

5. In residential areas with historic significance, encourage establishment of local historic districts overseen by a Historic District Commission.
6. Establish village districts overseen by the Planning and Zoning Commission in:
 - business areas with historic significance or character, and
 - residential areas where property owners have not established a local historic district.
7. Consider adopting ordinances to provide for:
 - demolition delay,
 - substantial rehabilitation delay, and/or
 - tax abatement, when appropriate, for preservation of historic properties.
8. Encourage owners of cultural, archaeological and historical resources to give special consideration to preserving and protecting them.

General

9. Encourage the efforts of the Madison Historical Society, Graves House, Charlotte Evarts Archives, and other organizations that promote historic preservation.
10. Establish educational programs for homeowners to promote awareness of historical and cultural resources on their properties.
11. Continue to maintain a municipal historian to preserve local history information.
12. Apply for designation as a Certified Local Government in order to be eligible for funding assistance for historic preservation.

Additional Information

More information on local historic resources can be found in the 1993 Open Space/Recreation Plan or can be obtained at the Madison Library, from the Municipal Historian, from the Madison Historical Society, or from the Connecticut Historical Commission.

In addition, the Charlotte Evarts Archives has over 10,000 items on Madison's history archived in a computer database. The Town Clerk's Office will have information on how to contact the Municipal Historian and/or the Charlotte Evarts Archives.

Promote Architectural Character

While there is a diversity of architectural styles in Madison, residents and visitors most appreciate the architectural styles that relate to Madison's history and complement Madison's fundamental identity as a quaint New England town.

Still, architectural design and character are subjective issues. What some see as "good design", others see as visually incompatible or inappropriate. In addition, design is relative -- what is appropriate in one area may not be appropriate in another simply because it does not relate well to the context of the buildings that surround it. It is hard to teach good design.

This is why Madison's Planning and Zoning Commission has established the Advisory Committee on Community Appearance (ACCA). This agency reviews plans for commercial uses and conditional uses in residential zones submitted to it by the Commission. ACCA provides formal comments to the Planning and Zoning Commission about how to improve the design of buildings and sites.

Since experience in Madison has shown that the ACCA process involves residents in the physical design of their community, ACCA should be continued and encouraged to promote more and better discussion about community design.

Recommendations

1. Review and strengthen the Advisory Committee on Community Appearance (a design review board) to review proposed commercial, multi-family residential, and other development and activities in village districts to ensure design consistency and review overall appropriateness.
2. Encourage ACCA to strengthen and maintain the design guidelines currently contained in the Zoning Regulations (Section 6.4.10 -Downtown Madison and Section 6.5.9 – Route 79/80 Traffic Circle Area).
3. In business zones, use ACCA to ensure design appropriateness in the village district zones proposed in this Plan.
4. Consider ways to get ACCA involved in applications and activities:
 - in historic districts,
 - on scenic roads, and
 - on applications before the Zoning Board of Appeals.

Conditional Uses

Zoning Regulations typically classify uses into several categories

- Permitted uses
- Accessory uses
- Conditional uses
- Prohibited uses.

Conditional uses may be allowed by the Planning & Zoning Commission when compliance with criteria specified in the regulations has been demonstrated.

In Madison, conditional uses are also called special exception permit uses.

Protect Other Unique Resources

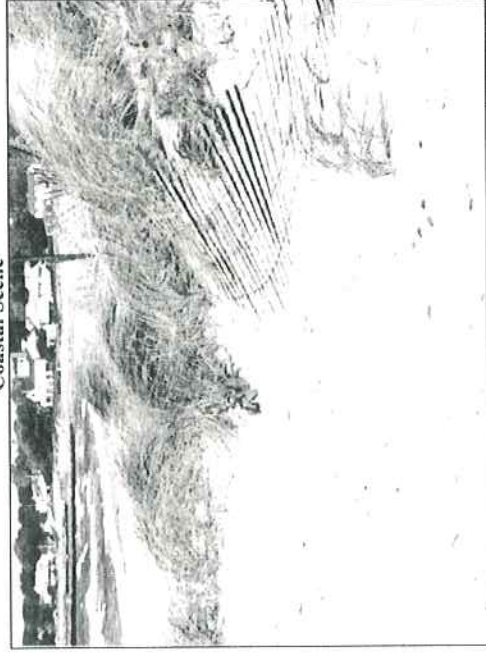
There are many other unique resources that contribute to community character in Madison. Special efforts should be devoted to protecting:

- natural resources,
- open space,
- coastal resources (such as Long Island Sound),
- coastal access,
- historic resources, and
- Madison Center.

In addition, there are several unique local facilities that contribute to community character and should be protected and enhanced:

- the Town Green which, although privately owned, is used for band concerts and community activities,
- the Surf Club which provides a shorefront location for recreation and community festivals (such as the Shellfish Festival), and
- Memorial Hall (used by many local groups for community functions).

Coastal Scene



Patricia Anderson

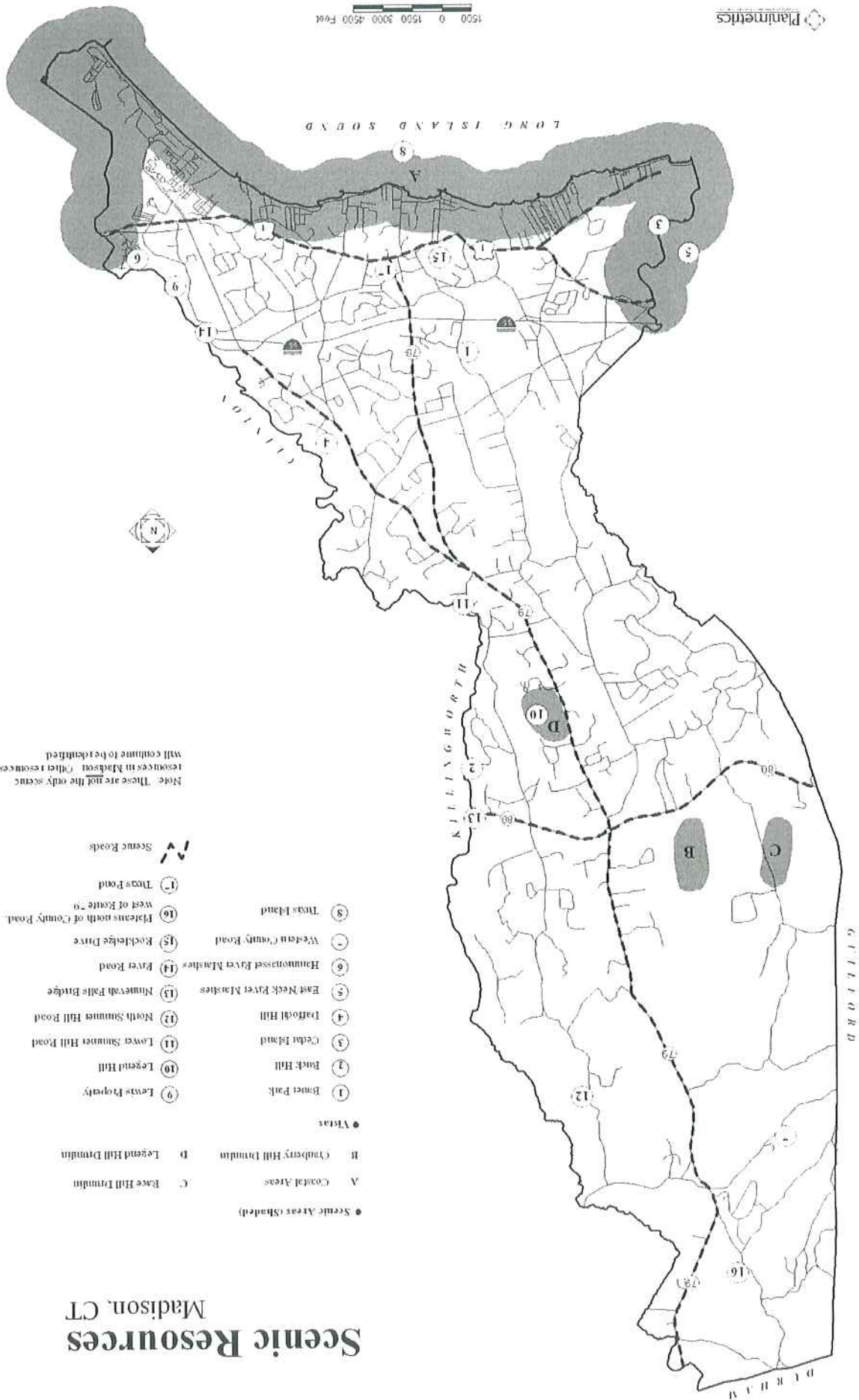
Hammonasset River



Patricia Anderson

Recommendations

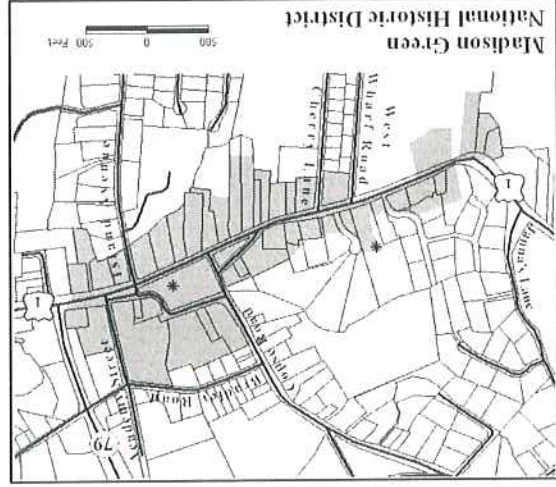
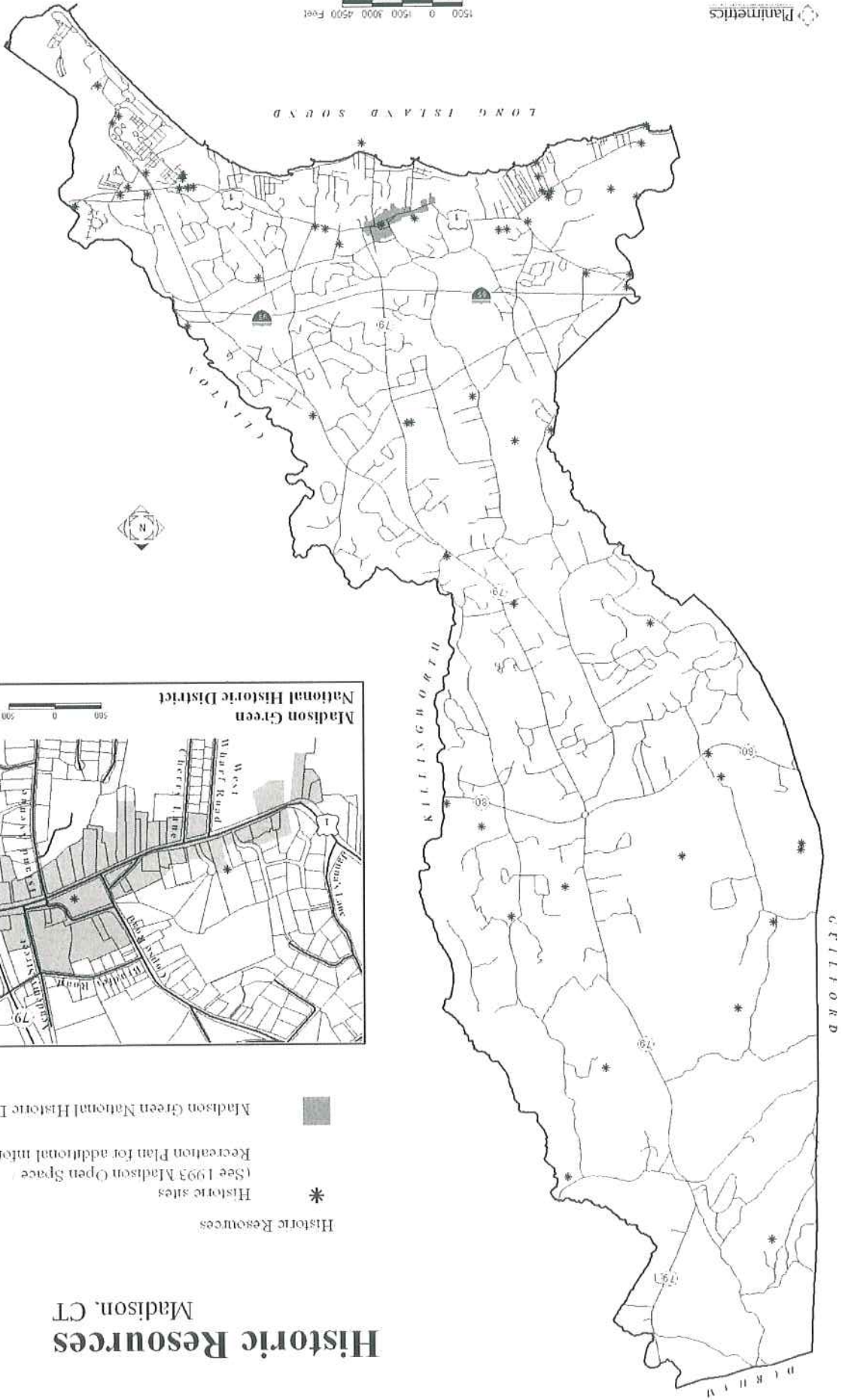
1. Protect and enhance unique local areas and facilities that contribute to community character such as:
 - Madison Center,
 - the Town Green,
 - the Surf Club,
 - East Wharf,
 - West Wharf,
 - Seaview,
 - Middle Beach,
 - Boston Post Road (Route 1), and
 - similar resources.
2. Continue to identify unique and important resources that contribute to community character (such as natural resources, open space, coastal resources, and historic resources).
3. Continue efforts to protect resources that contribute to community character.
4. Educate Madison residents and other interested persons about the availability of data regarding important resources (such as prior studies by King's Mark Environmental Review Team, Yale School of Architecture, and others).
5. Incorporate available resource information into the Town's computer mapping system to enhance its availability and utility to Madison residents and agencies.
6. Address other issues that can negatively impact on community character such as:
 - itinerant vendors on major roads,
 - used car display and sales in residential zones,
 - temporary signage, and
 - similar issues.
7. Allocate funding in the Town Budget for enforcement of zoning and other regulations and ordinances that can help in efforts to maintain and enhance community character.



Note: These are not the only scenic resources in Madison. Other resources will continue to be identified.

- Scenic Areas (Shaded)
 - A Coastal Areas
 - B Tannery Hill Trumbull
 - C Foxe Hill Trumbull
 - D Legend Hill Trumbull
- Views
 - 1 Boat Park
 - 2 Boat Hill
 - 3 Cedar Island
 - 4 Pafford Hill
 - 5 East Neck River Marshes
 - 6 Hannonesset River Marshes
 - 7 Ever Road
 - 8 Truss Island
 - 9 Lewis Property
 - 10 Legend Hill
 - 11 Lower Sumner Hill Road
 - 12 North Sumner Hill Road
 - 13 Munerah Falls Bridge
 - 14 Munerah Falls Road
 - 15 Rockledge Drive
 - 16 Western County Road
- ▲ Scenic Roads
 - 1 Truss Pond
 - 2 West of Route 79
 - 3 Western County Road
 - 4 Truss Pond
 - 5 Western County Road
 - 6 Truss Pond
 - 7 Western County Road
 - 8 Truss Pond
 - 9 Western County Road
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 - 14 Truss Pond
 - 15 Western County Road
 - 16 Truss Pond

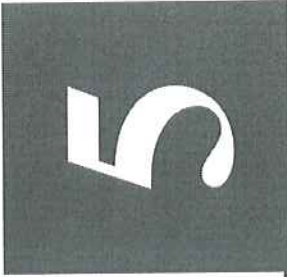
Scenic Resources Madison, CT



- Historic Resources *
- Historic sites (See 1993 Madison Open Space Recreation Plan for additional information)
- Madison Green National Historic District

Historic Resources Madison, CT

PROMOTE COMMUNITY SPIRIT



OVERVIEW

Community pride and spirit is also something that makes Madison special.

Residents are proud of Madison and what it has to offer. Residents are proud to tell other people where they live. This pride in community results in residents selflessly volunteering for local programs and projects and promoting local events. When nurtured, this pride and spirit permeates a wide variety of local events and activities and creates a culture of positive results that continues to grow.

Summer Art Show at Grave House



Patti van Anderson

Fourth of July Celebrant



Charlotte Evars Archives

To enhance the quality of life, local pride and spirit must be nurtured ...

Enhance Community Spirit

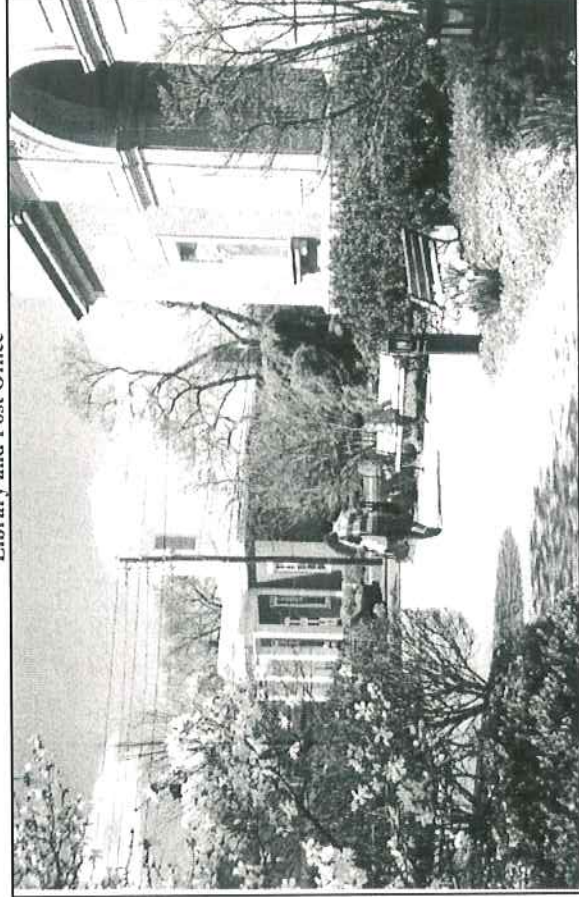
Connecticut Magazine recently ranked Madison as one of the best communities in Connecticut between 10,000 and 20,000 residents. Broader recognition of factors such as educational quality, community appearance, local excellence, and other factors helps build community pride and spirit.

Unique local sites and facilities also build community spirit. These include Madison Center, the Surf Club, the Town Green, Memorial Hall, the Town Hall Campus, the local school system, historic properties (such as Deacon John Graves House, Aliss-Bushnell House), and similar facilities that people recognize as being “Madison”.

Recommendations

1. Continue to promote recognition of Madison’s special qualities in order to promote community pride and spirit.
2. Maintain and enhance unique local services or facilities that promote community pride and spirit.
3. Encourage actions and programs that promote a sense of community.

Library and Post Office



Patricia Anderson

Promote Community Involvement

Volunteers

Volunteers have a lot to do with what makes Madison special. Over the years, it is the tireless devotion of residents to making Madison a better place that has helped preserve community character, built community spirit and made Madison the place that it is today. Efforts need to be devoted to recognizing and encouraging these significant contributions.

Recommendations

1. Continue to encourage volunteers who promote community activities and the overall quality of life in Madison.
2. Establish a more active program to develop volunteers.
3. Continue to promote and encourage volunteer organizations.
4. Recognize local volunteers (through such annual events as a picnic, a “hometown heroes” plaque, and/or “volunteer of the year” designation).

Unique Events

Unique events (such as the Shellfish Festival, Halloween Festival, Memorial Day Parade, Christmas Parade, Fourth of July Parade, local fireworks displays, and community concerts) are important occasions when citizens of all groups join in a common activity. These events add to community spirit and community character.

Recommendations

1. Continue to promote unique local programs or events (such as the Shellfish Festival and Fourth of July Parade) that promote community pride and spirit.
2. Continue efforts, such as those of the Business Planning Council’s Coordinators Group, that coordinate and promote community events/activities.
3. Publish a “community calendar” as put together by the Coordinators Group to inform people of coming events.
4. Continue to build community “fabric” (interwoven aspects of business and civic activities).

Communication

Communication about the Plan recommendations is an important step in implementing the Plan. There is little doubt that communication will continue to be a challenge that will require attention and resources. With the growing use of the Internet and Madison Community Television (MCTV), there are several avenues available to inform residents about current issues and important community priorities.

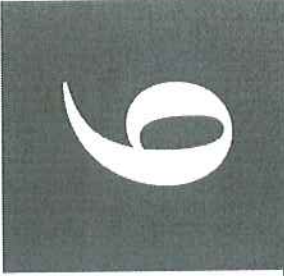
A regularly updated community “web page” which provides information on meeting agendas and current issues and allows for e-mail would be an important method of community involvement. Similarly, special issue shows on MCTV providing three to five minute issue summaries and opportunities for community feedback and editorials would also facilitate community involvement in important issues.

Maximum use should be made of these resources to keep residents aware of community activities and events. If additional resources – either human or financial – are required, those resources should be directed towards community education and involvement.

Recommendations

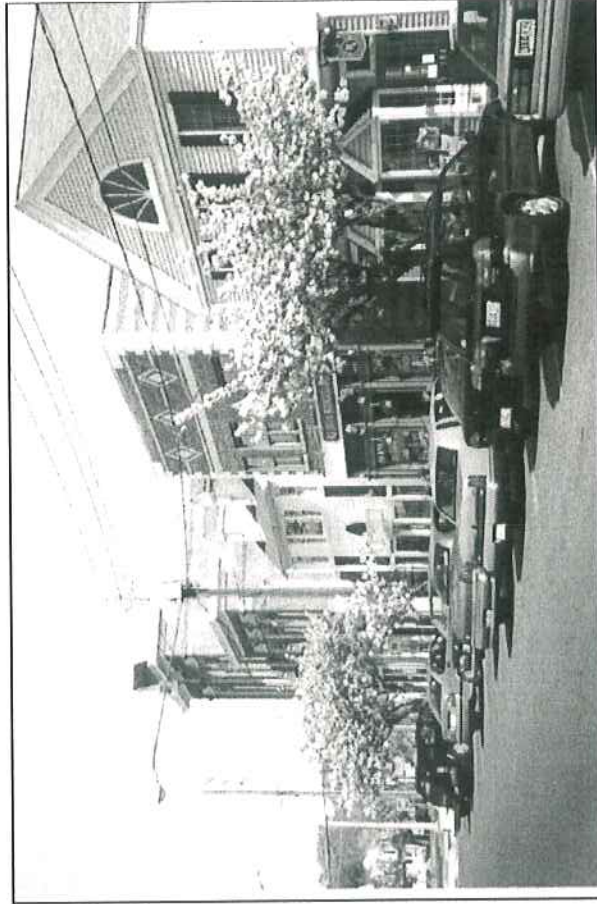
1. Continue to work on education and communication for all community activities.
2. Develop and maintain a Madison community “website” to provide information on community events and activities and allow for e-mail and other communications with Town departments.
3. Continue to use Madison Community Television to provide information on local issues and events to residents.

ENHANCE MADISON CENTER



OVERVIEW

Madison Center is the business, cultural, and institutional center of Madison. It contains the post office, the library, a movie theater, an arts center, a renowned independent bookstore, mixed uses, an active street life, and a variety of activities that attract people from far beyond Madison



Patricia Anderson

Madison Center



Patricia Anderson

In the Plan, the term Madison Center is generally used to refer to the area:

- from Scotland Road to Island Avenue, and
- from the railroad tracks to the rear of Stop & Shop.

However, the specific context should be reviewed since the term may refer to a larger or smaller area.

Madison Center should continue to be the business, cultural, and institutional center of the community ...

Survey Results

About two-thirds of Madison residents felt that the Town should pursue policies to preserve and protect the character of the downtown.

Business people surveyed by the Madison Business Planning Council identified the following needs:

- parking.
- public bath-rooms,
- landscaping, and
- promotion.

Carefully Manage Activities in Madison Center

Madison Center is unique in terms of its character and charm. Overall, there may be less than a dozen town centers in Connecticut that are comparable to Madison Center in terms of size, ambiance, character, scale, and importance in the community. Efforts to preserve and enhance the Center must be continued.

Much effort has been devoted over the years to studying the Center and devising strategies to guide future activities and ensure the vitality of the Center. Incremental changes and improvements continue to be made in Madison Center. This process of “gradual, intelligent, and tasteful change” taking place “through innovative ideas, methods, technology, and planning” was a cornerstone of the 1988 Madison Plan and it continues to be an appropriate philosophy.

The Plan recommends that a village center zone be established to provide a consistent set of guidelines for the Center area. As discussed in the Community Character section of the Plan, a village district allows for identification of important features and regulation of development activities to maintain and enhance those features.

In addition, the list of permitted uses in Madison Center should be reviewed to ensure that adequate controls and flexibility are in place to encourage a diverse village center.

Recommendations

1. Establish a village center zone to strengthen and refine design and review guidelines for the Center area.
2. Review the uses permitted in the Center to provide adequate controls and flexibility.
3. Continue to study Madison Center in order to guide future activities and to ensure its continued vitality.

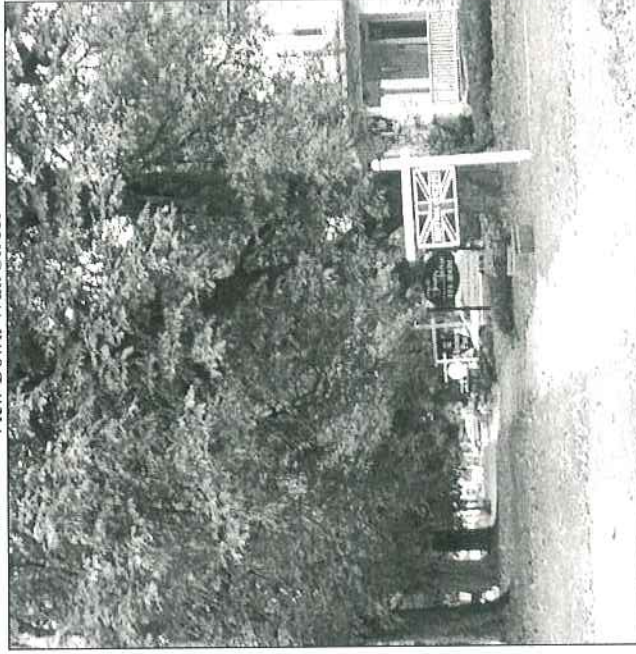
Enhance the Streetscape

As shown by the following photographs, the streetscape in Madison Center is a major part of the experience that is treasured by residents and visitors.

Sidewalk Display at R.J. Julia Booksellers



View Down Wall Street



Current Projects

Projects currently underway or planned in Madison Center include:

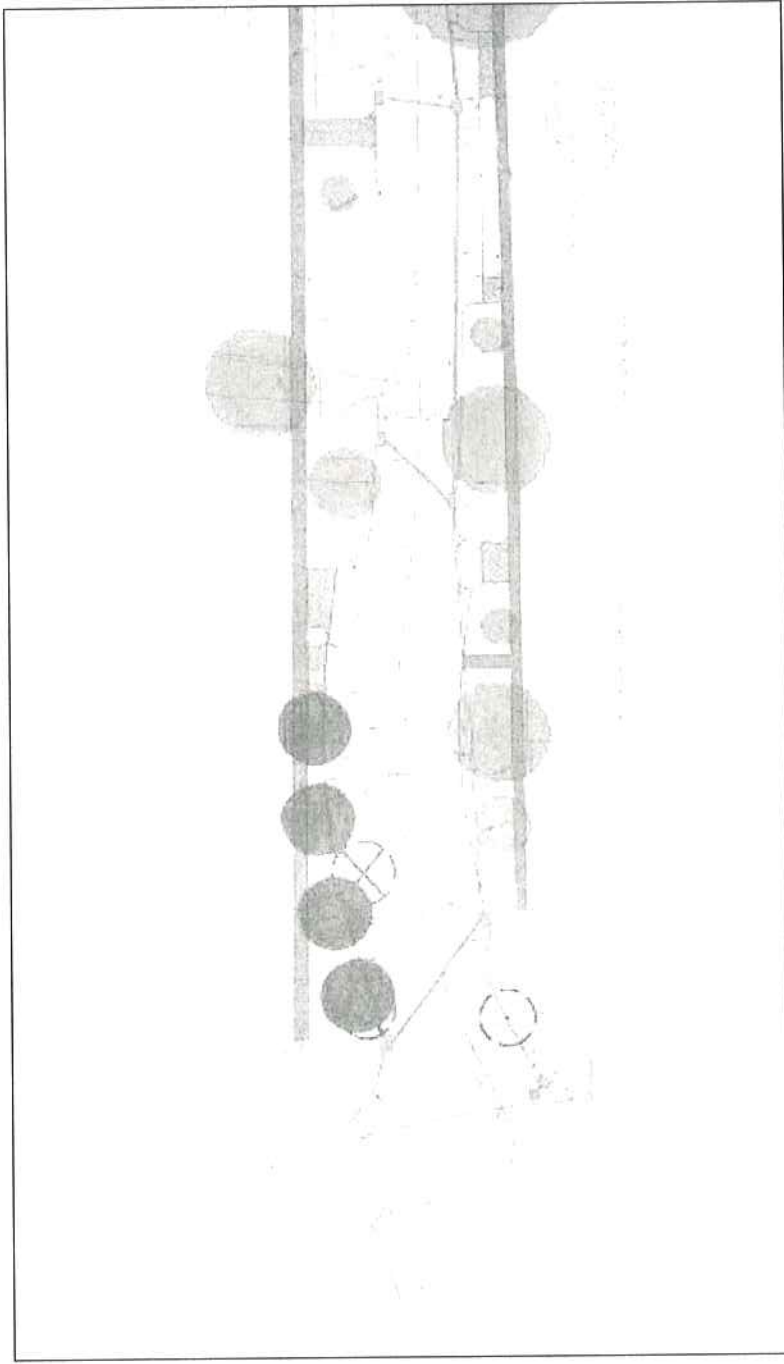
- Wall Street streetscape improvements,
- Scranton Park reconstruction,
- Post Office renovation, and
- walkways on the Green.

Projects recommended by the Charrette Study include:

- new lighting,
- trees,
- sidewalk improvements, and
- median strip planting.

Efforts should continue to promote projects and activities (such as sidewalk furniture and landscaping) that will enhance the street scene in Madison Center. In addition, buildings in the downtown area should continue to be integrated into the overall architectural, streetscape, and parking “context” of the Center.

The Wall Street streetscape improvement project, as shown below, is an example of a design that will help to enhance the overall Center and contribute to the overall character and ambience of the area.



Recommendations

1. Continue to promote projects and activities that will enhance the street scene in Madison Center.
2. Continue to implement the recommendations of the Yale Charrette report and other studies of the Center.
3. Continue to integrate buildings into the "context" of the Center.

Enhance the Center's Sidewalk Network

Sidewalks in the Center add to the character of Madison Center and this network should be maintained and expanded, especially since parking may be located off-site and provisions need to be made for pedestrian circulation.

As a starting point, the sidewalk network should be completed on Route 79 from Route 1 to Bradley Road. Eventually, sidewalks should be extended to areas outside the Center. The map in this section shows possible sidewalk locations. A detailed sidewalk inventory and plan (with consistent dimensions and surfaces) should be prepared.

Recommendations

1. Prepare a detailed sidewalk inventory and plan for the Center in order to maintain and expand the pedestrian network.
2. Develop a sidewalk network with consistent dimensions and surfaces.
3. Be diligent about extending and enhancing sidewalks.

Consider Ways to Provide Restrooms for Public Use

Due to septic limitations in the Center, private businesses are reluctant to allow public use of bathrooms since it may adversely affect their water use. While this type of policy is understandable from the point of individual businesses, it is extremely short-sighted in terms of promoting activity in Madison Center.

Bathrooms should be made available for public use. This does not necessarily mean that all buildings or tenants should provide bathrooms for public use or that the Town should provide or maintain public bathroom facilities in the Center. Rather, programs or policies should be considered that encourage local businesses to make facilities available that meet the needs of customers and visitors and contribute to the vitality of the Center. The Town may wish to subsidize private operators that make bathrooms available for public use. Overall, the Town should support, but not manage, a reasonable number of bathrooms for public use in the Center.

Recommendations

1. Consider ways to provide bathrooms for public use in Madison Center.

Sidewalk Issues

While differences of opinion have been expressed about sidewalk standards and maintenance responsibility, these issues should not delay the expansion of the sidewalk network in the Center.

Sidewalk standards (concrete, brick, width) can be easily resolved and adapted to unique circumstances.

Sidewalk maintenance can be the responsibility of:

- property owners,
- tenants,
- the Chamber of Commerce,
- the Town of Madison, or
- a special taxing district that includes affected properties.

Map Concepts

The Core Area shown on the map on the facing page identifies the area that would contain mixed uses with business uses at ground level and housing units located on upper floors.

The Transitional Area is the area surrounding the Center which would contain residential and institutional uses at densities lower than in the Center but higher than outlying areas.

Encourage Residential Development in the Center

While there is some housing in Madison Center, the predominant uses are office and retail. Opportunities to encourage housing should be explored in order to provide additional housing opportunities and encourage community vitality. Since peak parking demands typically occur at different times, mixed residential and business uses (with apartments or condominiums on upper floors) should not cause major parking issues. Residential uses typically require fewer spaces per square foot of floor area than retail or office uses.

The health and vitality of the Center will be enhanced by providing additional housing. Additional housing units will create a balance of different uses and this increased level of activity will increase the vibrancy and character of the area. In fact, it is believed that the Center is an ideal place for additional housing units since it will promote a pedestrian oriented center that will help meet local housing needs. In particular, the provision of additional multi-family developments in and near the Center and the inclusion of housing units as part of mixed use buildings will help meet a variety of community goals.

As shown on the map on the facing page, the Plan initially suggests that housing units be allowed (or required) on the upper floors of buildings inside the core area. The ground floor levels should continue to be reserved for business and other uses that generate pedestrian traffic and activity. Sites outside of the core area, but within the transitional area, present an opportunity to provide multi-family housing units at appropriate densities to help meet the housing needs in the community and support the Center.

Recommendations

1. Explore opportunities to provide additional housing opportunities in the Center and encourage community vitality.
2. To help meet the housing needs in the community and support the Center:
 - modify Zoning Regulations to allow (or require) housing units on upper floors of buildings in the core area of the Center, and
 - modify Zoning Regulations to allow multi-family housing units at appropriate densities in the transitional area that surrounds the core area of the Center.

On-Street Parking

On-street parking should continue to be encouraged in Madison Center, where appropriate. While on-street parking reduces roadway capacity, it makes an important contribution to community character.

Parking Standards

In the Mystic section of Groton, the Town has adopted the "5/8ths rule" which allows new uses to provide only 5/8ths of the number of parking spaces required elsewhere in the community.

This policy has promoted appropriate economic development and investment in this mixed use area. In addition, the policy recognizes that:

- many trips are multi-purpose in nature, and
- there are many on-street parking spaces for use by visitors.

Monitor Parking Needs

A major issue in the Center is the *perception* that there is an inadequate number of parking spaces in the Center.

However, an analysis by Town Staff found that adequate parking spaces are available. In fact, while full compliance with local parking regulations would require 1,054 spaces, there are 1,004 parking spaces in Madison Center. Since many trips to Madison Center are multi-purpose and since some uses have peak parking needs at different times of the day, this should be an adequate number of spaces for the Center.

When pressed, people admit that a parking space was found, it just wasn't directly where they wanted to park. Ironically, residents also comment that the amount of pedestrian traffic and other activity in the Center is one of its most charming elements.

However, there can be an issue with regard to tenants and employees occupying the prime on-street and off-street parking spaces. While this can be convenient in the short term for those people, it has the long term effect of supporting the perception that there is an inadequate number of parking spaces and that can decrease the number of trips that customers are willing to make to the Center. The long-term health of the Center relies on the availability of short-term parking spaces that are available and visible. Efforts must continue to making the most convenient parking spaces available for customers.

Still, opportunities should continue to be explored to interconnect parking areas in the Center and adopt consistent signage to identify parking areas. In recognition of multi-use trips, some towns have adopted standards for reduced parking in areas like Madison Center in order to promote economic development and other public benefits (see sidebar).

Recommendations

1. Maintain and encourage on-street parking, where appropriate, in the Center.
2. Monitor and enforce short-term use of on-street parking areas for customers and visitors.
3. Continue to interconnect public and private off-street parking areas in the Center and encourage tenant, employee and long-term parking off the street.
4. Adopt consistent signage to identify off-street parking areas.
5. Consider reduced parking standards for Madison Center in order to promote economic development (and other public benefits).

Consider Limited Sewer Service in the Center

Madison does not presently have a public sewer system and residents and businesses in town rely on septic systems to treat waste. The Water Pollution Control Authority (WPCA) administers an exceptional sewer avoidance program to oversee septic system operations, receive and treat waste from septic tank pumping, and avoid the installation of a sewer system. This system is working well and should be continued.

However, there are some indications that a limited sewer service in the downtown area could address some important issues. Continued monitoring of this area is needed in order to protect water quality. Water use restrictions placed on new uses in Madison Center (to limit septic discharges) severely restrict certain uses that would add character and vitality to the downtown area. Public bathrooms are not available and businesses try to limit public bathroom use in order to comply with water use restrictions. In essence, the lack of capacity for sewage treatment constrains the ability of Madison Center to meet community needs and desires. Madison is among the largest communities in Connecticut without a public sewer system.

The lack of bathrooms for public use are just one of the issues that a limited sewer system in the Center could help address. Additional treatment capacity would allow more restaurants in the Center, addressing a need that has been expressed by Madison residents. In addition, a limited sewer system would help support residential development in the Center that would enhance its vitality and contribute to community character.

Some sort of limited sewer system should be considered in Madison Center.

History of Sewers

A 1961 report indicated the need for sewers in the southern portion of Madison due to heavy land usage, water tables, soil constraints, and pollution potential.

A 1970 report found pollution in several areas and "highly advised" a sewage treatment plant.

A 1980 report indicated that 95 percent of the town was adequately served by the sewer avoidance and only 5 percent (including Madison Center) needed alternatives to septic disposal.

A 1987 report indicated that residents were opposed to any "regional/municipal scale wastewater treatment facilities." That report studied the feasibility of smaller community systems and recommended the sewer avoidance program.

While Madison has a well-managed sewer avoidance program, the water use limitations in the downtown area effectively prohibit public bathrooms, restaurants, and other development in Madison Center.



Treatment Options

Rather than have a septic tank and septic field on each property, a common sewage treatment facility could be provided.

This facility could include what is known as a package treatment plant that helps to treat the effluent before it is discharged.

The concept of some type of sewage treatment in the downtown area has been discussed and debated for years. Historically, there have been concerns that a major sewage treatment facility would result in undesirable land use changes outside the Center.

During the planning period, the concept of a limited sewage treatment facility servicing only the downtown area (such as the Core Area identified on the map on page 33) should be investigated. By establishing a defined sewage treatment area, a sewage allocation can be assigned to each property (or purchased by property owners in the district). In this way, only those properties that benefit will pay for the construction and operation of the treatment facility. In essence, the concept can be formulated through discussions with property owners and tenants and be implemented with a majority vote of those affected. The "sewer district" would be administered by the Water Pollution Control Authority (a Town agency). Property owners outside of the "sewer district" would receive no allocation and could not connect to the treatment facility.

Recommendations

1. During the planning period, continue to monitor water quality and septic functions in the downtown area.
2. Evaluate sewage treatment options for the downtown area to address issues such as:
 - the expressed need for public bathrooms,
 - the interest in additional restaurants in downtown Madison,
 - the desire for additional residential development, and
 - the promotion of the Center and the protection of community character.

PROTECT NATURAL RESOURCES

7

OVERVIEW

Natural resources are important to community character and the pride and spirit of residents. Protecting natural resources is an important theme of the Plan since such efforts help:

- guide development in harmony with the natural environment,
- preserve vital natural functions, and
- improve the quality of life for existing and future generations.

Significant natural resources in Madison and their rationale for consideration in the Plan include:

Land Resource	Rationale for Conservation
Steep Slopes (25 % or more)	Potential for erosion, structural concerns
Water Resources	
Rivers and Other Watercourses	Support hydrologic cycle and provide drainage
Inland and Tidal Wetlands	Habitat, water quality, and flood storage
Inland and Coastal Floodplains	Periodic flooding, threat to life and property
Water Quality	Protect reservoirs and aquifers from pollution
Water Quantity	Ensure adequate water supply
Other Resources	
Air Quality	Provides healthy environment
Flora / Fauna	Plant and animal habitat and diversity (including shellfish beds)

River Road Scene



Joanne Volage

Madison has a remarkable diversity of natural resources that must be protected ...

Water Quality Protection

For many years, water quality protection focused on eliminating "point" sources of pollution (such as industrial discharges).

With the progress that has been made in reducing or eliminating pollution from these sources, attention has now turned to "non-point" sources. This includes storm drainage discharges, lawn fertilizer, septic systems, agricultural runoff, and similar sources.

Additional information on managing stormwater runoff and "best management practices" (BMPs) is available from the Connecticut Department of Environmental Protection - Office of Long Island Sound Programs (CTDEP-OLISP).

Shellfish Resources

Many people do not realize that Madison has over 6,000 acres of shellfish beds located in the coastal area. These resources depend on a healthy ecosystem in Madison, especially water quality.

Protect Water Quality

Protection of water quality is Madison's most important natural resource preservation priority.

According to the 1993 Open Space/Recreation Plan, "Madison's obvious water resources include rivers and streams, lakes and ponds, swamps and marshes and Long Island Sound. Not so visible, but equally important, are the wetlands, vernal ponds, aquifers and bedrock fractures. Each of these water resources plays an important role in the ecosystem and in Madison's lifestyle. All of them are interrelated; contamination of one resource can lead to the eventual contamination of others. The causes of contamination are multiple, and the solutions involve all of us."

That report goes on to state that "Public education and involvement are crucial to the implementation of an effective program to protect our water resources. Educational programs can be of tremendous importance in changing residents' activities that pollute water resources. With proper education, changes can be made in the use and disposal of household hazardous wastes, the reduction or elimination of insecticides and herbicides used for lawns and gardens, sediment runoff, septic maintenance, yard composting, etc. Special programs and events can be held to focus on wetlands, rivers and streams and Long Island Sound. A well-designed public education program should be at the heart of efforts to protect Madison's water resources and can begin to pay dividends almost immediately."

The Madison Health Department, the Water Pollution Control Authority and the Connecticut Department of Environmental Protection regularly test water quality in order to discern overall trends. Surface water quality is tested at major streams that enter into Long Island Sound, at public and some private beaches, and at the extensive shellfishing beds. Generally, the sanitary quality of the streams that enter Long Island Sound from Madison is fair to good and the quality has improved at some sites and declined at others. For example, the surface water monitoring program indicates an improvement in the sanitary quality of Tuxis Brook over the past ten years or so. Monitoring programs should continue, and be expanded where necessary, in order to detect trends in surface water quality.

Ground water quality is evaluated by testing individual wells at the time of initial construction and again when the house is sold. A database is used to identify any community groundwater issues. While iron, manganese, and acidity can affect wells in Madison, the water is of good sanitary quality and quantity. These monitoring programs should also be continued.

In addition, the Town should continue the very effective septic monitoring program that records when septic tanks in Madison have been pumped and reminds property owners when it is time to have them cleaned again.

Recommendations

Water Quality Protection

1. Continue to monitor water quality in Madison.
2. Continue and expand surface water quality and ground water quality monitoring programs in order to detect trends.
3. Continue current septic system maintenance and inspection requirements in order to protect water quality.
4. Continue to review and strengthen the seasonal conversion ordinance to require septic system upgrade within a specific time frame (such as 12 months).
5. Continue to reduce pollution from storm run-off sources and improve water quality.
6. Continue to maintain and enhance water quality by removing sediment and other possible pollutants from storm drains and trapping sediments at drainage outfalls.
7. Charge the newly-formed Conservation Commission (or other agency) with implementing educational programs for Madison residents about:
 - the nature and value of water resources in Madison (such as Long Island Sound, inland and tidal wetlands, streams and rivers, and aquifers), and
 - programs on how to protect them (such as hazardous waste disposal and septic system maintenance).

Open Space and Coordination

8. Support the preservation of open space to protect water quality and water resource areas.
9. Continue to encourage the significant efforts of the Madison Land Conservation Trust.
10. Coordinate conservation efforts with neighboring towns to create greenbelt corridors which protect common waterways such as the Hammonasset River and the East and Neck Rivers.

Seasonal Conversion

Madison carefully monitors the conversion of seasonal residences to year-round dwelling units.

In particular, careful attention is paid to the adequacy of the septic system to accommodate year-round use. The timing of septic system improvements is a critical part of this effort.

Unique Habitats

The unique habitats and special areas identified on the fold-up map on this page are sites that have been recognized by the State Department of Environmental Protection (CTDEP) for:

- known occurrences of state or federal endangered or threatened species,
- state special concern species, or
- significant natural communities

When development or other activities are proposed in these areas, the applicant and/or the Town should contact CTDEP for additional information.

Natural Resource Conservation Plan

(flip page up)

Preserve or Conserve?

Preserve means:

- to protect from harm.
- to maintain intact or unchanged.

Conserve means:

- to save from loss or depletion.
- to avoid wasting.

Webster's Dictionary

Regulated Buffer Areas

Madison already requires 50 foot building setbacks from critical coastal resources (Section 2.17 of the Zoning Regulations) and from inland wetlands (section 6.4 of the Wetland Regulations).

These regulations can be enhanced by also establishing a non-disturbance area (no fill or construction) around these resources where a conditional use permit or special review would be required by the appropriate commission.

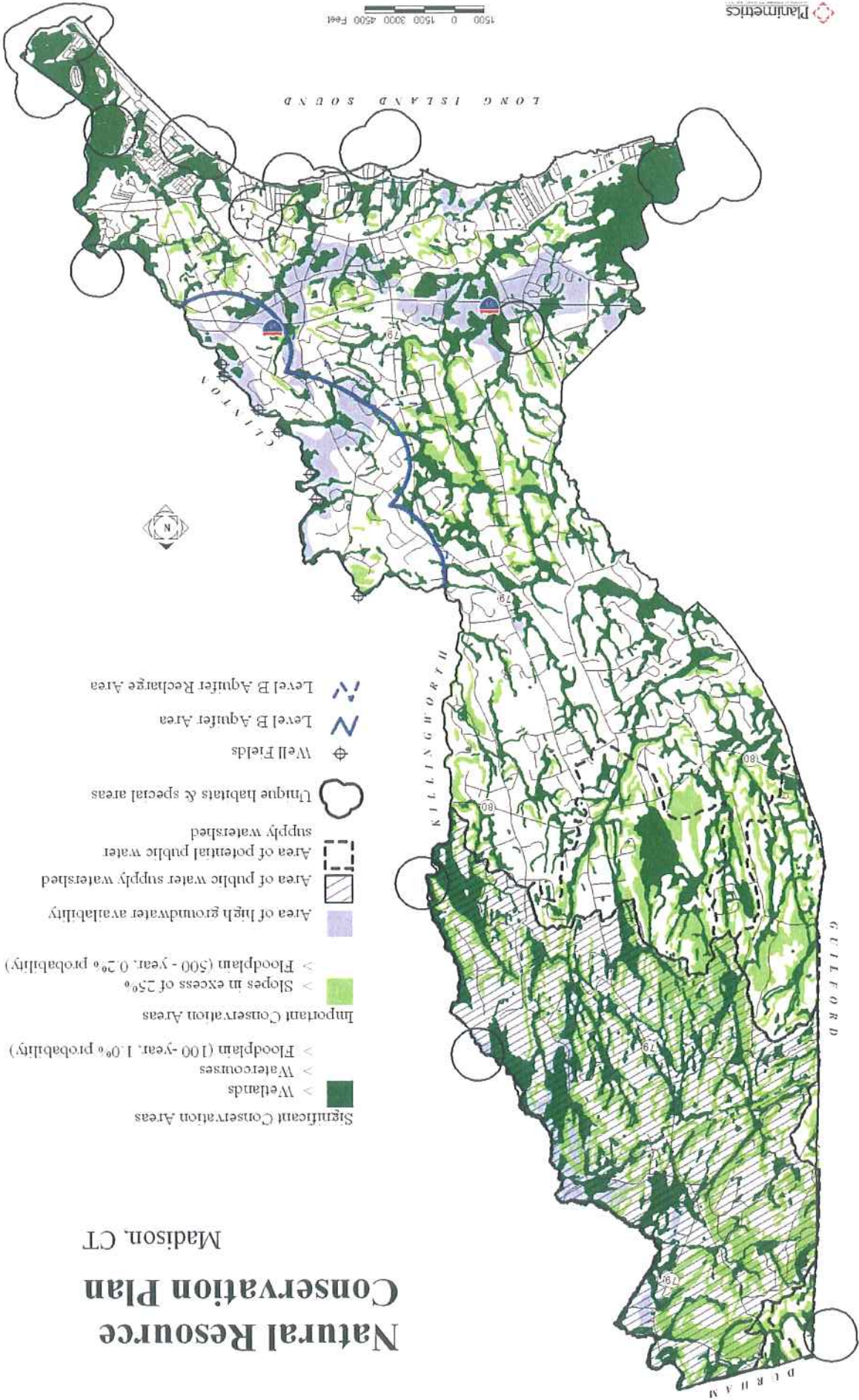
Preserve Important Resources

Several types of resources are so significant for preserving environmental quality or community character that efforts to preserve these resources must continue. The following table identifies natural resources in Madison that should be preserved in their natural state or that the major functions should be conserved in an environmentally sensitive way:

Resources For Preservation	Resources For Conservation
<ul style="list-style-type: none">• Watercourses• Inland and tidal wetlands• Floodplain (100-year, 1.0% probability)• Coastal "V" flood area	<ul style="list-style-type: none">• Slopes exceeding 25 percent• Floodplain (500-year, 0.2% probability)• Coastal "A" flood area• Public water supply watershed areas• Areas of high groundwater availability• Unique or special habitat areas (such as shellfish beds)

Recommendations

1. Continue to protect and preserve:
 - watercourses,
 - inland and tidal wetlands,
 - inland and coastal floodplains, and
 - critical coastal resource areas (such as beaches, dunes, rocky shore fronts, bluffs, and escarpments).
2. Consider increasing the building setbacks (from 50 feet to 100 feet as suggested by CTDEP-OLISP) from inland wetlands, water courses, and critical coastal resources.
3. Consider establishing 50-foot or greater non-disturbance areas from inland wetlands, watercourses, critical coastal resources, and other resources (no clearing or filling allowed without special approval) in all regulations.
4. Conserve steep slopes, public water supply watersheds, areas of high groundwater availability, and unique or special habitat areas.
5. Continue protection and enhancement of shellfish resources.
6. Continue to provide and enhance provisions for local fish and wildlife (such as the fish run recently installed on Bailey Creek).
7. Investigate the possible productive use of natural resources (such as harvesting salt hay in coastal areas).
8. Continue to work with the CTDEP-OLISP and others to rehabilitate Madison salt marshes.
9. Encourage the Madison Beach & Recreation Department to sponsor activities involving natural resources (such as shellfishing, crabbing, hiking, bicycling) to educate residents on the importance of conservation and the resources unique to Madison.



EXPAND OPEN SPACE AND TRAILS

8

OVERVIEW

Most people tend to perceive “open space” as any land that is not built upon. However, this definition includes land that is in private ownership and subject to future development. Thus, it is important to realize that all the land in Madison that is *perceived* as “open space” is not, in fact, *preserved* as open space. For purposes of the Plan of Conservation & Development, open space is defined as land that is dedicated to open space uses.

Madison is fortunate to have some significant open space resources. These include:

- Hammonasset State Park - considered by many to be the “jewel” in the State park system,
- Cockaponsett State Forest,
- South Central Regional Water Authority lands used for watershed protection,
- the various land holdings (and trails) of the Madison Land Conservation Trust, and
- open space properties owned by the Town of Madison (such as the Braemore property and Bauer Park).

Open space, in adequate quantities and appropriate locations, can help:

- protect community character,
- preserve lands for parks and recreational uses,
- conserve important natural resources,
- provide fiscal and economic benefits,
- enhance the quality of life for residents, and
- shape development patterns.

Bauer Farm Trail



Patricia Anderson

*Open space protects
community character
and enhances
the quality of life ...*

Greenbelts and Greenways

A greenbelt is another word for a greenway. A greenway is a corridor of open space that:

- may protect natural resources, preserve scenic landscapes and historical resources or offer opportunities for recreation or non-motorized transportation,
- may connect existing protected areas and provide access to the outdoors,
- may be located along a defining natural feature, such as a waterway, along a man-made corridor, including an unused right-of-way, traditional trail routes or historic barge canals, or
- may be a green space along a highway or around a village.

General Assembly
Public Act 95-335

Provide Additional Open Space and Greenbelts

There can be little doubt that one of the elements of Madison that most appeals to residents and visitors is the amount of “open space.” Madison is fortunate that, in addition to Town efforts at open space protection, a significant amount of open space has been preserved by the State of Connecticut, the Madison Land Conservation Trust, the South Central Regional Water Authority, and other entities.

Still, about 75 percent of residents surveyed felt that the Town should do more to preserve open space in Madison. About 69 percent felt that the Town should have a specific policy to review and acquire waterfront property. Efforts should continue to be devoted to preserving open space in Madison.

Greenbelts

The configuration of the open space system in Madison is as important as the amount of open space. If parcels of open space can be interconnected into a cohesive overall system, a system of “greenbelts”, the value of the open space to residents and the impact on community character grows exponentially.

The major coordinating element in the future conservation and development of Madison should be a comprehensive greenbelt system which interconnects conservation, open space and recreation areas. Such a system should provide a linkage between existing open spaces and protect important resources like streams and wetlands from future development pressures. If open spaces can be connected through trails or other means, they provide:

- increased accessibility for all residents,
- improved wildlife corridors, and
- more opportunities for active or passive use.

Implementation

Madison should continue to preserve open space at the time of development of properties. While residents strongly support preservation of open space, only about 42 percent felt that taxes should be raised to pay for it. About 62 percent felt that the 10 percent open space requirement was sufficient.

The Town of Madison should begin to set aside municipal funds for open space acquisition so that important open space parcels can be purchased and preserved. For example, Section 7-131r of the Connecticut General Statutes allows a municipality to establish a Land Acquisition Fund, funded up to 2 mills annually, to be used for the acquisition of land for open space, recreation, or housing. Unlike other municipal accounts, this fund does not have to be expended in a given fiscal year and can accumulate interest. It can be funded through:

- annual contributions,
- capital campaigns for the acquisition of specific properties, or
- a bond issue.

The Madison Land Conservation Trust, and other private organizations, will continue to play a critical role in the preservation of land in its natural state. The Town should undertake, along with the Land Trust and other open space and conservation organizations, a multi-faceted effort to identify:

- properties for acquisition (an action plan),
- type of acquisition (such as conservation or access easement),
- priorities for acquisition (an action strategy), and
- sources of funds.

The adjacent sidebar suggests possible criteria for the selection of land areas for greenbelts and open space.

Greenbelt Benefits

In addition to protecting Madison's character, a greenbelt open space system will:

- protect important natural, scenic, or other resources,
- allow for a trail system that interconnects different areas,
- contribute to the enjoyment and quality of life for residents, and
- provide for contiguous wildlife habitat and corridors.

Possible Action Plan

1. Protection of, and/or access to:
 - Long Island Sound,
 - Hammonasset River,
 - East River, or
 - important streambeds and watercourses.
2. Adjacency to existing preserved open space.
3. Preservation of non-dedicated open space (such as Camp Laurelwood).
4. Location for more accessible linked trails.
5. Protecting significant views within and at "gateways" to Madison.

Existing Open Space

Booklet #14 in the Workbooks prepared during the planning process contains a map that depicts the location of open space land holdings of:

- the Connecticut Department of Environmental Protection
- the Town of Madison.
- the Madison Land Conservation Trust, and
- other entities.

The Workbooks were provided to each member of the Planning Committee and were placed on file at the Town Hall and at the Library.

Recommendations

Greenbelts

1. Interconnect existing open space into a greenbelt system.
2. Encourage the newly-formed Conservation Commission (or another agency), working with other groups, to identify open space priorities, techniques, and possible funding programs.
3. Establish a specific town policy to consider the acquisition of all property that becomes available in identified "open space action areas" (such as those suggested in the sidebar on the preceding page), especially waterfront property, with the long term goal of creating a "shoreway", or "riverways."

Implementation

4. Establish an open space acquisition fund.
5. Maintain subdivision regulations that require open space be deeded to the Town, the Land Trust, or other open space organization.
6. Continue to allow payment of fees-in-lieu of open space dedication.
7. Amend subdivision regulations to allow donation of land elsewhere in Madison to meet the open space requirements of a development.
8. To help maintain existing open space resources:
 - pursue State legislation granting towns a priority right to purchase (a first right of refusal) for State Forest land in Madison.
 - consider zoning open space lands into a new "Open Space & Recreation" zone in order to guide present and future use of these properties,
 - consider exercising the priority right to purchase land owned by the South Central Regional Water Authority should the land become available, and
 - consider exercising a priority right to purchase State Forest land should that right become available and if the land should be considered for disposal by the State.

Expand the Existing Trail System

Trails greatly enhance the value of open space and are becoming very popular recreational activities throughout Connecticut.

However, many residents do not realize that Madison already has an extensive network of trails. The Madison Land Conservation Trust has participated in the development of a number of trails throughout the community. What is even more valuable is that they have also published a book describing the location and configuration of trails for the use and enjoyment of Madison residents.

While it would be easy to sit back and enjoy what Madison already has in terms of trails, significant opportunities exist to expand and enhance the trail system that already exists in the community. Madison can have one of the most extensive trail networks in the state. In addition, connections to trails and open space lands in adjacent communities will create opportunities to establish a greenbelt of regional or even state-wide significance.

Recommendations

1. Expand the existing trail network to establish a comprehensive system that interconnects open space areas.
2. Work with the Madison Land Conservation Trust, if necessary, to expand and maintain the local trail network.
3. Work with the State Department of Environmental Protection, the South Central Regional Water Authority, and the Madison Land Conservation Trust to create an overall trail plan on their combined land holdings.
4. Require the identification and consideration of trails as part of any land use application.

Trail Guide

The Madison Land Conservation Trust has published a book entitled "Madison Trails. A Guide To Their Use and Enjoyment."

This excellent guide contains maps and text describing the trails located throughout Madison. Areas where trails are located include Bauer Park, Town Campus, Water Authority lands, and Cockaponset State Forest.

Copies of the book can be obtained from:

Madison Land Conservation Trust, Inc.
P.O. Box 561
Madison, CT 06443



Open Space Plan
(flip page up)

Encourage Efforts of the Land Trust

The Madison Land Conservation Trust has been very effective in obtaining donations of property as open space, managing and maintaining open space properties, and developing trails. These activities should continue to be supported and encouraged in order to preserve open space in Madison. Public access on land trust properties should continue to be promoted.

Recommendations

1. Continue to encourage the significant efforts of the Madison Land Conservation Trust.
2. Consider amending subdivision regulations to require that applicants obtain a letter from the Madison Land Conservation Trust about the location and configuration of open space proposed as part of the subdivision and other recommendations prior to:
 - closing the public hearing on an application, or
 - acting on an application.



Expand Coastal Access Opportunities

While Madison has several areas that provide public access to the shore (such as Hammonasset State Park), other areas with potential for some degree of public access should also be explored. This includes street ends and other areas appropriate for neighborhood and community access to Long Island Sound and other coastal areas.

Another area for consideration is whether and how to provide access from Long Island Sound to Madison for boaters. This may include recreational docking facilities at East Wharf or West Wharf.

Recommendations

1. Acquire and open up additional public access opportunities to Long Island Sound, the Hammonasset River, and the East River.
2. Charge the Conservation Committee (or other entity) with evaluating and recommending appropriate measures for each coastal access point.
3. Develop a map showing appropriate access points.
4. Consider implementing a signage plan to identify coastal access points.
5. Consider whether and how to provide access from Long Island Sound to Madison for boaters.

Retain Undeveloped Land

Since “perceived” open space also includes undeveloped land, encouraging the retention of undeveloped land will help to maintain community character. One way to encourage this is the Public Act 490 program which helps to reduce development pressure by assessing land as farm, forest, or open space, reducing the tax burden on those parcels and makes such land more affordable to own.

About 35 percent of all land in Madison currently participates in the PA-490 program. Forest lands, which are designated by the assessor, are the largest category of PA-490 lands due to the holdings of the Regional Water Authority. Farm lands, which are also designated by the assessor, are much less extensive. The open space assessment is based on criteria established by the Planning and Zoning Commission (most recently in 1997) and adopted by the legislative body (Town Meeting in Madison).

Potential Coastal Access

The following street ends and other locations have the potential to provide additional or improved public access to coastal areas:

- Route 1 at the Hammonasset River.
- Cottage Road.
- Route 1 at East River.
- Old Boston Post Road.
- Ridgewood Avenue.
- Neck Road.
- Island Avenue.
- Middle Beach Road.
- Seaview Avenue at Fence Creek.
- Waterbury Avenue.
- Webster Point Road.
- Neptune Avenue, and
- Pent Road.

Assistance with coastal access signage is available from CTDEP-OLISP, if desired.

PA-490 Policies

Madison has had a Public Act 490 policy since the late 1960s. The current open space assessment strategy was adopted by the Planning and Zoning Commission on June 19, 1997.

The date of the Town Meeting adoption as required under CGS Section 12-107e was August 5, 1997.

In that policy, the areas recommended for preservation as areas of open space included:

1. *All privately owned areas:*
 - *designated as "wetlands" pursuant to the Connecticut General Statutes.*
 - *with an elevation of not more than ten feet above mean high water as shown on USGS Maps.*
 - *within 1000 feet of the centerlines of the Hammonasset River, East River, Neck River, and Bailey Creek.*
 - *owned separately from any adjoining land and having an area of not less than ten acres.*
2. *All other privately owned areas used for one of the following purposes:*
 - *watershed area for any water company.*
 - *airport.*
 - *golf course.*
 - *beach or recreation areas.*
 - *any area noted as open space on an approved subdivision.*
 - *areas within 1000 ft. of an existing or proposed public well area.*
3. *Greenbelt areas:*
 - *which will link existing clusters of open space.*
 - *along waterways.*

The policy goes on to state that the following areas shall be excluded from the above areas:

- All land in a commercial or industrial district.
- All building lots in an approved subdivision.
- All land upon which any building or structure is located, at least to the extent of the minimum lot size for the district.

These criteria should be reviewed on a regular basis to ensure their continued relevance and intended effect. If adjusted, the revised program should be adopted by Town Meeting.

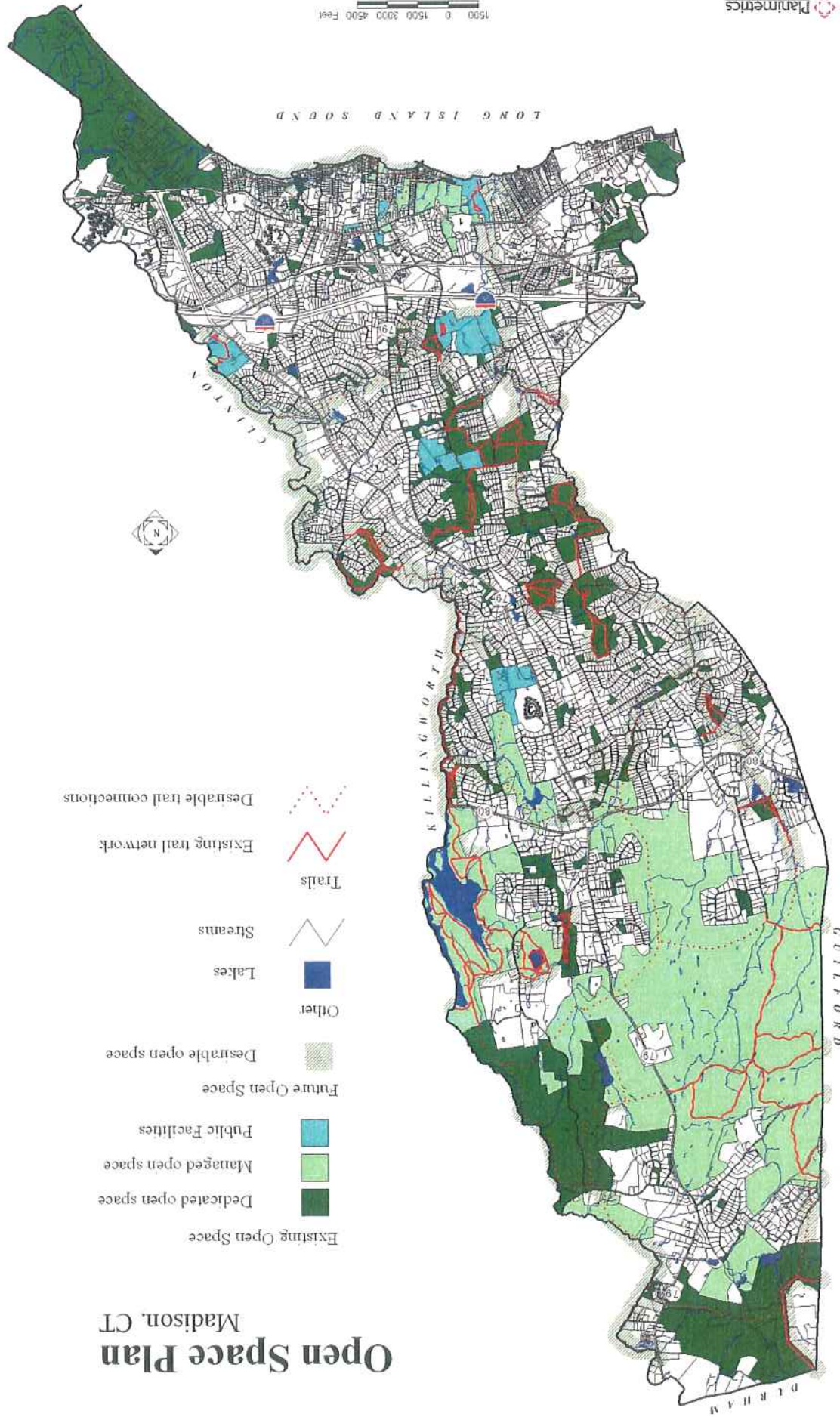
While the PA-490 program does not result in permanent open space preservation, it does reduce the local property tax burden as a reason that property might be developed in the future and promotes land ownership strategies that enhance the perception of open space in Madison.

Recommendations

1. Maintain the open space assessment policy in order to promote the retention of undeveloped land in residential zones.

Open Space Plan Madison, CT

- Existing Open Space
- Dedicated open space
- Managed open space
- Public Facilities
- Future Open Space
- Desirable open space
- Other
- Lakes
- Streams
- Trails
- Existing trail network
- Desirable trail connections



CAREFULLY MANAGE DEVELOPMENT

9

OVERVIEW

While most residents of Madison place a higher emphasis on conservation issues, development activities will continue in the future as property owners elect to develop or use their property. As a result, patterns of development must be considered as a part of the Plan.

Development can have positive effects in Madison. For example, economic development can expand the tax base and provide tax revenue to help provide community services. Development in village centers can enhance community character, result in businesses offering a wider variety of goods and services for residents, and provide for housing diversity. The key issues to be addressed are what type of development occurs and where or how it takes place.

The challenge of this Plan is to carefully guide and manage development activities so that residents feel that development is preserving Madison's character and protecting the town's important features.

New Development



Charlotte-Evarts Archives

Where and how development occurs is important to maintaining Madison's character and quality of life ...

Madison Center

As previously indicated, Madison Center is the business, cultural, and institutional center of Madison. Much effort has been devoted over the years to studying the Center and devising strategies to guide future activities and ensure the vitality of the Center and these efforts should be continued.

The Chapter on Madison Center contains more information on policy recommendations for this area.

North Madison Center

In the Plan, the term North Madison generally refers to areas north of Green Hill Road.

On the other hand, the term North Madison Center generally refers to the area around the traffic circle at Route 79 and Route 80.

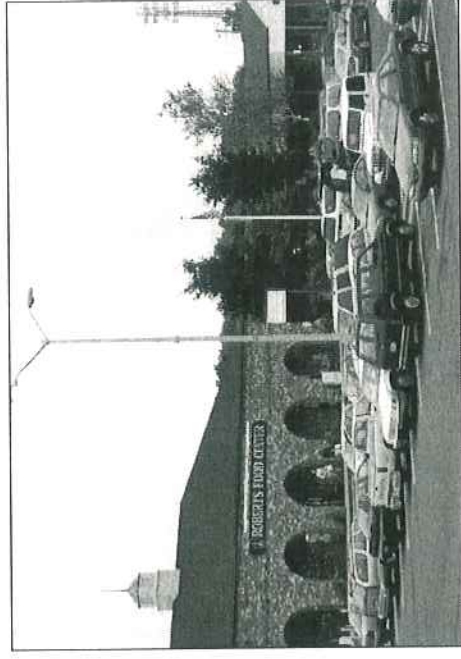
Enhance Village Centers

One of the main themes of the Plan is to enhance the existing village centers (Madison Center and North Madison Center) to the extent possible since they enhance community character and help meet the daily needs of residents.

North Madison Center, more of a neighborhood center than a community center, helps meet the daily needs of residents of North Madison and other nearby areas. While several studies have been done of Madison Center, no comparable studies have been done for North Madison Center. During the planning period, a study of North Madison Center should be undertaken to ensure it continues to meet residents' needs and complements other aspects of community character. In particular, the list of uses allowed in North Madison Center should be reviewed to ensure that it maintains its role as a neighborhood-oriented center rather than a highway-oriented strip.

Recommendations

1. Undertake a study of North Madison Center to ensure it continues to meet residents' needs and complements other aspects of community character.
2. Establish a neighborhood village center zone to provide a consistent set of guidelines for the North Madison Center area and greater control over development patterns and architectural and site design.
3. Review the list of permitted uses in North Madison Center to ensure that it maintains its role as a neighborhood-oriented center.



Simplify Business Zones

Madison currently has a number of business zones with subtle distinctions between them. Overall, it seems that Madison would be better served by simplifying the number and variety of business zones in the community. A suggested overall structure is summarized in the sidebar.

As previously mentioned, separate village districts (as authorized under Public Act 98-116) should be established in Madison Center and North Madison Center. Another village district (or another type of business zone) could be established for existing business areas on Route 1. A business park zone (or another type of business zone) could be established to encourage appropriate economic development in possible future business areas that are identified on the Future Land Use Plan on page 85.

Finally, all zones should then be evaluated as to location and requirements. Madison recently upgraded and simplified zoning classifications and regulations in Madison Center in order to promote compatible development. This effort should be continued in other zones as well.

Madison has used conditional use areas (called "Special Exception Permit Areas" in Madison) to guide development in business and transitional areas. These areas should also be reviewed and some areas might be incorporated into the new business zones.

Recommendations

1. Establish a new hierarchy of business zones in Madison to simplify the business structure of the community.
2. Review all business zones and areas as to location and requirements.

New Business Zones

In summary, the proposed zoning structure would be as follows:

Madison Center Zone
North Madison Center
Zone
Route 1 Business Zone
Business Park Zone
Industrial Zone

Enhance Commercial Areas on Route 1

Other than the Center, Madison has three commercial areas on Route 1 that are more “strip-oriented” than “village-oriented”:

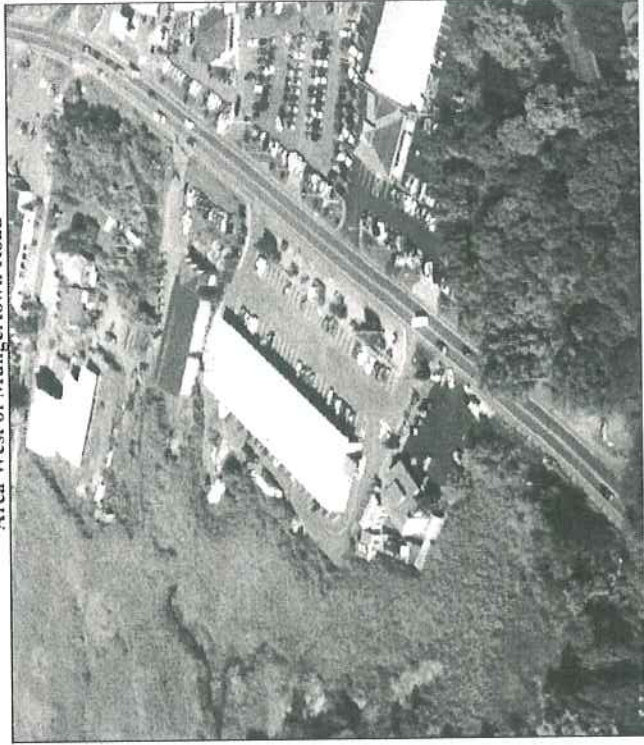
- between Mungertown Road and the railroad tracks.
- From Old Boston Post Road to Guilford (west), and
- between the Hammonasset Connector and Clinton (east).

While the businesses in these areas provide goods and services, employment, and tax revenue to Madison and its residents, these areas lack the character of the village centers in Madison and interrupt the otherwise residential character of the Route 1 corridor. These business zones should be restricted to their present extent unless significant community benefits can be demonstrated.

During the planning period, the zoning designations of these areas should be reviewed in order to encourage development and land use that is most in keeping with Madison’s character. Permitted uses, setbacks, lot coverage, landscaping, building design, and site design requirements should all be reviewed to ensure the most appropriate development and redevelopment of these areas. Incentives should be built into the regulations to encourage:

- mixed uses (including residential units),
- commercial uses that are consistent with the plan,
- architecture that is more in keeping with Madison’s character,
- consolidated development where adjacent parcels integrate parking, access, and vehicular and pedestrian circulation, and
- enhanced landscaping.

Area West of Mungertown Road



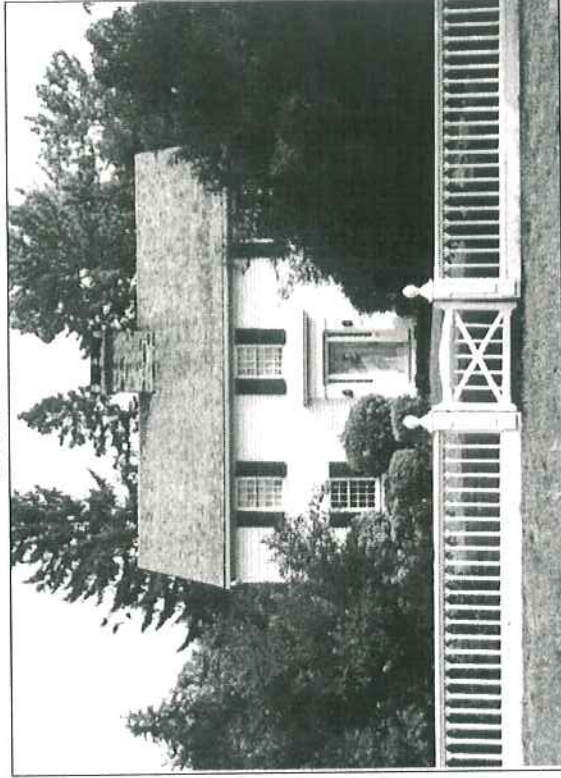
Special attention should be paid to the two “gateway” commercial areas on Route 1 at the borders with Clinton and Guilford.

While village district zoning could accomplish many of these objectives, it should be carefully considered before being applied in these areas.

Recommendations

1. Prevent commercial “creep” along Route 1.
2. Consider undertaking a special study of each commercial area along Route 1 in order to help guide the appropriate future development of these areas.
3. Evaluate current zoning designations and requirements along Route 1 to determine if uses, setbacks, and other requirements are appropriate.
4. Modify zoning regulations to create incentives for compatible development and redevelopment of these commercial areas, including encouraging consolidated development with shared access, parking, and circulation.
5. Look at village district zoning for commercial areas along Route 1.

Boston Post Road



Jerome Weiler

Conflicting Opinions?

About two-thirds of Madison residents feel that the Town should do more to encourage more business development in order to reduce taxes on residents.

However, about two-thirds disagree with the rezoning of residential land to business uses to encourage more business.

Business people surveyed by the Madison Business Planning Council were most in favor of attracting:

- corporate offices,
- retail stores,
- entrepreneurs,
- research facilities,
- restaurants, and
- professional services.

The areas considered to be most suitable included:

- Hammonasset area,
- Route 1 East,
- Route 1 West, and
- North Madison Center.

Maintain and Expand the Tax Base

For the purpose of this section of the Plan, the term “economic development” is considered to refer to any use or activity that provides more in municipal revenue (especially tax revenue) than it requires in municipal services.

Of all of the land area in Madison, only about 1.5 percent is used for business and industrial purposes. Yet, these uses comprised about seven percent of the 1998 Grand List in Madison. Since non-residential uses do not result in school-age children, much of their tax revenue supports community programs and activities that benefit Madison residents. Clearly, business and industrial uses make important contributions to Madison’s character and quality of life and are one form of economic development.

However, economic development can also take other forms. Some housing developments occupied by elderly persons (with no school age children) can represent economic development since their municipal service needs can be modest. Economic development can also include lodging facilities, public utility facilities, and state or federal facilities that make payments-in-lieu-of-taxes (PILOT).

During the planning process, there was discussion of increasing the opportunities for economic development in Madison in order to provide for more local employment, more goods and services for residents, and more tax revenue in order to support community programs and activities.

As shown on the fold-out map on the facing page, there are only a few locations that were identified as having some potential to provide for economic development. While other areas were considered, it was felt that those other areas had the potential for significantly impacting existing residential areas, community character, and quality of life.

The Plan suggests an overall strategy for Madison to pursue which involves strategic efforts to expand the tax base by:

- nurturing existing businesses in Madison,
- enhancing use of existing business sites,
- recruiting clean businesses for sites located near Route 1, Interstate 95, and the railroad tracks, and
- seeking other forms of economic development appropriate for Madison.

For example, the Hammonasset area of Route 1 site is well-located to accommodate some forms of economic development. Another site that may have merit for consideration is the property west of Copse Road and north of Interstate 95.

When opportunities for economic development present themselves, consideration should be given to maximizing the use of business zoned properties.

To pursue this strategy, the Town needs to identify a person or organization responsible for overseeing and coordinating economic development efforts. This could be an existing person (such as a member of the Board of Selectmen), an existing organization (such as the Business Planning Council), or the Economic Development Commission.

Recommendations

1. Identify a person or organization responsible for overseeing and coordinating economic development efforts.
2. Continue to work with existing organizations (such as the Chamber of Commerce and the Business Planning Council) in order to help create a business-friendly environment.
3. Continue to help existing businesses stay in Town and grow.
4. Continue to pursue a broader tax base through recruitment of compatible business and industry.
5. Identify and study areas appropriate for economic development and/or rezoning (airport, existing zoned land).
6. Consider developing “vision” plans for potential economic development areas in order to obtain conceptual approval that will help guide potential businesses and developers.
7. Consider rezoning areas identified on the map to allow for economic development.

Encourage Business Activity Consistent with the Intent of the Plan

While there is interest in expanding the tax base, this must also be balanced with the desire to enhance Madison’s character and quality of life. Business development should support the overall business structure in Madison and complement the community. In the long term, business development for the sake of business development has the potential to detract from Madison’s character and erode the overall quality of life.

Recommendations

1. Continue to ensure that business development supports the overall business structure in Madison and complements the character and quality of life in the community.

Potential Economic Development Areas
(flip page up)

Multi-Family Development

Multi-family and/or higher density developments should:

- have strict density controls.
- be discouraged away from major roads, and
- provide ample buffers to the road and neighboring uses.

To ensure compatibility of location and design before significant funds are expended, a two stage approval process is recommended:

- conceptual design where the location, density, and design is addressed, and
- final plan approval.

The Advisory Committee on Community Appearance should be involved in both stages.

Coastal Areas

Residential development in coastal areas is addressed in more detail on pages 61 to 64.

Manage Residential Development

Overall Structure

The residential zoning structure of Madison is well established and is strongly related to soil types, terrain, and infrastructure availability and capacity. No major changes are anticipated or recommended in the basic pattern of:

- moderate densities south of Interstate 95,
- low densities between Interstate 95 and Green Hill Road, and
- lowest densities north of Green Hill Road.

However, a review of residential zone standards should be conducted to:

- see if zones can be consolidated, and
- permitted uses and standards are appropriate.

Some multi-family (and/or higher density) developments have been allowed in outlying areas of Madison where they provided opportunities to preserve natural features, open space, or provide for housing diversity. This Plan recommends that such developments be encouraged in Madison Center and surrounding areas in order to promote development of an active and vibrant center with a variety of land uses. Multi-family (and/or higher density) developments should be discouraged in other areas unless there is some significant community benefit that will result.

Regulatory Changes

In order to guide residential development at appropriate densities and provide additional flexibility in siting of homes, Madison should adopt a buildable land regulation and a residential density regulation.

A buildable land regulation excludes areas that contain serious constraints to development (such as wetland, watercourse, floodplain, and steep slope areas) when determining the amount of buildable land. Depending on the degree of constraint to development, such areas can be totally excluded or can be discounted by a certain amount. For example, a 25 acre parcel with 5 acres of wetlands and steep slopes may have a total of 20 buildable acres.

A residential density regulation (lots per acre) regulates the number of lots that can be created in a development based on the size and characteristics of the property (the amount of buildable land). For example, a parcel with 20 buildable acres at a density factor of 0.70 units per acre would result in a maximum of 14 units that could be built on that property.

Experience in other towns has shown that, once the maximum unit yield is determined by these regulations, a developer typically strives to design the *best overall plan* for the development and conservation of the parcel rather than the *most* sites for homes. Furthermore, since the development yield (number of lots) is now established, flexibility can be provided in minimum lot sizes to preserve more open space, protect natural resources, and provide for housing diversity.

In addition, consideration should be given to modifying regulations to:

- require greater residential setbacks on arterial and collector roads,
- require greater frontage on arterial and collector roads to encourage provision of roadside buffers, and
- discourage lot access onto arterial and collector roads.

Recommendations

1. Maintain the existing residential density structure with decreasing density in the northern parts of Madison.
2. Review residential zones to see if zones can be consolidated and review permitted uses to ensure flexibility and appropriate standards.
3. Encourage multi-family and/or higher density housing in the Madison Center area.
4. Discourage multi-family (and/or higher density) developments in areas outside Madison Center unless there is some significant community benefit that will result.

Regulatory Changes

5. Adopt a buildable land regulation.
6. Adopt a residential density regulation.
7. Provide flexibility in minimum lot sizes to preserve open space, protect natural resources, and provide for housing diversity.
8. Consider modifying regulations to:
 - require greater residential setbacks on arterial and collector roads,
 - require greater frontage on arterial and collector roads, and
 - discourage lot access onto arterial and collector roads.

Residential Density

Years ago, Madison used a "lot averaging" scheme where the development yield from a parcel of land was determined by dividing the parcel area by a factor related to the minimum lot size requirement. In fact, this scheme was instrumental in preserving much of the open space holdings of the Madison Land Conservation Trust.

The density concept is very similar to this "lot averaging" scheme.

Prior to adoption, density standards should be:

- compared to actual development experience in Madison, and
- reviewed to ensure design flexibility.

The density factor:

- accounts for open space and road area requirements, and
- is applied after the developable land calculation has been completed.

Open Space Development

Madison presently has an Open Space Conservation District (OSCD) regulation but it has been rarely used since adoption in 1991.

Adoption of the buildable land and residential regulations will simplify much of the present OSCD regulations. In addition, the OSCD should not be a zone change.

To encourage open space development patterns, the Planning and Zoning Commission could:

- make OSCD a conditional use in a residential zone, or
- make conventional development a conditional use.

Other regulatory provisions should also be reviewed to make OSCD a more desirable program for developers.

Development Patterns

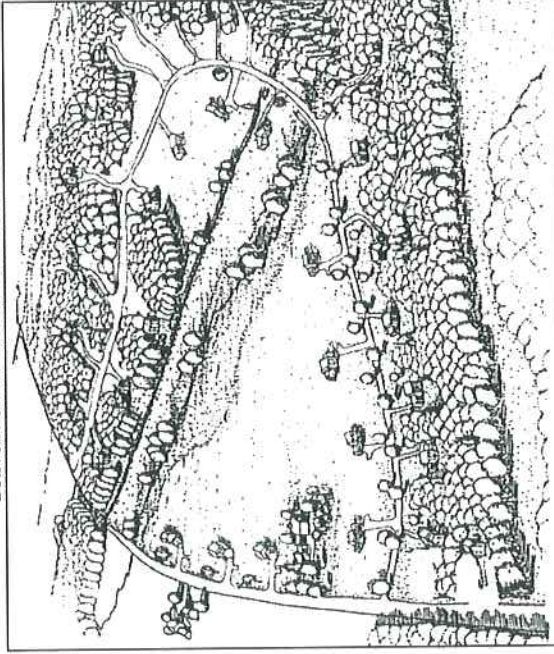
This Plan seeks to enhance community character and maximize the amount of open space that is preserved in Madison. While relating residential densities to natural resource constraints will help to resolve issues of appropriate density, it will not fully address issues of development patterns.

As shown in the following graphic of development patterns, the predominant type of residential development in Madison has been conventional subdivisions. On the other hand, open space subdivisions are more favored since they can enhance community character and maximize the amount of open space that is preserved. Regulatory changes should be made to make this happen.

Recommendations

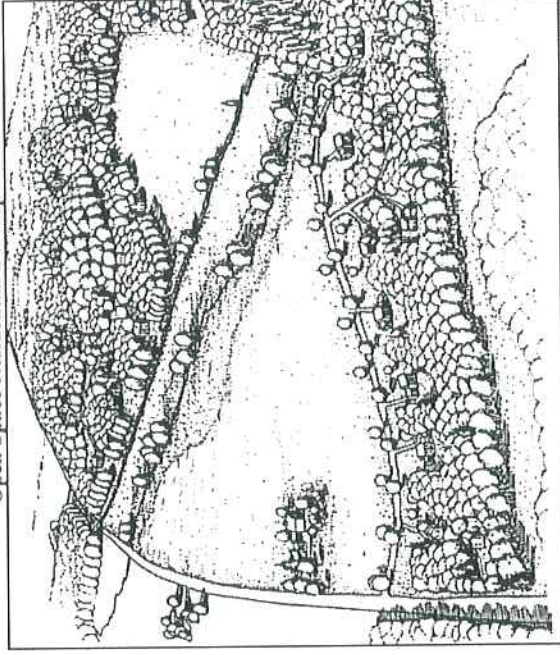
1. Promote or require open space development patterns.
2. Review and revise the Open Space Conservation District Regulations.

Conventional Residential Subdivision



Adapted from Randall Arendt

Open Space Residential Development



Adapted from Randall Arendt

Encourage Housing Diversity

In addition to development densities and patterns, provisions also need to be made for housing needs. Madison would like to be a diversified community with a variety of housing types that are affordable and include housing units in existing homes (accessory apartments), above stores in Madison Center, in low-rise apartments, condominiums, and other appropriate housing types. Madison wants to be pro-active in providing for suitable housing types in appropriate locations (as described on page 36 and pages 60-62).

Elderly Housing

As the population ages, additional provisions will need to be made for elderly housing. There are currently no vacancies at Concord Meadows (a private non-profit facility on Woodland Road) and the estimated waiting list can be as long as two years. In a recent senior citizen needs assessment survey, the top two issues identified by seniors were affordable assisted living (47 percent of respondents) and affordable housing (32 percent).

Provision should be made for additional elderly housing. It could be desirable to locate new senior housing units near downtown Madison since access to transportation, shops, and recreation is an important consideration. However, the Plan supports a variety of choices for the location of elderly housing locations that address identified local needs. Affordability to seniors is also a key consideration.

While additional units will help meet local needs, other elderly residents may wish to remain in their own homes or may not be eligible for these units. Programs allowing elderly people to reside in their homes as long as they are able should continue. Since cost and maintenance are the two main housing concerns of this age group, the current accessory apartment regulations should be maintained to help address these issues.

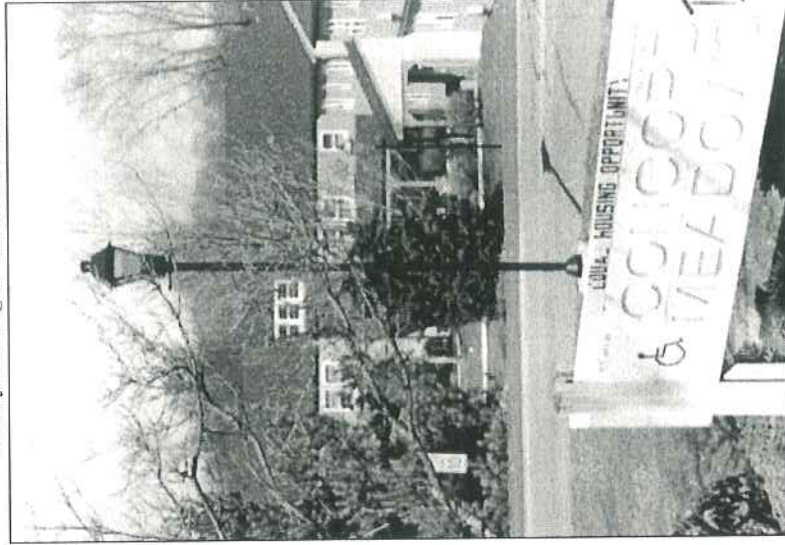
Statutory Reference

The "Plan shall make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ..."

"The Plan shall ... "promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the housing plan prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to section 16a-26."

CGS 8-23

Elderly Housing at Concord Meadows



Housing Affordability

State statutes (CGS 8-39a) define affordable housing as housing for which a family earning the area median income or less pays 30 percent or less of their income.

Affordable Housing¹

Affordable housing options that have been explored by some communities include:

- establishing a housing trust fund as provided in Section 8-2i,
- requiring some percentage of all new housing development be deed restricted to affordable levels,
- municipal acquisition or private donation of property for a development of affordable homes;
- density bonuses for provision of affordable homes; or
- creation of affordable rental units by churches or other local organizations.

Affordable Housing

The following table outlines how housing units are considered to be “affordable” relative to the New Haven area median income for a family of four.

1997 New Haven Area (family of four)	Maximum Monthly Rent	Maximum Sales Price	Number of Units with Lower Market Value	1997 Median Sales Price
Median Family Income (\$56,600)	\$1,415	\$200,000	2,900	\$225,000
80 Percent of Area Median	\$1,132	\$165,000	1,700	
60 Percent of Area Median	\$849	\$125,000	490	

The number of units with a lower market value is based on the estimated market value of housing units in Madison as determined by the Assessor for the October 1, 1998 Grand List. Assessed values would be set at 70 percent of estimated market value. Note that the number of housing units includes 231 apartment units.

State statutes are also concerned with housing units that are price-restricted to affordable levels. According to data from the Connecticut Department of Economic and Community Development, Madison had about 134 housing units in 1998 that were considered to be price-restricted to affordable levels since they were either governmentally assisted (91 units), subject to CHFA/FmHA mortgages (25 units), or were deed restricted to affordable prices (18 units). With less than two percent of all housing units in Madison meeting these criteria, Madison has fewer affordable housing units than the region or the state average.

While nearly two-thirds of survey respondents feel that Madison should be actively involved in making sure that affordable housing is available, there is less direction about how that should be accomplished.

While Madison presently has an Affordable Housing District Regulation, it has been used only a few times and the results are considered by some to be less than satisfactory. Opportunities to encourage the development of less expensive housing should be explored. The option that may have the most potential for Madison is to work with churches or other local organizations to create affordable rental units.

Recommendations

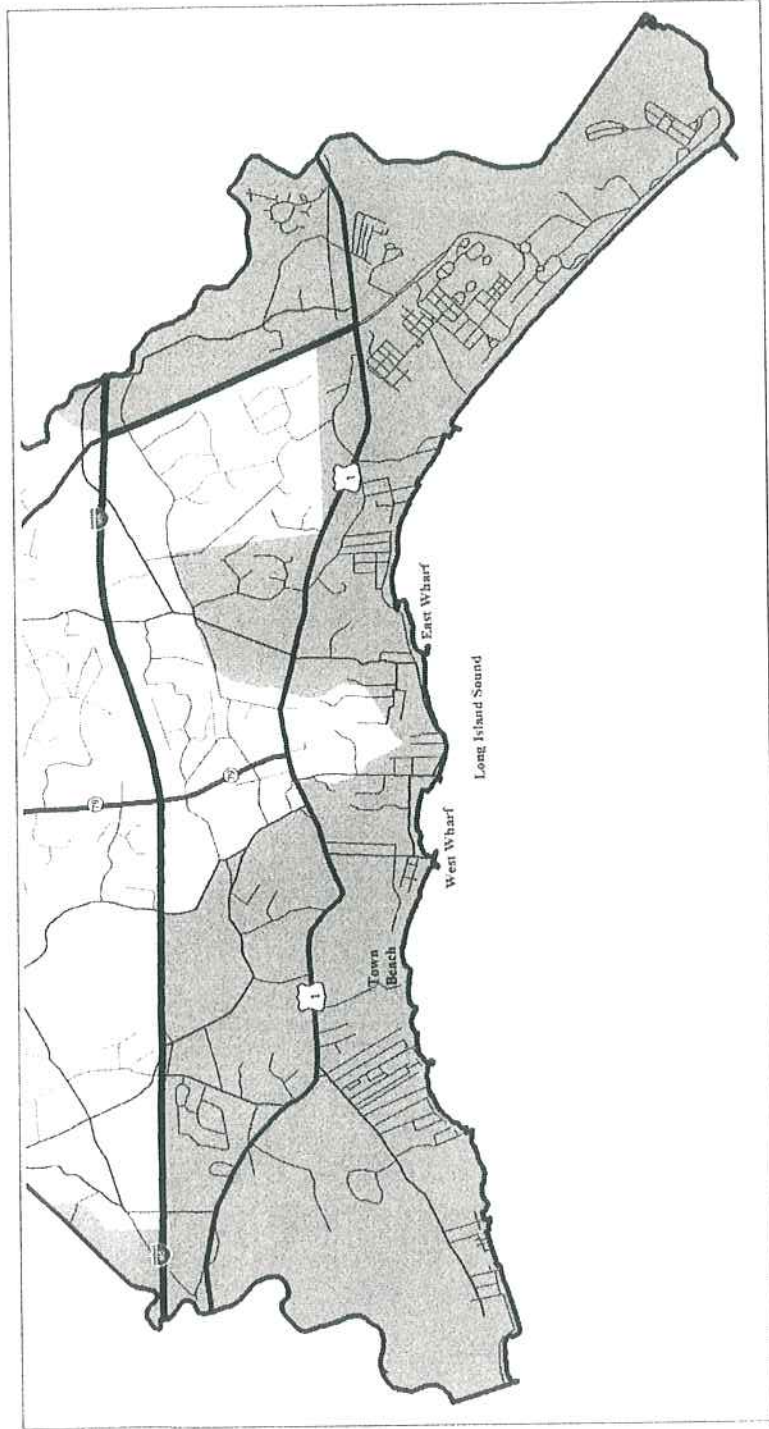
1. Continue to provide for a diversity of housing types in Madison.
2. Continue to address identified local needs for elderly housing and affordable housing.
3. Strive to locate any new senior housing units near downtown Madison or near transportation, shops and recreation.
4. Explore creative ways to create affordable housing, including through churches and other local organizations.

Carefully Manage Activities in Coastal Areas

Madison is one of only 24 municipalities in Connecticut that directly abut Long Island Sound and one of 41 communities that are considered part of the coastal area of Connecticut. Due to the importance of the coastal area to Madison's character and quality of life, Madison has an important obligation to carefully manage these areas.

The Connecticut Department of Environmental Protection - Office of Long Island Sound Programs (CTDEP-OLISP) oversees activities within the land area of coastal communities and seaward to the limits of the State's jurisdiction in Long Island Sound. The Town of Madison is also responsible for managing areas seaward of the "coastal boundary".

While the precise definition of the "coastal boundary" is contained in CGS Section 22a-94, the following map illustrates the approximate location of the coastal boundary in Madison.



Coastal Area & Boundary

The Connecticut coastal area shall include the land and water within:

- the area delineated by the westerly, southerly and easterly limits of the state's jurisdiction in Long Island Sound;
- the towns of ... Madison ...

Within the coastal area, there shall be a coastal boundary which shall be delineated on the seaward side by the seaward extent of the jurisdiction of the state and on the landward side by a continuous line delineated by whichever is farthest inland: of the following:

- the interior contour elevation of the one hundred year frequency coastal flood zone, as defined and determined by the National Flood Insurance Act,
- a one thousand foot linear setback measured from the mean high water mark in coastal waters, or
- a one thousand foot linear setback measured from the inland boundary of tidal wetlands...

CGS Section 22a-94

Coastal Resources

According to statute, coastal resources means "the coastal waters of the state, their natural resources, related marine and wildlife habitat and adjacent shorelands, both developed and undeveloped, that together form an integrated terrestrial and estuarine ecosystem" and includes the following:

- coastal bluffs and escarpments,
- rocky shorefronts, beaches and dunes,
- intertidal flats,
- tidal wetlands,
- freshwater wetlands and watercourses,
- estuarine embayments,
- coastal hazard areas" including flood hazard areas,
- developed shorefront, island,
- nearshore waters,
- offshore waters, shorelands, and
- shellfish concentration areas.

CGS Section 22a-93

EXCERPTS FROM CONNECTICUT GENERAL STATUTES SECTION 22a-92 – COASTAL MANAGEMENT – Legislative Goals and Policies

Overall Policies

- To preserve and enhance coastal resources,
- To manage the land and water resources of the coastal area in a manner consistent with the capability of the resources,
- To give high priority and preference to uses which are dependent upon proximity to the water.,
- To give high priority and preference to uses that minimize adverse impacts on natural coastal resources,
- To consider the potential impact of coastal flooding and erosion patterns,
- To encourage public access to the waters of Long Island Sound,
- To conduct, sponsor and assist research in coastal matters,
- To coordinate the activities of public agencies, and
- To insure adequate planning for facilities and resources which are in the national interest.

Resource Management Policies

- To preserve natural beach systems and tidal wetlands,
- To manage coastal bluffs and escarpments, rocky shorefronts, intertidal flats, coastal hazard areas, and undeveloped islands,
- To promote the use of existing developed shorefront areas for marine-related uses,
- To regulate shoreland use and development in a manner which minimizes adverse impacts upon adjacent coastal systems and resources, and
- To maintain the natural relationship between coastal landforms through the promotion of nonstructural mitigation measures.

Development Guidelines

- To give highest priority and preference to water-dependent uses and facilities in shorefront areas,
- To guide infrastructure only to areas which are suitable for development; except when necessary to abate existing sources of pollution,
- To promote reasonable commercial and recreational fishing and boating uses,
- To require that structures minimize adverse impacts on coastal resources,
- To disallow the siting of new fuel and chemical storage facilities and to minimize the risk of oil and chemical spills at port facilities,
- To use existing transportation facilities as the primary means of meeting transportation needs in the coastal area,
- To encourage increased recreational boating use of coastal waters,
- To protect coastal resources by managing such boating uses and facilities,
- To protect facilities serving the commercial fishing and recreational boating industries, and
- To require reasonable mitigation measures where development would adversely impact historical, archaeological, or paleontological resources.

General Coastal Management

Madison enjoys the many benefits of a coastal location, being situated directly on Long Island Sound. However, such location also carries with it the responsibility and authority for wise use of coastal resources.

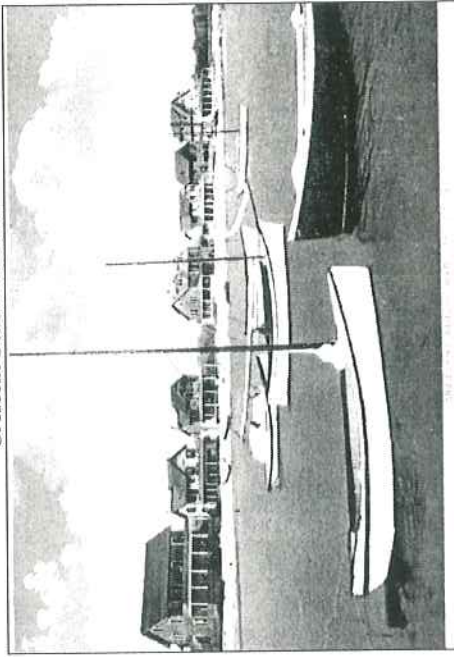
Certain activities in coastal areas require a coastal site plan application for review and approval by the Town of Madison. Madison should continue to carefully manage activities in the coastal boundary in conformance with state law and consideration of state policies and guidance.

To assist property owners and local commissions, the current coastal site plan application form should be reviewed and revised so as to make it less cumbersome and unwieldy.

Recommendations

1. Review and revise the coastal site plan application form.

Crescent Beach Postcard



Charlotte Ewatts Archives

Circle Beach Area



Patricia Anderson

Statutory Considerations

During the process of developing this Plan, the Commission considered:

- (1) the character and distribution of the coastal resources within its coastal boundary;
- (2) the capacity of and limitations on such resources to support development;
- (3) the types and methods of development compatible with the wise use, protection and enhancement of such resources;
- (4) the nature and pattern of existing development and
- (5) the need for public services.

CGS Section 22a-102(b)

Coastal Considerations

The federal and state coastal zone management acts contain statutory policies for:

- coastal resource protection,
- coastal land and water uses, and
- facilities in the national interest.

Except for state or federal projects, all significant private and municipal development projects must conform to coastal site plan review requirements administered in Madison by the Planning and Zoning Commission and the Zoning Board of Appeals.

Water Dependent Uses

Since available waterfront land is relatively scarce, a key principle of coastal management is to preserve waterfront lands for water-dependent uses (such as recreational beaches and marine facilities in Madison). Water dependent uses are uses that are functionally dependent upon proximity to coastal waters.

Water-dependent uses can include marinas, commercial fishing facilities, recreational beaches, and industrial or commercial uses dependent upon water for processing or cooling.

In some cases, a non-water-dependent use (such as a restaurant or housing development) may be rendered water-dependent by providing reasonable coastal access to the general public provided the site is not uniquely suited for a more active water-dependent use.

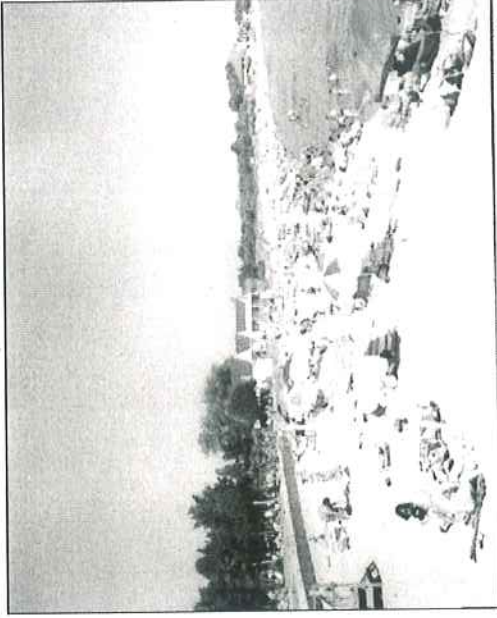
Since Madison's shorefront consists primarily of sandy beach, it has few areas appropriate for marinas, commercial fishing facilities, and industrial or commercial uses dependent upon water for processing or cooling. However, there are some areas in the East River and the Hammonasset River that may be appropriate for such use.

In any event, coastal access and recreational beaches are two areas where Madison can address the issue of water-dependent uses. The Town should continue to encourage and enhance the use of waterfront sites for such uses and, in particular, consider acquiring any waterfront site that can provide for community benefits (such as expansion of the Surf Club or other public facilities).

Recommendations

1. Continue to place highest priority and preference on the use of waterfront sites for water-dependent uses through the coastal site plan review process.
2. Consider acquiring any waterfront site that can provide for community benefits (such as expansion of the Surf Club or other public facilities).
3. Establish a waterfront land acquisition strategy to ensure that the Town can act swiftly when key coastal properties come to market.

Surf Club



Journe Folgate

Development

Development activities continue in the coastal areas on numerous small parcels and major sites (such as the Griswold Airport property). Development in coastal areas can affect coastal resources and the cumulative impacts of development and redevelopment need to be considered. Opportunities should also continue to be explored for ways to provide public access and protect tidal wetlands and other coastal resources.

In Madison, the redevelopment of former beach cottages into more substantial year-round dwellings has environmental implications on the lot itself and other impacts within the neighborhood. Land use regulations should be continually reviewed and enforced to ensure adequate controls regarding the improvement of existing residential structures on standard lots (bulk and height standards, additional septic system requirements, and reductions in impervious coverage), both individually and cumulatively.

The Board of Selectmen recently adopted a new "winterization" ordinance that requires septic upgrades when seasonal housing units are converted to year-round use. The Plan supports this and other programs that will protect the public health and provide adequate controls in this sensitive area.

Madison should also consider modifying the maximum lot coverage regulation in the R-2 zone. Since so many lots in the R-2 are small, the current 10 percent lot coverage limitation results in a number of non-conforming lots and a number of requests for variances for small additions. One option to consider is to limit lot coverage to between 15 and 20 percent, not to exceed 4,000 square feet.

Recommendations

1. Continue to manage the cumulative impacts of development and redevelopment in coastal areas and to explore opportunities for ways to provide public access and protect tidal wetlands and other coastal resources.
2. Continually review regulations affecting coastal areas to ensure adequate controls for large sites and the improvement of existing structures on standard lots, individually and cumulatively.
3. Consider adopting more stringent requirements governing the conversion of small and seasonal structures to larger year-round structures and continue to oversee seasonal conversions through winterization requirements.
4. Consider increasing the maximum lot coverage restriction in the R-2 zone.

Coastal Development

Due to the numerous unique situations that arise in the coastal area, management of redevelopment activities can best be managed by the Zoning Board of Appeals with input and formal comments from Town Staff and, when appropriate, the Planning and Zoning Commission.

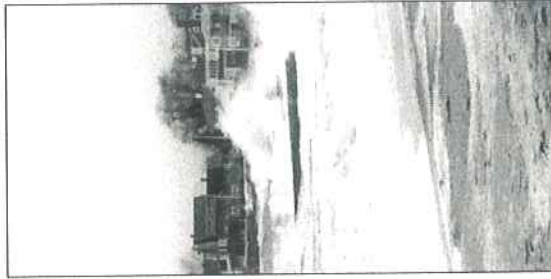
In particular, the Planning and Zoning Commission can consider floor-area ratio regulations to guide the overall bulk of redevelopment in coastal areas.

A floor-area ratio limits the total floor space that can be built as a ratio to the overall lot size and is used to regulate the bulk of buildings.

Flooding Damage

Flooding damage can be aggravated by the placement of structures, particularly near or below the waterline.

For example, seawalls can exacerbate problems during floods by deflecting wave energy onto adjacent property or accelerating sand loss.



Flooding And Erosion

A recent book about Connecticut's shore concluded that all beach-front property in Madison would be flooded in a repeat of the 1938 hurricane. Such statements serve to remind us of the threat of coastal flooding and the need to consider how to minimize the danger to life and property.

In terms of erosion, Madison ranks fourth of 41 coastal communities in Connecticut for total beach area and for the amount of significantly eroding shoreline. While man-made structures such as groins, jetties, breakwaters, and bulkheads can slow erosion in some areas, they can also increase sand loss at other locations and threaten people, structures, property, and infrastructure.

Efforts should continue to be devoted towards encouraging or requiring buildings to be built as far back as possible from eroding shorelines and vulnerable beach areas. This includes the granting of variances by the Zoning Board of Appeals for any activities proposed in coastal areas. Efforts should continue to encourage "non-structural" erosion control measures and to oversee any structure to ensure that secondary or cumulative shoreline impacts will not result.

Recommendations

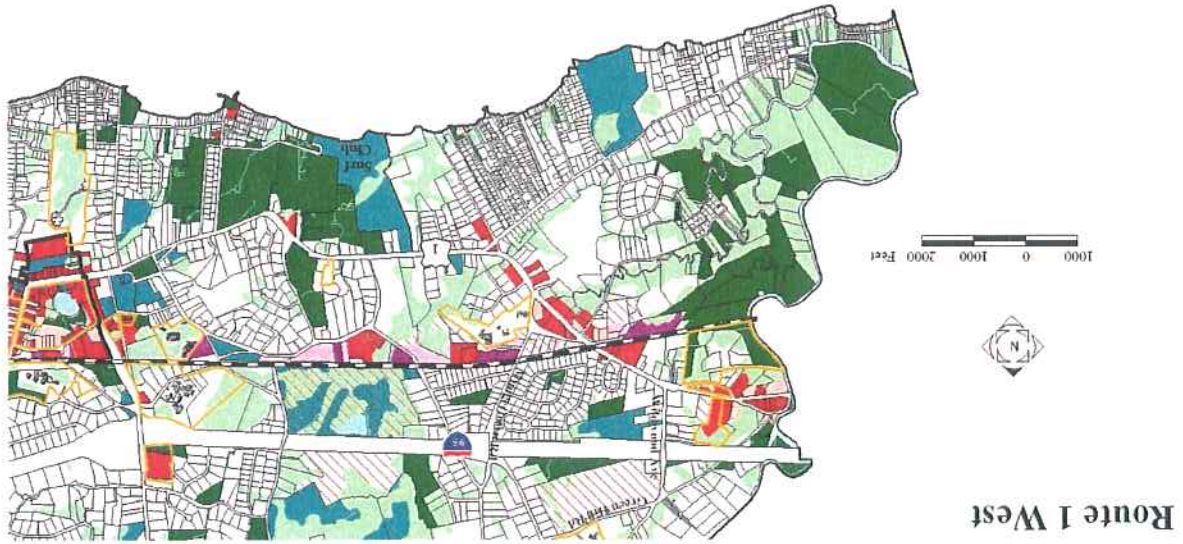
1. Encourage or require property owners to build as far back from eroding shorelines and vulnerable beach areas as possible and consider placing restrictions on variance applications to accomplish this.
2. Consider flexible yard requirements to allow for and encourage larger separations of buildings from coastal high hazard areas (like FEMA "V" zones).
3. Consider developing a protocol to address redevelopment of buildings severely damaged or destroyed after a major coastal storm.
4. Continue to carefully review all coastal site plans for coastal flood and erosion control structures.
5. Discourage or prevent use of flood or erosion control structures except when unavoidable and necessary to protect infrastructure, a water-dependent use, or an inhabited residential structure that pre-dates January 1, 1980.
6. Strive to ensure that structural measures will not cause secondary or cumulative shoreline impacts.
7. Encourage or require use of "non-structural" erosion control measures (such as vegetated slopes and elevated foundations) when and where appropriate.
8. Continue to ensure that all coastal flood and erosion control structures are in compliance with appropriate state and federal requirements.

Potential Economic Development Areas

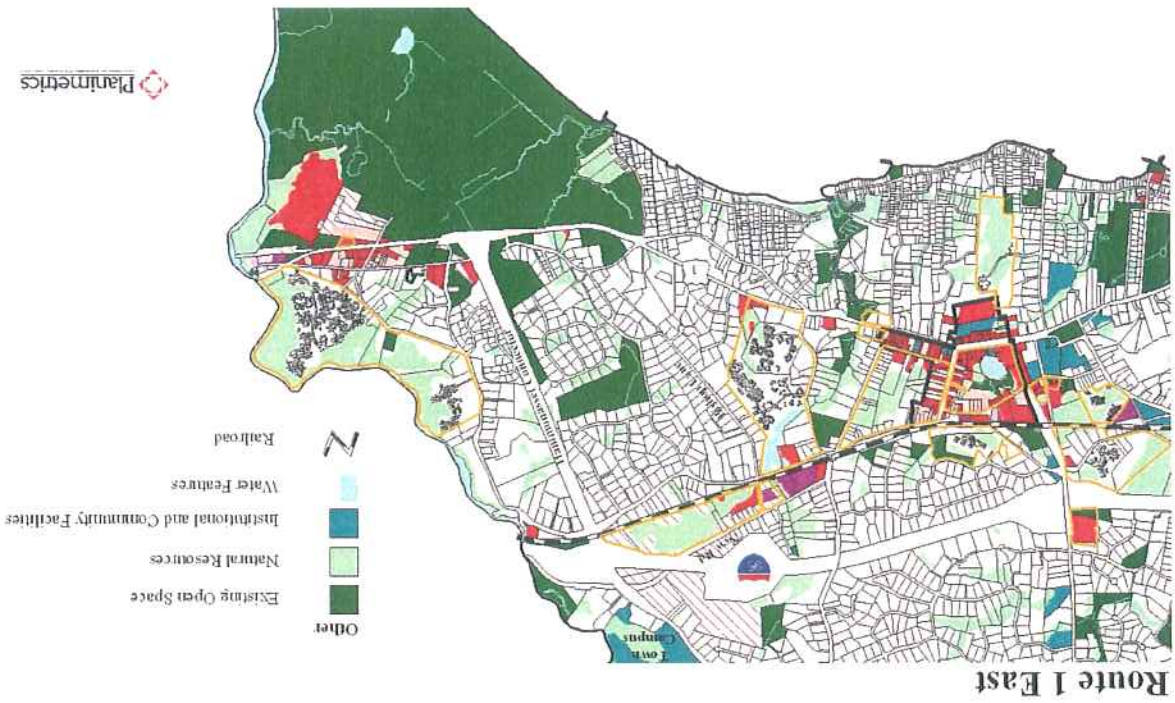
Madison, CT



North Madison



Route 1 West



Route 1 East

ADDRESS COMMUNITY FACILITY NEEDS

10

OVERVIEW

Community services and facilities include such governmental functions as education, public works, public safety, and recreational services. Such services contribute significantly to Madison's community character and its quality of life. The Plan reviews these facilities to ensure they are appropriately located and sized to meet community needs during the planning period and beyond.

About 54 percent of residents felt that Madison had enough community facilities. Of the 43 percent that felt Madison needed more facilities, the most common responses were schools, swimming pool, youth center, and recreation fields.

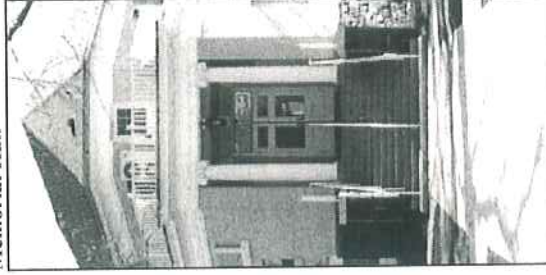
Undertake a Facility Planning Process

One of the major findings of the Plan of Conservation and Development is that the Town of Madison needs to do a better job in long-term planning for community facility needs. If the current facility needs were identified and addressed 10 years ago, there is little doubt that some of the current needs would have been addressed already.

Recommendations

1. Recognize the need to undertake long term planning for community facilities.
2. Prepare an inventory of town / community facilities (including facilities such as the Veteran of Foreign Wars, the Grange, the American Legion, Old Police Station, and similar facilities).
3. Investigate possible long-term facility needs in Madison and identify what facilities are likely to be needed, where they should be located, when they should be established or provided, and how they will be funded and supported.

Memorial Hall



Charlotte Evans Archives

Local facilities contribute to Madison's character and quality of life ...

Survey Results

When asked how to accommodate increasing enrollments, Madison residents responded as follows:

- 61 percent favored maintaining class sizes and building more classrooms.
- 24 percent favored increasing class size and not building more classrooms.
- 6 percent favored neither option, and
- 9 percent had no opinion.

Address Current Facility Needs

Education Facilities

As previously mentioned in the Plan, the age composition of Madison is changing and the community is experiencing an increase in births and school enrollments. In fact, enrollments in Madison have been increasing since 1989-1990, especially in elementary and middle school grades.

Enrollment projections prepared for the Board of Education indicate that enrollments are expected to increase in all grade groups through the planning period. As a result, there is a need in Madison for additional school facilities.

	Current Capacity	Estimated Peak	Peak / Capacity	Assessment
Elementary Schools (PK-5)	1,367 - 1,467 pupils	1,915 pupils (2005)	135%	Additional space is needed now.
Middle School (6-8)	750 - 867 pupils	1,069 pupils (2005-06)	132%	Additional space is needed in the near future.
High School (9-12)	958 - 1,020 pupils	1,350 pupils (2008 - 09)	137%	Additional capacity needed after the year 2002-03.

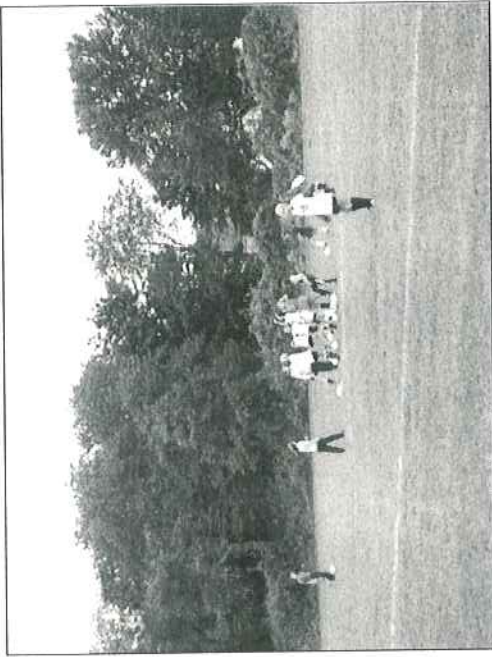
Recommendations

1. Provide for required school capacity expansion during the planning period.
2. Investigate land swaps with the State for Cockaponsett State Forest if those sites will be better located or configured for educational needs.
3. Allow expanded use of school facilities to meet local recreational and community needs.



Recreation Facilities

The increase in the youth population and high levels of participation are also resulting in considerable constraints on the availability of local recreation facilities. Maintenance needs increase due to the intensive use and some fields have deteriorated from over-use. Additional recreation facilities are needed.



Recommendations

1. Construct additional recreational fields to meet community needs.
2. Consider lighting existing fields to increase recreational hours available.
3. Expand recreational use of school facilities to meet community needs.
4. Acquire land to expand the Surf Club should it become available.
5. Investigate land swaps with the State for Cockaponsett State Forest if those sites will be better located or configured for recreational needs.

Youth Center

A youth center for youth programs and functions has been established in the Arts Barn at the Town Campus. A five-year agreement for use of the Arts Barn has been completed and fund-raising efforts are continuing.

Recommendations

1. Support efforts to maintain a dedicated youth center in Madison.

Prepare for Mid-Range Facility Needs

Public Works

The public works garage on Fort Path Road is inadequate for current needs and needs more maintenance and storage bays, vehicle lifts, and locker rooms and offices for employees. Additional public works storage or sand/salt storage facilities in North Madison would improve the efficiency of operations.

Recommendations

1. Expand the existing, or build a new, public works facility during the planning period to facilitate repair and storage of as much equipment as possible.
2. Relocate or regionalize the dog pound to ensure adequate room is available at the public works garage site.
3. Consider locating a remote sand/salt storage facility in North Madison (possibly at the fire house) to facilitate winter snow removal operations.

Library

The Madison Public Library is an “anchor” in Madison Center and contributes significantly to the community and its quality of life. Land area, floor space, access, and parking are issues that limit the library’s ability to meet local needs. While construction of a branch library in North Madison has been mentioned, enhancement of the existing facility (or construction of a new facility in or near the Center) during the planning period is the recommended course of action.

Recommendations

1. Investigate ways to expand and improve the library during the planning period.
2. Acquire property adjacent to the library in order to provide for expansion and additional parking and encourage shared use of parking and driveways.

Volunteer Assistance

In order to encourage and maintain local volunteer programs and services, the General Assembly recently passed legislation which allows a community to provide a tax rebate or credit or other compensation to local public safety volunteers.

Public Safety

Issues related to public safety services (police, fire, ambulance) include:

- adequate fire volunteer staffing, especially during day-time hours,
- space inadequacy at the ambulance facility on Bradley Road,
- expanding the North Madison fire station to provide for additional fire and/or ambulance equipment, and
- providing for additional water supplies (underground water tanks and fire ponds).

Recommendations

1. Encourage volunteer participation in fire response by providing some compensation (property tax credit, retirement benefits, stipends).
2. During the planning period, address emergency medical response issues by:
 - basing an ambulance at the North Madison fire station,
 - building a new centrally-located ambulance facility, or
 - expanding the existing building (by acquiring the Grange Hall, if and when appropriate).
3. Expand the North Madison fire station during the planning period.
4. Continue to require fire ponds and underground water cisterns as part of proposed developments where desirable (especially in North Madison) and continue the long-term funding for installation of such facilities.

Senior Center

Due to expanded social and recreational programs and an increasing senior population, the current Senior Center facility in Madison Center (known as the Depot) is experiencing space constraints. In addition to program space, more space is needed for offices and storage. A needs assessment study has been completed and issues should be addressed.

Recommendations

1. Plan for expansion of the senior center facility to meet identified needs.
2. Acquire land adjacent to the Depot, if it becomes available, or find a new site in or near the Center for an improved Senior Center (possibly integrated into a community center or as part of a new or expanded library).
3. Review the needs assessment study and address identified needs in accordance with overall community priorities.

Social Services

Social services in Madison include food bank, counseling, and other assistance programs. While office space appears to be adequate, additional space is needed for the food bank and other storage.

Recommendations

1. Investigate convenient storage options for social services (food bank) during the planning period.

Community Center

During the process of preparing the Plan, Madison residents indicated a desire for an expanded library, an expanded senior center, an indoor pool, and another community gymnasium.

Interest has also been expressed in a community center to address some or all of these community/ recreational needs. In the long term, a multi-purpose facility will be more efficient and economical than individual facilities. Such a facility could be a private non-profit (or for profit) facility as opposed to as a municipal facility.

Recommendations

1. Consider establishing a community center to meet multiple community facility needs.

Consider Long Term Needs

Madison's school enrollment ratio (school enrollment as a percentage of total population) declined from 1970 to 1990 and is now increasing again due to the "baby boom echo." This cycle is expected to continue with an enrollment peak around the year 2005, an enrollment drop to around the year 2020 with another enrollment peak around the year 2035.

If Madison reaches an eventual population of about 20,000 people and the school enrollment ratio peaks between 23 and 26 percent of local population, total enrollment might be between 4,600 and 5,200 pupils.

The current school configuration has a capacity of about 3,300 students and the enrollment peak expected around the year 2005 is expected to be about 4,300 students. Thus, it can be seen that additional school facilities will be needed around the year 2030 for future enrollment peaks.

While this is far enough in the future to lead some to conclude that it needs little attention at the present time, few sites large enough to accommodate a new school may be available when needed for a future school site (or sites). Acquisition of a future school site should be considered during the planning period.

In terms of other facilities, space constraints are becoming evident in some departments at the Town Campus and building expansion may be necessary during the planning period. Adequate storage of records (space, climate) is also becoming an issue that should be addressed. Expansion of other facilities may also be needed beyond the planning period.

In addition, Madison should also continue to look at ways to consolidate municipal and community functions for better overall communication and coordination. Recent successes have included consolidation of Town/School finances and Town/School facility maintenance. Future opportunities may include facility sharing between the ambulance and the North Madison Volunteer Fire Department.

Recommendations

1. Over the long term, consider acquiring any undeveloped land adjacent to existing facilities for possible future building or site expansion needs.
2. Acquire sites for future facilities (such as schools) in advance of future needs.
3. Monitor all Town departments to plan efficiently and economically for possible building expansion.
4. Continue to look at ways to consolidate municipal and community functions for better overall communication and coordination.

School Enrollment Ratios

School enrollment ratios look at the school enrollment as a percentage of Madison's population.

Year	Madison	State
1960	22%	20%
1970	30%	22%
1980	23%	17%
1990	18%	14%
2000	22%	16%

Projections in italics

Enhance Facility Operations

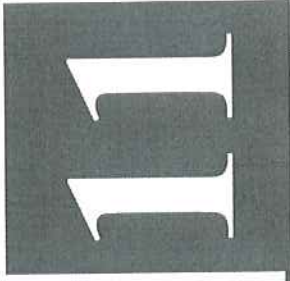
Rather than treat existing facilities and services as dedicated to the current occupants or users, opportunities to share building use or expand the services and activities for residents should continue to be explored. This will improve the efficiency and economy of the existing facilities and services and enhance public usage of all existing programs.

Madison has recently consolidated the maintenance of community facility buildings within the Public Works Department and this will help to ensure consistent maintenance and management. In addition, the consolidated oversight will help ensure prudent planning for needed maintenance and enhancements.

Recommendations

1. Develop ways to enhance public usage of all existing facilities.
2. Continue to have the Public Works Department oversee the maintenance of all Town buildings on a comprehensive basis in order to:
 - maintain and enhance existing community facilities, and
 - efficiently plan for maintenance and capital improvement needs.
3. Monitor the senior citizen dial-a-ride transportation services to ensure that community needs are being addressed and that services are being efficiently and economically provided.
4. Consider expanding the availability of dial-a-ride services to other Madison residents.

MAINTAIN AND ENHANCE INFRASTRUCTURE



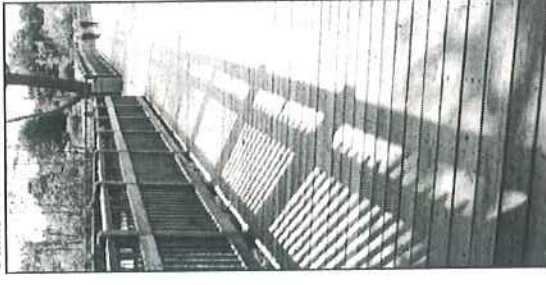
OVERVIEW

Madison's infrastructure includes:

- roads, sidewalks, and other transportation facilities,
- transit, railroad, and other transportation modes,
- water and other piped utilities,
- electric, telephone, cable television, and other wired utilities, and
- wireless communications.

Madison's overall philosophy with regard to infrastructure is that these facilities and services should serve, support, and encourage the current and desired future land use pattern for Madison. However, infrastructure should rarely be the reason or rationale for proposing a major change in the land use structure of the community.

Tuxis Pond Boardwalk



Jerome Wester

Infrastructure must serve, not guide, the desired future land use pattern for Madison ...

Sidewalks And Trails

Sidewalks are discussed more fully in the Madison Center section of the Plan.

Trails are also discussed in the Open Space section of the Plan.

Create an Overall Sidewalk and Trail Network

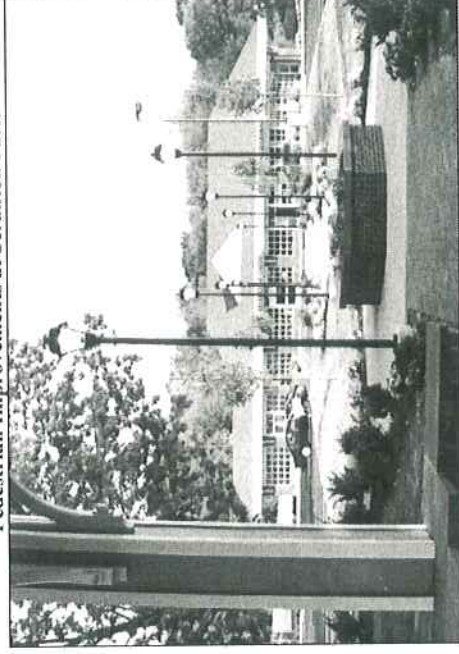
Sidewalks are generally located only in the Madison Center area and only in certain places. Since sidewalks help promote a vital downtown area, a sidewalk inventory and improvement plan should be prepared so that opportunities for pedestrian circulation are maximized. Sidewalks should also be extended outside of the Center along major travel routes.

Also outside of Madison Center, opportunities to create less formal walkways (such as stonedust paths) should also be explored where feasible and desirable. The eventual goal should be to interconnect all of the pedestrian walkways in Madison (sidewalks, paths, trails) into a cohesive overall system.

Recommendations

1. Improve and extend the sidewalk network in and around Madison Center.
2. Outside of Madison Center, explore opportunities to create less formal walkways.
3. Continue to develop trails throughout Madison.
4. Strive to interconnect all of the pedestrian walkways in Madison (sidewalks, paths, trails) into a cohesive overall system.

Pedestrian Improvements at Scranton Park



Charlotte Evans Archives

Establish a Bikeway Network in Madison

At the present time, bicycle routes in Madison rely predominantly on roads and streets and conflicts may arise between bicycle and vehicular use. When road improvement work is undertaken, bicycle use should be considered and the suitable type of bicycle facility (as indicated in the sidebar) provided, where appropriate. Priority consideration should be given to establishing bike trails along major roads that service areas of local activity (business areas, schools, parks, etc.).

The eventual development of a system of bicycle routes appropriately designed, signed and marked to ensure the safety and enjoyment of Madison residents will be facilitated by the preparation of an overall concept plan as soon as possible.

Recommendations

1. Develop an overall concept plan for bicycle routes in Madison and have the Beach and Recreation Department establish and oversee those routes.
2. Provide appropriate safe and convenient bicycle facilities (including signage and marking) when road improvement work is undertaken in Madison.
3. Give priority to bike trails along major roads that service areas of local activity (business areas, schools, parks, etc.).

Bicycle Facilities

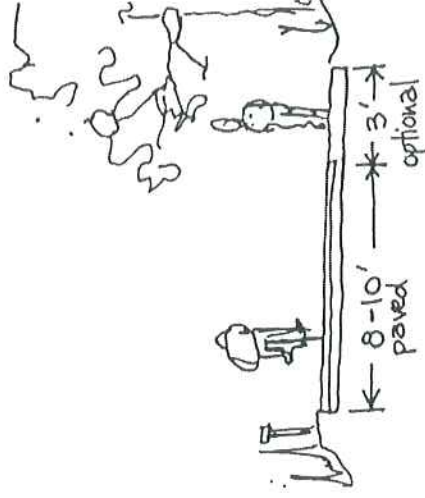
Bicycle routes can include "transportation" routes (for specific trips) and "recreational" routes. While there may be more initial interest in recreational routes (such as those at Hammonasset State Park), focus should also be directed towards establishing transportation routes.

The types of bicycle facilities that may be appropriate in Madison include:

- shared roadway.
- wide curb lane.
- shoulder bikeway.
- bike lanes, or
- multi-use path.

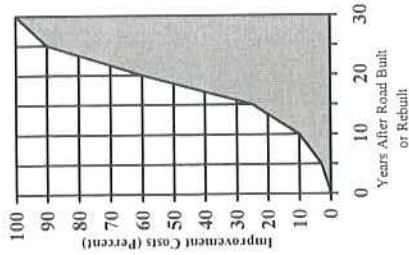
Better signage and marking of bicycle routes is an important step towards reducing conflicts and encouraging more bicycle use.

Multi-Use Path



Bikeway Plan (flip page up)

Road Maintenance Costs



Maintain And Enhance Roadway Facilities

Since roadway improvement costs escalate in a fairly predictable pattern, Madison should continue to make regular road improvements on local roads. Incremental maintenance (as and where needed) helps to efficiently and cost-effectively maintain road conditions and helps avoid expensive road reconstruction projects that can result from deferred maintenance.

Madison has created a Road Reserve Fund to help fund road maintenance in the community. The reserve fund is funded annually as part of the local budget process. Additional funds are received from the State under the local capital improvement program (LOCIP). In addition, Madison is using a pavement management system (PMS) to help prioritize road reconstruction and repairs. These programs should continue.

In addition, Madison should continue to work closely with the South Central Regional Council of Governments (SCRCOG) and Connecticut Department of Transportation (CTDOT) regarding transportation issues and improvements in town. In particular, continued spot improvements to state highways should be encouraged. However, the Town should take a strong pro-active stance against any significant widening of Routes 1, 79, 80, or 450 that detracts from community character unless the public benefits far outweigh the impacts.

Intersection improvements should be considered at the following locations, especially if development occurs in the vicinity:

- Interchange 61 at Route 79,
- Interchange 62 at Route 450 (Horse Pond Road),
- Green Hill Road at Route 79,
- Green Hill Road at Route 450 (Horse Pond Road),
- New Road at Route 450 (Horse Pond Road),
- Route 79 at driveway to Brown/Ryerson schools, Nathan's Lane at Route 1, and
- Nathan's Lane at Mungertown Road.

Additional projects that may be of importance to the community (affecting traffic circulation, community character, economic development, and other attributes) include:

- a cooperative effort to extend County Road into Guilford and improve the road to reasonable standards,
- possible future widening of I-95 to more lanes in each direction, and
- possible completion of Interchange 60 on I-95 (at Mungertown Road).

Recommendations

1. Continue to make roadway improvements to address safety and capacity issues.
2. Continue to maintain the Road Reserve Fund and the PMS database on road conditions and improvement needs.
3. Continue to work closely with the SCRCOG and CTDOT regarding transportation issues and improvements.
4. Encourage continued spot improvements to state highways, where necessary.
5. Discourage any significant widening of Routes 1, 79, 80, or 450 that detracts from community character unless the public benefits far outweigh the impacts.
6. Continue to evaluate how possible future transportation projects may benefit the community.

Manage Access on Existing Roads

Over the past few decades, dispersed population and economic growth have increased traffic volumes in Madison. In fact, traffic volumes in Madison are growing faster than the population of the town, the region, or the state. Since it is unlikely that any new major roads or state highways will be built in Madison, the challenge of the Plan is to manage the existing roadways effectively in order to preserve their capacity.

The issue of access management (such as interior connections between parking lots, access from secondary streets, shared parking, sidewalks, and possible driveway closings) is mostly of concern on arterial and collector roads. These roads, which are identified on the flip-up Roadway Classification Map on this page, include the major state highways and other roads in Madison.

One example of a project that could provide vehicular and pedestrian benefits is to better define the driveways at the CVS Pharmacy and Hose Company #1 on Route 1 in Madison Center, just east of Route 79. This project was also recommended in the 1996 Madison Center Charrette Report.

Madison should request funding for an access management study of Route 1 from the South Central Regional Council of Governments and CTDOT. Recommendations from an access management study of Route 1 should be implemented by the Commission as part of any land use approval in this area.

Recommendations

1. Work with the South Central Council of Governments to undertake an access management study on Route 1 (from Guilford to Neck Road and from the Hammonasset Connector to Clinton).
2. Implement recommendations from the access management study as part of any land use approval in these areas.

Access Management

Access management is a regulatory concept based on the premise that since road capacity is limited and driveways and streets can reduce road capacity, access to arterial roadways should be managed in order to preserve the capacity of the roadway.

Access management techniques should be considered in commercial areas on Route 1 (from Guilford to Neck Road and from the Hammonasset Connector to Clinton).

Scenic Roads

Scenic roads are an important consideration in Madison. A discussion of scenic roads is located on page 17 of the Plan.

Roadway Classification Plan

(flip page up)

Promote Vehicular Alternatives

In terms of passenger rail service, Madison is served by the “Shoreline East” commuter railroad to New Haven operated by CTDOT and Metro-North. The rail line has recently been electrified as part of improvements for high-speed rail service in the Northeast Corridor. Since the high-speed trains will not stop in Madison, this service is expected to have little overall transportation impact on the community. Still, opportunities to expand rail service in Madison and improve the train station parking should be pursued. The overall aesthetics and function of the train station (including any proposed pedestrian bridges or towers) should be carefully reviewed to ensure they are appropriate for Madison and contribute to community character.

The Dattco Bus Service operates a limited bus route along the shoreline between New Haven and Old Saybrook that includes Madison. Connecticut Transit provides express bus service once a day to and from New Haven. Some sort of regional mass transit (in cooperation with other nearby communities) should be explored, especially since transit services can help achieve Madison’s housing, employment, and economic development objectives.

In addition, there is weekday dial-a-ride service for the elderly and disabled provided by the Senior Center. During the planning period, consideration should be given to expanding the dial-a-ride service (vehicles, hours, days) to serve:

- more residents (youth, workers, shoppers, commuters), and
- the anticipated increase in the number of senior citizens.

Madison currently has two commuter parking lots (on Route 79 at I-95 and at the train station). These commuter parking lots should be maintained in order to facilitate carpooling and vanpooling by Madison residents. Additional commuter parking lots should be considered for locations that are appropriate within Madison.

Recommendations

1. Pursue opportunities to increase rail service in Madison and improve the train station parking.
2. Recommend inclusion of the Shoreline East rail service into the Metro-North railroad system.
3. Carefully review the overall aesthetics and function of the train station (including any proposed pedestrian bridges or towers) to ensure they are appropriate for Madison and contribute to community character.
4. Explore some sort of regional mass transit if that will help Madison achieve its housing, employment, and economic development objectives.
5. During the planning period, explore expanding the dial-a-ride service to more days and to serve more residents.
6. Maintain and enhance commuter parking lots to facilitate carpooling and vanpooling by Madison residents.

Maintain and Enhance Other Infrastructure

Public Water

While most Madison residents rely on private wells, about one-third of the town's population is served by public water. The largest public water provider in Madison is the Connecticut Water Company (CWC) and service areas are generally located south of Green Hill Road. Opportunities to expand the water supply service area should be explored.

CWC expects to continue to have an ample quantity of water for expected growth during the planning period and is exploring additional sources of water. Water quality, an important consideration for both CWC and the South Central Regional Water Authority since they have water supply facilities in Madison, also needs to be protected.

Recommendations

1. Explore opportunities to expand the water supply service area.

Storm Water Drainage

Most major storm water drainage issues in Madison have been addressed although there are some continuing problems (such as the Route 1 railroad underpass where flooding can occur during major storms and very high tides).

The management and control of storm water drainage is important in Madison. During the planning period, a Town-wide study of drainage needs and issues should be undertaken. In particular, an assessment should be made of ways to improve water quality at storm drainage outfalls (such as sedimentation basins or other techniques) since water quality and natural resources, such as shellfish beds, can be adversely affected.

Recommendations

1. During the planning period, undertake a Town-wide study of drainage needs and issues.

Public Water Supply

Public water supply can:

- promote public health by supplying ample, clean water for residents.
- encourage economic development by providing water for businesses.
- aid public safety by supplying water for fire fighting, and
- shape land use and intensity where the town desires growth.

Storm Drainage

Storm drainage issues that need to be addressed include:

- the quantity of runoff to ensure that erosion and flooding do not become significant issues, and
- the quality of runoff to ensure that pollution is avoided.

Underground Utilities

The idea of burying overhead utility lines in Madison has been raised in the past. Utility companies will bury their utility lines provided that the company is reimbursed for the cost of work. Since the costs to retrofit an area are typically high, such work has usually only been done in conjunction with major redevelopment projects.

Electrical Service

Electrical service in Madison has expanded over the years from main power lines on street poles to underground service in newer developments. To improve and maintain the reliability of electrical service in Madison, Connecticut Light & Power (CL&P) has undertaken the following types of projects:

- aggressive tree trimming,
- interconnecting circuits to reduce the impact of outages, and
- making system-wide improvements on an on-going basis.

Electrical reliability is an important consideration. However, a balance needs to be found with maintaining the character of the community and the beauty of local streets. In some recent cases, tree pruning has been conducted too aggressively and without concern for the value of the streetscape and the trees that enhance it. Where possible:

- power lines should be converted to underground service as upgrades and renovations take place, and
- new and replacement plantings should be located where they are not likely to need such drastic pruning in the future.

In addition, any tree trimming proposed by CL&P (or contractors) should continue to be reviewed by the Tree Warden to ensure that reliability improvements are balanced with protection of community character.

Recommendations

1. Encourage electric system improvements to improve service and reliability.
2. Discourage aggressive tree pruning that harms the streetscape.
3. Guide future plantings to avoid conflict with electrical services.

Communications

Wired communications providers (such as telephone and cable television) are offering more services to compete with each other and provide expanded services to residents and businesses.

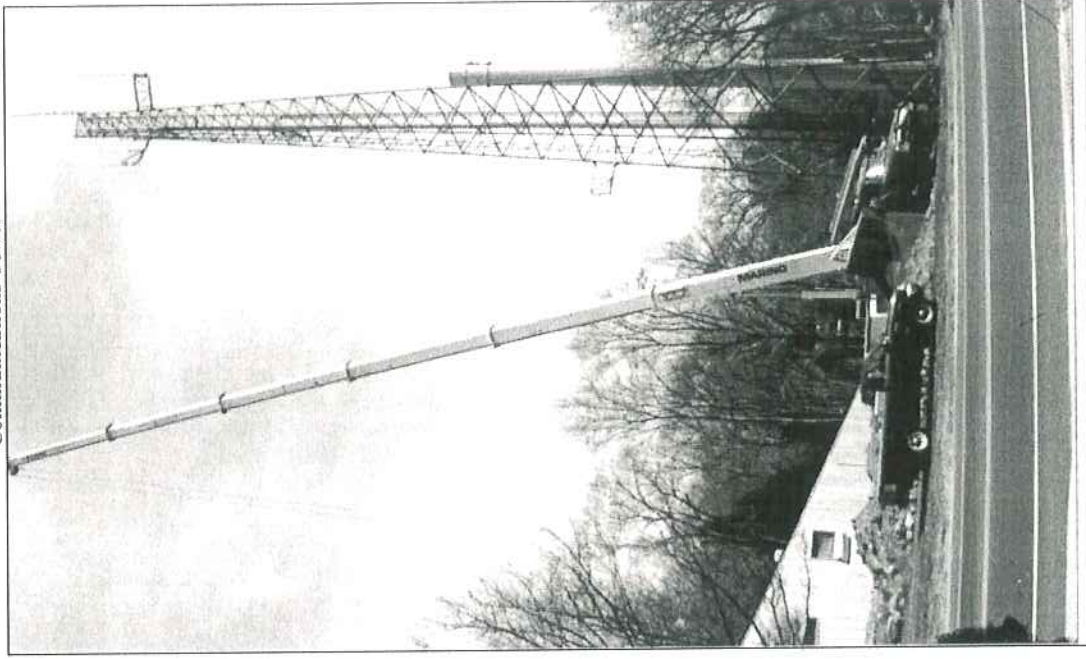
Significant growth is anticipated in wireless communications (especially for telephones and beepers) and there is expected to be a demand for more communication towers and accessory equipment. Since federal regulations prevent a community from prohibiting such service, appropriate guidelines and regulations should be maintained and should preserve, where possible, views that contribute to overall community character. Madison should continue to promote the goals of:

- minimizing the number of towers, and
- co-locating service providers on each tower that is erected.

Recommendations

1. Encourage improvements in communication infrastructure to meet the needs of residents and businesses.
2. Develop and adopt regulatory provisions related to wireless communication facilities to protect overall community character.
3. Continue to minimize the number of towers and encourage co-location on any tower.

Communications Tower



Waste Disposal

Madison currently shares waste disposal facilities with the Town of Guilford. Madison maintains a waste disposal facility on Ridge Road that receives yard waste, recyclable materials, and septic tank waste. Other solid waste, bulky waste, and recyclable materials not accepted at Ridge Road are transported to Guilford.

Current arrangements are working well and should be continued. In addition, disposal options should continue to be evaluated for the most cost-effective solutions. In particular, options for solid waste disposal should be reevaluated when the current agreement expires in 2001.

In addition, the septage treatment ponds at the former landfill should be maintained for the receipt and treatment of septic tank waste. As Madison grows, this facility will need to be expanded to meet community needs.

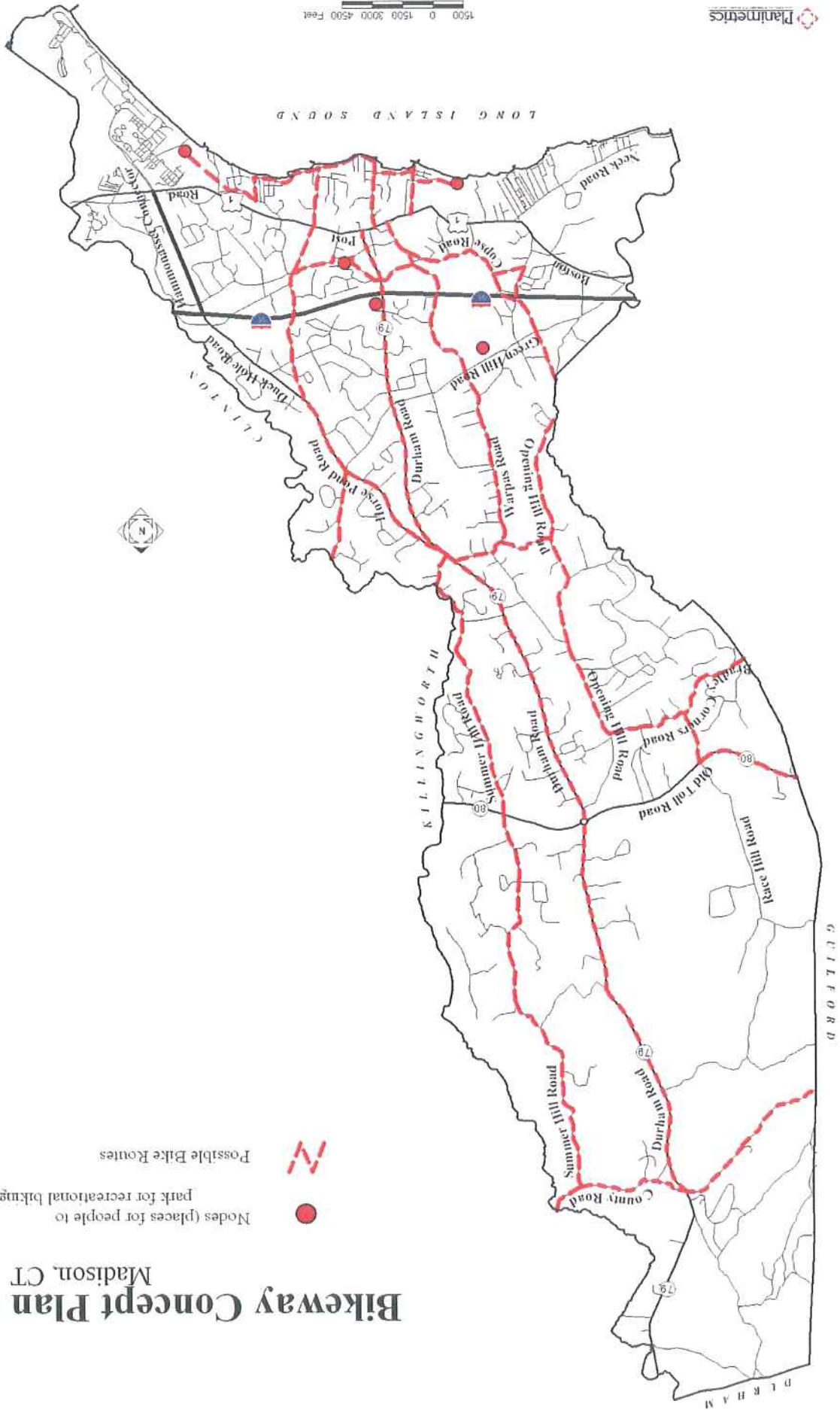
Recommendations

1. Continue current arrangements for solid waste, bulky waste, and recycling operations and reevaluate options for solid waste disposal when the current agreement expires in 2001.
2. Maintain the septage treatment ponds as an important component of Madison's sewer avoidance program.
3. Study the capacity of the septic treatment ponds and evaluate the need for expansion.
4. Maintain and enhance the current Ridge Road facility.

Bikeway Concept Plan

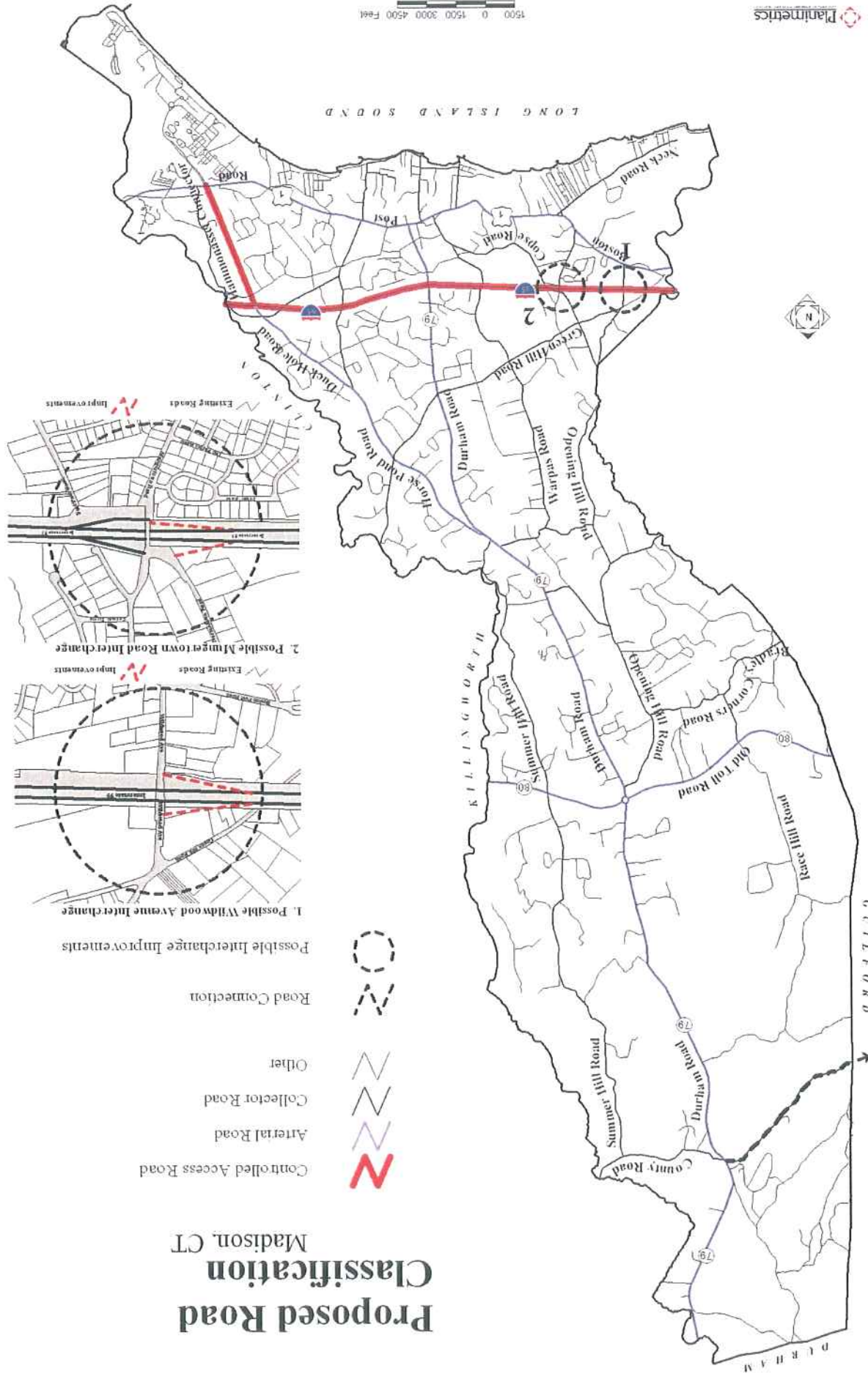
Madison, CT

- Nodes (places for people to park for recreational biking)
- Possible Bike Routes



Proposed Road Classification Madison, CT

- Controlled Access Road
- Arterial Road
- Collector Road
- Other
- Road Connection
- Possible Interchange Improvements



FUTURE LAND USE PLAN

12

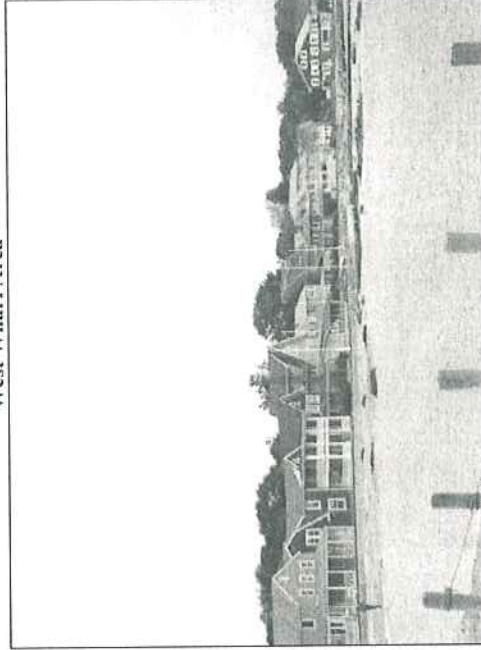
OVERVIEW

The recommendations of each of the preceding chapters can be combined to present an overall Future Land Use Plan for Madison. The Future Land Use Plan is a reflection of the stated goals, objectives, and recommendations of the Plan as well as an integration of the preceding elements of the Plan of Conservation & Development. In essence, the Future Land Use Plan is a statement of what the Madison of tomorrow should look like.

Madison Center



West Wharf Area



Land Use Maps

The fold-up map on the facing page is a future land use map for Madison. As required by statute, it shows ... the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the ... parts of the municipality."

The Existing Land Use Map on page 11 is a map of the actual land uses in Madison in 1998.

DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

Open Space

Existing Open Space
Areas that are currently preserved or used for open space purposes. (See Chapter 8 for additional information)

Natural Resources

Wetland, watercourse, steep slope, and floodplain areas that represent the highest priorities for conservation. (See Chapter 7 for additional information)

Desirable Open Space

Areas that would make a significant contribution to Madison's open space network and greenbel/trail system. (See Chapter 8 for additional information)

Residential

Lowest Density
Areas where residential development is expected to occur at densities less than one unit per two acres, due to environmental and/or access constraints, lack of infrastructure, and desired development patterns.

Low Density

Areas where, due to sensitive natural resources, infrastructure limitations or desirable patterns of development, typical density less than one unit per 1.5 acres would be expected.

Medium Density

Areas where residential development is expected to occur at a density less than one unit per acre and some existing residential development may occur at higher densities..

Higher Density

Areas presently used for higher density multi-family development and where the density of development may exceed one unit per acre.

Business

Village Districts	Areas that have developed or are intended to develop with small-scale village patterns and uses.
Community Business	Areas that have developed or are intended to develop with small-scale business facilities.
Business Parks	Areas located on or near arterial roads that have developed or are intended to develop with corporate and office facilities.
Industrial Areas	Areas located on or near arterial roads that have developed or are intended to develop with industrial facilities.
Possible Future Business Areas	Areas that may have potential for development of non-residential uses in the future given their relationship to the road network, existing non-residential uses, and natural resources.

Other Uses

Community Facilities	Areas containing existing community facilities.
-----------------------------	---

Future Land Use Plan
(flip page up)

PLAN CONSISTENCY

This Plan was compared with the Locational Guide Map in the 1998-2003 State Plan of Conservation & Development and found to be generally consistent with that Plan. In addition, this Plan was compared with the 1968 South Central Regional Council of Governments Plan and found to be generally consistent with that Plan.

This Plan is also believed to be generally consistent with the Regional Plan of Development which is currently being prepared by the South Central Regional Council of Governments.

Any inconsistencies can be generally attributed to:

- differences in definitions of desirable uses or development densities,
- local (as opposed to State or regional) desires about how Madison should grow and change in the coming years, or
- the fact that the State Plan and the Regional Plan make policy recommendations for land use intensity and environmental sensitivity while this Plan suggests specific land use types.

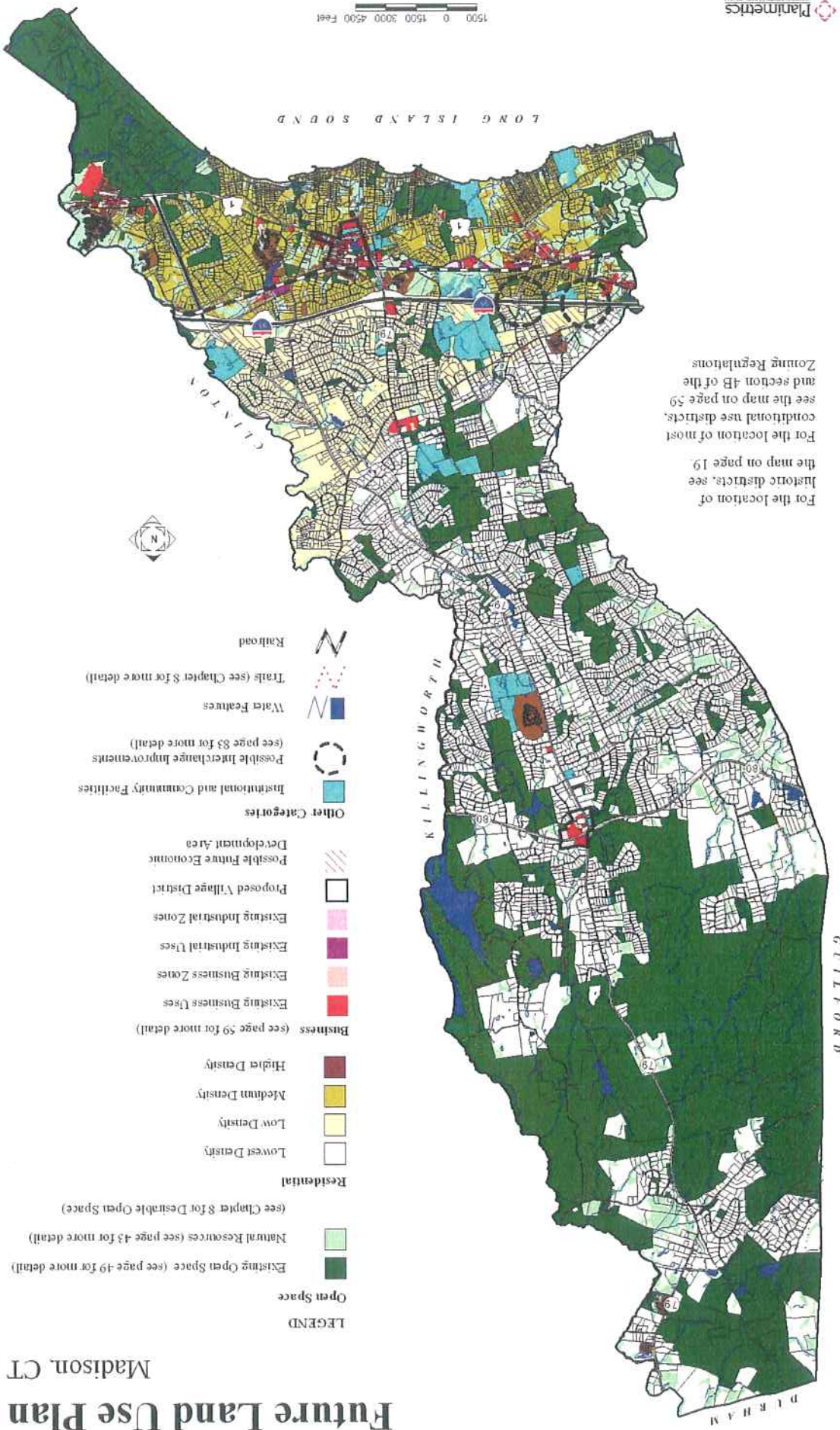
CHANGES FROM 1988 PLAN

This Plan differs from the 1988 Plan in several significant ways. First, it is more comprehensive in terms of the issues addressed and the level of detail. Second, it is organized around major themes that evolved during the process and that provide benchmarks to review local actions. Third, it provides maps and graphics that help to illustrate the policy issues discussed in the Plan.

In terms of policies, there are many similarities between the 1988 Comprehensive Plan of Development and this 2000 Plan of Conservation & Development. More than anything, this Plan represents a refinement of policies with more specific geographic definition.

Future Land Use Plan

Madison, CT



For the location of historic districts, see the map on page 19

For the location of most conditional use districts, see the map on page 59 and section 4B of the Zoning Regulations

IMPLEMENTATION TOOLS AND SCHEDULE

13

OVERVIEW

As previously stated, this Plan of Conservation and Development is an advisory document. It is intended to guide, but not dictate, local activities and to provide a framework for consistent decision-making with regard to conservation and development activities in Madison over the next decade or so. The goals and recommendations of this Plan are intended to reflect the overall consensus of what is best for Madison and/or its residents in the future.

Many of the recommendations in the Plan of Conservation and Development can be implemented by the Planning and Zoning Commission through regulation amendments, application reviews, and other means. The Commission is the primary entity responsible for implementing the Plan's recommendations.

Other recommendations require the cooperation of, and actions by, other Town boards and commissions such as the Board of Selectmen, Board of Finance, and similar agencies. However, if the Plan is to be successfully realized, it must serve as a guide to all residents, applicants, agencies, and individuals interested in the orderly growth of Madison.

TOOLS

There are several tools available to implement the Plan's recommendations:

- community involvement,
- an annual implementation program,
- activity checklists,
- Zoning and Subdivision Regulations,
- Capital Improvements Program, and
- Referral of Municipal Improvements (CGS 8-24).

Advisory Document

The Plan is intended to guide local residents and others in reviewing and considering land use and other activities in Madison.

Since circumstances will undoubtedly change in Madison, as they have since adoption of the last Plan in 1988, the Plan is intended to be flexible while promoting a common vision that was crafted after careful deliberation.

While the Plan can serve as a strong guide to future zoning districts and other land use regulations, it should only do so when the proposal is also consistent with Madison's current vision for the future.

Implementation Committee

Implementation oversight can be coordinated by the Planning and Zoning Commission or another committee.

An "ad hoc" committee made up of representatives of local boards (such as those identified in the implementation schedules) and residents would be a significant step towards implementing the Plan and monitoring progress. This committee could provide status reports to the Planning and Zoning Commission, Board of Selectmen, and others.

Such a committee could meet quarterly to review implementation and coordinate local activities. A similar committee was formed following adoption of the 1988 Plan of Development.

This implementation process may be most successful if there is one person who, as chair of the committee, is responsible for Plan implementation.

Community Involvement

As previously indicated, education about the Plan recommendations is an important first step in implementing the Plan. With the growing use of the Internet and the success of Madison Community Television (MCTV), there are several avenues available to inform residents about current issues and important community priorities.

A regularly updated community "web page" which provides information on meeting agendas and current issues and allows for e-mail would be an important method of community involvement. Similarly, special issue shows on MCTV providing three to five minute issue summaries and opportunities for community feedback and editorials would also facilitate community involvement in important issues. These programs should be pursued.

Annual Implementation Program

While the Planning and Zoning Commission has the primary responsibility for implementing the Plan's recommendations, successful implementation involves participation by a number of different agencies. The implementation schedules that follow can be used by an oversight committee to develop an annual implementation program of issues to be addressed by boards and commissions.

The oversight committee could meet two to four times a year to establish priorities and guide implementation of the Plan's recommendations. In addition, the committee could assess the status of specific recommendations, establish new priorities, and suggest new implementation techniques.

Consistency Checklists

Activities proposed in the Town of Madison can and should be reviewed for consistency with the major recommendations of the Plan. The checklists presented on the following pages are intended to help evaluate public actions and private activities to determine consistency.

In particular, the Plan of Conservation and Development should be used as a basis for land use decisions by the Planning and Zoning Commission. Applicants should be encouraged to address how their proposal is consistent with the Plan's recommendations and the Planning and Zoning Commission should do the same.

CONSISTENCY CHECKLIST

PROPONENT

PROPOSAL

COMMUNITY PARTICIPATION

- The proposed public action is proposed by or supported by the responsible agency as identified in the implementation tables.
 - The proposed private activity is supported by other community groups and/or agencies.
 - The proposed activity has been the subject of a public hearing.
-
-
-

SPECIFIC CONSISTENCY

- The proposed public action addresses a specific recommendation in the Plan, either a task or a strategy.

CONSISTENCY WITH PLAN THEMES

- | | | | |
|--------------------------|--|--------------------------|--|
| <input type="checkbox"/> | Does It Enhance Community Character? <ul style="list-style-type: none"><input type="checkbox"/> Does it protect scenic resources?<input type="checkbox"/> Does it protect historic resources?<input type="checkbox"/> Does it promote architectural character?<input type="checkbox"/> Does it protect other unique resources? Does It Promote Community Spirit? <ul style="list-style-type: none"><input type="checkbox"/> Does it enhance community spirit?<input type="checkbox"/> Does it promote community involvement? Does It Enhance Madison Center? <ul style="list-style-type: none"><input type="checkbox"/> Does it help manage activities in Madison Center?<input type="checkbox"/> Does it enhance the streetscape?<input type="checkbox"/> Does it enhance the Center's sidewalk network?<input type="checkbox"/> Does it provide restrooms for public use?<input type="checkbox"/> Does it encourage residential development?<input type="checkbox"/> Does it address parking needs?<input type="checkbox"/> Does it address limited sewer service? Does It Protect Natural Resources? <ul style="list-style-type: none"><input type="checkbox"/> Does it protect water quality?<input type="checkbox"/> Does it preserve important natural resources?<input type="checkbox"/> Does it protect important coastal resources? Does It Expand Open Space And Trails? <ul style="list-style-type: none"><input type="checkbox"/> Does it provide open space and greenbelts?<input type="checkbox"/> Does it expand the existing trail system?<input type="checkbox"/> Does it encourage efforts of the land trust?<input type="checkbox"/> Does it expand coastal access opportunities?<input type="checkbox"/> Does it retain undeveloped land? | <input type="checkbox"/> | Does It Carefully Manage Development? <ul style="list-style-type: none"><input type="checkbox"/> Does it enhance village centers?<input type="checkbox"/> Does it simplify business zones?<input type="checkbox"/> Does it enhance commercial areas on Route 1?<input type="checkbox"/> Does it maintain and expand the tax base?<input type="checkbox"/> Does it encourage business activity consistent with the intent of the Plan?<input type="checkbox"/> Does it reflect appropriate residential development?<input type="checkbox"/> Does it encourage housing diversity?<input type="checkbox"/> Does it adequately address coastal goals and policies? Does It Address Community Facility Needs? <ul style="list-style-type: none"><input type="checkbox"/> Does it support a facility planning process?<input type="checkbox"/> Does it address current facility needs?<input type="checkbox"/> Does it prepare for mid-range facility needs?<input type="checkbox"/> Does it plan for long term needs?<input type="checkbox"/> Does it enhance facility operations? Does It Maintain and Enhance Infrastructure? <ul style="list-style-type: none"><input type="checkbox"/> Does it help create a sidewalk or trail network?<input type="checkbox"/> Does it establish a bikeway network?<input type="checkbox"/> Does it maintain or enhance roadway facilities?<input type="checkbox"/> Does it manage access on existing roads?<input type="checkbox"/> Does it promote vehicular alternatives?<input type="checkbox"/> Does it maintain and enhance other infrastructure? |
| <input type="checkbox"/> | Does It Implement the Plan? | <input type="checkbox"/> | |

Municipal Referral

Section 8-24 of the Connecticut General Statutes requires that municipal improvements (defined in the statute) be referred to the Planning and Zoning Commission for a report before any Town action is taken. A proposal disapproved by the Commission can only be implemented after a majority vote of the Town Meeting.

Land Use Regulations

The Zoning Regulations provide specific criteria for land uses and the Subdivision Regulations provide specific criteria for land subdivision, road layout, and open space. As a result, these regulations are an important tool for implementing the recommendations of the Plan.

In order to implement the recommendations of the Plan, the Planning and Zoning Commission should, in the near future, undertake a comprehensive review of the zoning regulations and zoning map and the subdivision regulations and make whatever revisions are necessary to:

- make the regulations more user-friendly,
- implement Plan recommendations, and
- promote consistency between the Plan and the regulations.

Enforcement of regulations is an important related issue. It makes little sense to plan for the future of Madison and develop regulations to encourage positive results if a lack of enforcement or implementation means that little progress is made. Special efforts should be made to support enforcement of local regulations and programs.

Capital Budget

The Capital Budget (or Capital Improvement Program) is a tool for planning major capital expenditures of a municipality so that local needs can be identified and prioritized within fiscal constraints that may exist. The Plan recommends that capital expenditure items be included in the town's Capital Improvements Program and that funding for them be included as part of the Capital Budget. The Plan also supports the charter revision proposed by the Madison Property Owners Association that would require the preparation and maintenance of a 5-year Capital Improvement Program.


Referral of Municipal Improvements

Municipal improvements should be referred to the Planning and Zoning Commission for a report regarding consistency with the Plan before any Town action is taken. Town boards and agencies should be notified of Section 8-24 so that proposals can be considered and prepared in compliance with its requirements.

SCHEDULE

Implementation of the Plan is a gradual and continual process. While some recommendations can be carried out in a relatively short period of time, others may only be realized towards the end of the planning period, and some may be even more long-term in nature. Further, since some recommendations may involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages.

The charts on the following pages assign primary responsibilities and preliminary schedules to the Plan recommendations. In many instances, the responsibilities are shared by a number of entities. These initial responsibilities and priorities may be adjusted by the Plan Implementation Committee.

	PZC	IWC	CC	BOS	Town	Other
Strategy						PIC
 Task				1		

Legend

ID	Reference	ID	Reference
PZC	Planning and Zoning Commission	FPC	Facility Planning Committee
IWC	Inland Wetlands Commission	Lib.	Library
CC	Conservation Committee	MHS	Madison Historical Society
BOS	Board of Selectmen	MLCT	Madison Land Cons. Trust
Town	Town Departments, Officials and Staff	MYC	Madison Youth Council
Other	Other Boards, Agencies, or Persons	PIC	Plan Implementation Committee
		PW	Public Works
		Res.	Residents
ACCA	Advisory Committee on Community Appearance	SCRCOG	South Central Regional Council of Governments
BOE	Board of Education	SCRW	South Central Regional Water Authority
BOF	Board of Finance	SFC	Shellfish Commission
BRC	Beach and Recreation	SS	Social Services
CoC	Chamber of Commerce	TW	Tree Warden
CTDOT	Connecticut Department of Transportation	VFD	Volunteer Fire Department
EDC	Economic Development Commission	WPCA	Water Pollution Control Authority
EMS	Emergency Medical Services	ZBA	Zoning Board of Appeals
ES	Elderly Services		

Strategies
Strategies are long-term and continuing policies that do not readily lend themselves to a specific schedule or measurement.

A shaded box indicates those entities that share responsibility for implementation.

Tasks

Tasks, on the other hand, are specific actions that can typically be scheduled and measured and their implementation can be readily identified.

While task implementation is typically coordinated by one primary group, other entities that share responsibility for implementation are denoted by a shaded box.

Task Priorities

- 1** Highest Priority
- 2** Important Priority
- 3** Important

ENHANCE COMMUNITY CHARACTER

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Establish a Conservation Committee							
16	*			1			
16						MLCT Res.	
16						MLCT Res.	
Protect Scenic Resources							
18	*			1			
18	*	1					
18						Res.	
18						Res. TW	
18						Res.	
18							
18	*			3			
18	*			3			
18							
18	*	1					
18	*			2			

Legend

ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons
	Other organizations are identified in the table on page 98.

ENHANCE COMMUNITY CHARACTER (continued)

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Protect Historic Resources							
23				1		MHS	
23				2		BOF MHS	
23					3	MHS	
23					3	MHS	
23						MHS	
23	1						
23				3		MHS	
23						MHS	
23						MHS	
23			3			MHS	
23						MHS	
23						MHS	
Promote Architectural Character							
24	1						
24						ACCA	
24						ACCA	
24						ACCA	

ENHANCE COMMUNITY CHARACTER (continued)

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Protect Other Unique Resources							
26						Res.	
26						Res.	
26						Res.	
26							
26							
26							
26							
26							
26							
26							

Legend





ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons

Other organizations are identified in the table on page 98.

PROMOTE COMMUNITY SPIRIT

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Enhance Community Spirit							
26						Res.	
Continue to promote recognition of Madison's special qualities in order to promote community pride and spirit.							
26						Res.	
Maintain and enhance unique local services or facilities that promote community pride and spirit.							
26						Res.	
Encourage actions and programs that promote a sense of community.							
Promote Community Involvement							
29						Res.	
Continue to encourage volunteers who promote community activities and the overall quality of life in Madison.							
29				1		Res.	
Establish a more active program to develop volunteers.							
29						Res.	
Continue to promote and encourage volunteer organizations.							
29						Res.	
Recognize local volunteers through a variety of programs.							
29						Res.	
Continue to promote unique local programs or events that promote community pride and spirit.							
29						Res.	
Continue efforts that coordinate and promote community events/activities.							
29					2	Res.	
Publish a "community calendar" to inform people of coming events.							
29						Res.	
Continue to build community "fabric" (interwoven aspects of business and civic activities).							
30						Res.	
Continue to work on education and communication for all community activities.							
30				2		Res.	
Develop and maintain a Madison community "website."							
30							
Continue to use Madison Community Television to provide information on local issues and events to residents.							



ENHANCE MADISON CENTER

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Carefully Manage Activities in Madison Center								
32	 Establish a village center zone to strengthen and refine design and review guidelines for the Center area.	1						
32	 Review the uses permitted in the Center to provide adequate controls and flexibility.	1						
32	Continue to study Madison Center in order to guide future activities and to ensure its continued vitality.						CoC Res.	
Enhance the Streetscape								
34	Continue to promote projects and activities that will enhance the street scene in Madison Center.						CoC Res.	
34	Continue to implement the recommendations of the Yale Charrette report and other studies of the Center.						CoC Res.	
34	Continue to integrate buildings into the "context" of the Center.						CoC Res.	
Enhance the Center's Sidewalk Network								
35	 Prepare a detailed sidewalk inventory and plan for the Center in order to maintain and expand the pedestrian network.				2			
35	Develop a sidewalk network with consistent dimensions and surfaces.						CoC Res.	
35	Be diligent about extending and enhancing sidewalks.						CoC Res.	
Provide Restrooms For Public Use								
35	Consider ways to provide bathrooms for public use in Madison Center.						CoC Res.	
Encourage Residential Development in the Center								
36	Explore opportunities to provide additional housing opportunities in the Center and encourage community vitality.							
36	 Modify Zoning Regulations to allow (or require) housing units in and near the Center.	2						

Legend

ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons
	Other organizations are identified in the table on page 98.

ENHANCE MADISON CENTER (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Monitor Parking Needs								
38	Maintain and encourage on-street parking, where appropriate, in the Center.						CoC Res.	
38	Monitor and enforce short-term use of on-street parking areas for customers and visitors.						CoC Res.	
38	Continue to interconnect off-street parking areas in the Center and encourage tenant, employee and long-term parking off the street.						CoC Res.	
38	Adopt consistent signage to identify off-street parking areas.						CoC	
38	 Consider reduced parking standards for Madison Center in order to promote economic development.	1					CoC	
Consider Limited Sewer Service in the Center								
39	During the planning period, continue to monitor water quality and septic functions in the downtown area.							
39	 Evaluate sewage treatment options for the downtown area to address identified issues.	2					WPCA	

PROTECT NATURAL RESOURCES

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Protect Water Quality							
43						WPCA	
						WPCA	
						WPCA	
				1		WPCA	
43							
43						WPCA	
43						WPCA	
43						Res.	
43						Res.	
43						Res.	

Legend

ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons
	Other organizations are identified in the table on page 98.

PROTECT NATURAL RESOURCES (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Preserve Important Resources								
44	Continue to protect and preserve important resource areas.						Res.	
44	Consider increasing the 50-foot building setbacks from inland wetlands, water courses, and critical coastal resources.							
44	Consider establishing and maintaining non-disturbance areas from inland wetlands, watercourses, coastal resources, and other resources.							
44	Conserve steep slopes, public water supply watersheds, areas of high groundwater availability, and unique or special habitat areas.						Res.	
44	Continue protection and enhancement of shellfish resources.						SFC Res.	
44	Continue to provide and enhance provisions for local fish and wildlife.						SFC Res.	
44	Investigate the possible productive use of natural resources (such as harvesting salt hay in coastal areas).						Res.	
44	Continue to work with the CTDEP-OLISP and others to rehabilitate Madison salt marshes.						Res.	
44	Encourage the Beach & Recreation Department to sponsor activities involving education about conservation of natural resources.						BRC	

EXPAND OPEN SPACE AND TRAILS

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Provide Additional Open Space and Greenbelts								
48	Interconnect existing open space into a greenbelt system.						MLCT Res.	
48	* Identify open space priorities, techniques, and funding programs.			2			MLCT Res.	
48	* Establish a policy to consider acquisition of all property that becomes available in identified "open space action areas."				1			
48	* Establish an open space acquisition fund.				1		MLCT Res.	
48	Maintain subdivision regulations that require open space be decided to the Town, the Land Trust, or other open space organization.							
48	Continue to allow payment of fees-in-lieu of open space dedication.							
48	* Amend regulations to allow donation of land elsewhere to meet the open space requirements of a development.	2						
48	Consider obtaining and exercising a priority right to purchase State Forest land and watershed land in Madison.							
Expand the Existing Trail System								
49	Expand the existing trail network to establish a comprehensive system that interconnects open space areas.						MLCT Res.	
49	Work with the Madison Land Conservation Trust, if necessary, to expand and maintain the local trail network.						Res.	
49	* Work with CTDEP, SCRWA, and MLCT to create an overall trail plan on their combined land holdings.			3			MLCT SCRW	
49	* Require the identification and consideration of trails as part of any land use application.	2	2					

Legend

ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons

Other organizations are identified in the table on page 98.

EXPAND OPEN SPACE AND TRAILS (continued)										
Page		PZC	IWC	CC	BOS	Town	Other	Status / Date		
Encourage Efforts of the Land Trust										
50	Continue to encourage the significant efforts of the Madison Land Conservation Trust.							Res.		
50	* Consider amending regulations to require a letter from the Madison Land Conservation Trust on certain applications.	1	1							
Expand Coastal Access Opportunities										
51	Acquire and open up additional public access opportunities to Long Island Sound, the Hammonasset River, and the East River.							BRC		
51	* Evaluate and recommend appropriate measures for each coastal access point.			2				BRC		
51	* Develop a map showing appropriate access points.					3				
51	* Consider implementing a signage plan to identify coastal access points.			3						
51	Consider whether and how to provide access from Long Island Sound to Madison for boaters.							BRC		
Retain Undeveloped Land										
52	Maintain the open space assessment policy in order to promote the retention of undeveloped land in residential zones.									

CAREFULLY MANAGE DEVELOPMENT

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Enhance Village Centers								
54	* Undertake a study of North Madison Center.	1					Res.	
54	* Establish a neighborhood village center zone to provide a consistent set of guidelines for North Madison Center.	2						
54	* Review the uses permitted in North Madison Center to ensure that it maintains its role as a neighborhood-oriented center.	2						
Simplify Business Zones								
55	* Establish a new hierarchy of business zones in Madison to simplify the business structure of the community.	2					EDC	
55	* Review all business zones and areas as to location and requirements.	2					EDC	
Enhance Commercial Areas on Route 1								
57	Prevent commercial "creep" along Route 1.							
57	* Consider undertaking a special study of each commercial area along Route 1 in order to guide future development.	1						
57	* Evaluate current zoning designations and requirements along Route 1.	2						
57	* Modify zoning regulations to create incentives for compatible development and redevelopment of these commercial areas.	2						
57	Look at village district zoning for commercial areas along Route 1.							

Legend

ID	Reference
PZC	Planning and Zoning Commission
IWC	Inland Wetlands Commission
CC	Conservation Committee
BOS	Board of Selectmen
Town	Town Departments, Officials and Staff
Other	Other Boards, Agencies, or Persons
	Other organizations are identified in the table on page 98.

CAREFULLY MANAGE DEVELOPMENT (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Maintain and Expand the Tax Base								
59	* Identify a person or organization responsible for overseeing and coordinating economic development efforts.				1		EDC	
59	Continue to work with existing organizations in order to help create a business-friendly environment.						CoC EDC	
59	Continue to help existing businesses stay in Town and grow.						CoC EDC	
59	Continue to pursue a broader tax base through recruitment of compatible business and industry.						CoC EDC	
59	* Identify and study areas appropriate for economic development and/or rezoning.	2					CoC EDC	
59	* Consider developing "vision" plans for potential economic development areas.	3					CoC EDC	
59	* Consider rezoning identified areas to allow for economic development.	2					CoC EDC	
Encourage Business Activity Consistent with the Intent of the Plan								
59	Continue to ensure that business development complements the structure, character and quality of life in Madison.						CoC EDC	

CAREFULLY MANAGE DEVELOPMENT (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Manage Residential Development								
61	Maintain the existing residential density structure with decreasing density in the northern parts of Madison.							
61	* Review residential zones to see if zones can be consolidated and review permitted uses.	2						
61	Encourage multi-family and/or higher density housing in the Madison Center area.							
61	Discourage multi-family (and/or higher density) developments outside Madison Center unless there is some significant benefit.							
61	* Adopt a buildable land regulation.	1						
61	* Adopt a residential density regulation.	1						
61	* Allow flexible minimum lot sizes to preserve open space, protect natural resources, and provide housing diversity.	1						
61	* Consider modifying regulations for properties along arterial and collector roads.	1						
62	Promote or require open space development patterns.							
62	* Review and revise the Open Space Conservation District Regulations.	1						
Encourage Housing Diversity								
64	Continue to provide for a diversity of housing types in Madison.							
64	Continue to address identified local needs for elderly housing and affordable housing.							
64	* Evaluate whether there is a need for additional elderly and/or handicapped accessible housing.				3			
64	Strive to locate any new senior housing units near downtown Madison or near transportation, shops and recreation.							Res.
64	Explore creative ways to create affordable housing, including through churches and other local organizations.							Res.

Legend

ID	Reference
PZC	Planning and Zoning Commission
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CC	Conservation Committee
BOS	Board of Selectmen
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CAREFULLY MANAGE DEVELOPMENT (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Control Development in Coastal Areas								
67	Review and revise the coastal site plan application form.	3						
68	Continue to place highest priority on the use of waterfront sites for water-dependent uses through the coastal site plan review process.							
68	Consider acquiring any waterfront site that can provide for community benefits (such as expansion of the Surf Club).							
68	Establish a waterfront land acquisition strategy.				1		BRC MLCT	
69	Continue to manage the cumulative impacts of development in coastal areas.							
69	Continually review regulations affecting coastal areas to ensure adequate controls.							
69	Consider adopting more stringent requirements and continue to oversee seasonal conversions.							
69	Consider increasing the maximum lot coverage restriction in the R-2 zone.	1						
70	Encourage or require property owners to build as far back from eroding shorelines and vulnerable beach areas as possible.							
70	Consider flexible yard requirements to encourage larger separations of buildings from coastal high hazard areas.	1						
70	Consider developing a protocol to address redevelopment of buildings severely damaged after a major coastal storm.	1						
70	Continue to carefully review all coastal site plans for coastal flood and erosion control structures.							
70	Discourage or prevent use of flood or erosion control structures except when unavoidable and in compliance with statute.							
70	Strive to ensure that structural measures will not cause secondary or cumulative shoreline impacts.							
70	Encourage or require use of "non-structural" erosion control measures when and where appropriate.							
70	Continue to ensure that all coastal flood and erosion control structures are in compliance with appropriate requirements.							
70	Request that CTDEP allow a community to exempt certain activities from local coastal site plan review.	3						

ADDRESS COMMUNITY FACILITY NEEDS

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Undertake a Facility Planning Process							
71							
71				2		FPC	
71				2		FPC	
Address Current Facility Needs							
72						BOE	
72						BOE	
72						BOE BRC	
73				2		BRC	
73				2		BRC	
73						BRC BOE	
73						BRC	
73						BRC	
73						MYC	

Legend

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ADDRESS COMMUNITY FACILITY NEEDS (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Prepare for Mid-Range Facility Needs								
74	* Expand the existing, or build a new, public works facility during the planning period.				2			PW
74	* Relocate or regionalize the dog pound to ensure adequate room is available at the public works garage site.				3			PW
74	Consider locating a remote sand/salt storage facility in North Madison to facilitate winter snow removal operations.							PW
74	Investigate ways to expand and improve the library during the planning period.							Lib.
74	* Acquire property adjacent to the library in order to provide for expansion and additional parking.				1			Lib.
75	Encourage volunteer participation in fire response by providing some compensation (property tax credit, retirement benefits, stipends).							VFD
75	During the planning period, address emergency medical response issues.							EMS
75	* Expand the North Madison fire station during the planning period.				3			VFD
75	Continue to require and fund the installation of fire ponds and underground water cisterns.							VFD
75	Plan for expansion of the senior center facility to meet identified needs.							ES
75	* Acquire land next to the Depot or find a new site for an improved Senior Center.				2			ES
75	* Review the needs assessment study and address identified needs in accordance with overall community priorities.				3			ES
76	Investigate convenient storage options for social services (food bank) during the planning period.							SS
76	Consider establishing a community center to meet multiple community facility needs.							


ADDRESS COMMUNITY FACILITY NEEDS (continued)

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Consider Long Term Needs								
77	Over the long term, consider acquiring land adjacent to existing facilities for possible future building or site expansion needs.							
77	Acquire sites for future facilities (such as schools) in advance of future needs.							
77	Monitor all Town departments to plan efficiently and economically for possible building expansion.							
77	Continue to look at ways to consolidate municipal and community functions for better overall communication and coordination.							
Enhance Facility Operations								
78	Develop ways to enhance public usage of all existing facilities.							
78	Continue to have the Public Works Department oversee the maintenance of all Town buildings on a comprehensive basis.							
78	Monitor the dial-a-ride transportation services to ensure that community needs are being addressed efficiently and economically.							
78	Consider expanding the availability of dial-a-ride services to other Madison residents.							

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MAINTAIN AND ENHANCE INFRASTRUCTURE

Page		PZC	IWC	CC	BOS	Town	Other	Status/ Date
Create An Overall Sidewalk And Trail Network								
80	Improve and extend the sidewalk network in and around Madison Center.						PW	
80	Outside of Madison Center, explore opportunities to create less formal walkways.						PW	
80	Continue to develop trails throughout Madison.						MLCT BRC	
80	Strive to interconnect all of the pedestrian walkways in Madison (sidewalks, paths, trails) into a cohesive overall system.						PW	
Establish A Bikeway Network In Madison								
81	 Develop an overall concept plan for bicycle routes in Madison overseen by the Beach and Recreation Department.				3		BRC	
81	Provide appropriate safe and convenient bicycle facilities when road improvement work is undertaken in Madison.						PW BRC	
81	Give priority to bike trails along major roads that service areas of local activity (business areas, schools, parks, etc.).						PW BRC	
Maintain And Enhance Roadway Facilities								
82	Continue to make roadway improvements to address safety and capacity issues.						PW	
82	Continue to maintain the Road Reserve Fund and the PMS database on road conditions and improvement needs.						PW	
82	Continue to work closely with the SCRCOG and CTDOT regarding transportation issues and improvements.						PW	
82	Encourage continued spot improvements to state highways, where necessary.						PW	
82	Discourage any significant widening of Routes 1, 79, 80, or 450 that detracts from community character.						PW	
82	Continue to evaluate how possible future transportation projects may benefit the community.						PW	
Manage Access On Existing Roads								
83	Work with SCRCOG to undertake an access management study on Route 1.						PW	
83	Implement recommendations from the access management study as part of any land use approval in these areas.							

MAINTAIN AND ENHANCE INFRASTRUCTURE (continued)

Page	PZC	IWC	CC	BOS	Town	Other	Status / Date
Promote Vehicular Alternatives							
84							
84							
84						ACCA	
84							
84							
84							
Maintain and Enhance Other Infrastructure							
85						WPCA	
85				3		PW	
86							
86							
87							
87	2						
87							
88						PW	
88	1						

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IMPLEMENTATION

Page		PZC	IWC	CC	BOS	Town	Other	Status / Date
Implement The Plan								
94	Establish and regularly update a community "web page" that allows for e-mail.				2			
94	Establish a special issues show on MCTV to promote public education, discussion, and involvement.				3			
94	Establish an Ad-Hoc Plan Implementation Committee.	1						
94	Prepare an Annual Work Program based on the recommendations in the Plan.							
94	Use consistency checklists to review public actions and private activities for consistency with the Plan.						PIC Res.	
97	Review and revise the zoning and subdivision regulations.	1						
97	Maintain a Capital Improvement Program budget to prioritize and schedule municipal improvements.							
97	Notify all Town boards and agencies of the requirements of CGS Section 8-24.	2						
98	Implement recommendations in accordance with the priority suggested by the implementation schedules.						PIC Res.	
98	Implement recommendations as assigned to each responsible agency.						PIC Res.	

CONCLUSION

14

This Plan of Conservation and Development is a statement of themes, strategies, and tasks for the Town of Madison. In preparing this Plan, the Madison Planning Committee and the Planning and Zoning Commission:

- reviewed and discussed information about Madison,
- conducted public meetings and surveys to determine residents' attitudes,
- discussed conditions, trends, and issues affecting the community, and
- refined a number of strategies to help guide the community during the planning period.

Based on all of the work accomplished, this Plan is believed to reflect the consensus of the community in terms of where Madison should devote much of its effort and intentions over the next ten to twenty years. The process of preparing the Plan has been an opportunity for all participants to learn more about their community and to help prepare a guide to the future of Madison. As a result, it has been a rewarding experience for everyone involved.

While situations and conditions will undoubtedly change during the next ten years, this Plan establishes goals for all Madison residents to work towards. In addition, it provides flexibility in exactly how to attain those goals.

Now, the hard work must begin. The most critical step in bringing the Plan to fruition is implementing its recommendations. While that task rests with all residents of Madison, it is also coordinated by the Planning and Zoning Commission and other Town agencies.

While it is true that even the longest journey begins with a single step, the Madison Planning Committee and the Planning and Zoning Commission feel that, by preparing this Plan of Conservation and Development, the journey towards building a better community has already begun.

ACKNOWLEDGMENTS

2000
Madison
Plan of
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Madison Planning Committee

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Helen Burland	Board of Education
Jerry Kleutsch	Board of Selectmen
Garry Leonard	Planning and Zoning Commission
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Pamela McKinnon	Chamber of Commerce
Philip Pastore	Madison Resident
Christine Poutot	Planning and Zoning Commission
Mark Rolfe	Madison Resident
Donald Snow	Board of Finance
Scott Zimmerman	Beach and Recreation Commission

Planning And Zoning Commission

Name	Title
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Garry Leonard	Vice-Chair
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