

Town of Madison

Comprehensive Plan Update 2014

Existing and Future Land Use

**Administrative Capacity**

Madison’s Planning Board and Code Enforcement Officer have the administrative capacity to manage the land use regulation program. In 1989 residents voted in support of a Site Review Ordinance to regulate development in lieu of zoning. The Site Review Ordinance regulates the design of commercial development but does not limit areas of commercial growth. The Ordinance applies to new commercial, retail, industrial, institutional and multifamily uses and is also required for expansions if over 800 square feet. Amendments were made to the Ordinance in 1990, 1992, 1994 and 1995 and it remains the primary local land management tool for the Planning Board and Code Enforcement.

In addition to the Site Review, the Shoreland Zoning ordinance protects the critical natural resource areas bordering Lake Wesserunsett and the Kennebec River from becoming growth areas (Map M.2). Responsible farming and forestry methods enhance the protection of critical natural resource areas and Madison’s Focus Area, designated by the Maine Natural Areas Program. The Floodplain Management Ordinance requires a permit from the Town for any construction or other development in floodplain areas and is consistent with state and federal standards. Madison participates in the National Flood Insurance Program.

The Subdivision Ordinance provides regulation for residential development. The review standards contained in Madison’s Ordinance are the same as within the State Subdivision Law. There is no minimum lot size served by public sewer. The minimum lot size within the Town is governed by the Maine Minimum Lot Size Law which requires that single family residential lots be at least 20,000 square feet for the installation of a subsurface waste disposal system.

**Evaluation of Existing Land Use**

As part of this Comprehensive Plan update, the Planning Board reviewed land use trends from 2004 through 2013. Nearly 90% of Madison’s 33,500 acres are designated as farmland (8,000 acres) or forestry (22,600 acres). A Land Use Map (Map M.1), developed during the 1999 update to the Comprehensive Plan, designates three village districts, a planned commercial district, one industrial district, three highway commercial districts, seven rural residential districts, and a downtown district based on the following descriptions:

District	Description
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Rural District:	Open space, farmland and forested areas which represent the town’s rural character. Rural property makes up 90 percent of Madison’s land.
Industrial District:	Property which accommodates existing heavy industrial uses, currently made up mostly of UPM (Madison Paper) property along the Kennebec River.
Downtown District:	A pedestrian oriented area which includes Main Street from UPM to the Junior High School, current uses includes retail and commercial business activity and second story residential.
Village District:	Medium to high density residential locations with other compatible uses. Madison’s three village districts are considered Lakewood, East Madison and in town Madison.
Rural Residential:	Areas outside the village district that have adequate soils for homes and access to roads and services; could be served by sewer sometime in the future.
Commercial District:	Property to develop commercial to light industrial uses which require larger acreage and access to services. Areas include Route 148 outside of the village district to the business park (Madison Business Gateway).
Highway Commercial District:	Property for more land intensive commercial uses requiring highway access and visibility. Includes area along Route 148 outside the commercial district and Route 201 from Clough’s Corner to the Skowhegan town line.

The Planning Board reviewed building permits from 2004 to 2013. Consistent implementation of the Site Review, Subdivision, Shoreland and Floodplain ordinances has resulted in the majority of new development occurring in the designated areas, indicating that the responsible use of existing ordinances are maintaining reasonable land use practices.

**Primary Structures Created (2004-2013)**

**Residential:**

In the past 10 years there have been permits granted for 212 residential structures in Madison. Of those 10 were camps (3%), 90 were mobile homes (43%) and 112 were single family homes (53%). Home construction has seen a steady decline since a high of 38 total units in 2005 to a low of 7 in 2011.

Of the family dwelling construction most was within areas considered reasonable for residential use. Table A.7 shows pattern of building from 2004 through 2013 based on the designations from the 1999 Land Use Map (Map M.1).

<b>Table A.7</b>	<b>Single Family</b>	<b>Mobile Home</b>	<b>Camp</b>	<b>Total Residential</b>
Commercial	3	4	0	7
Highway Commercial	2	0	0	2
Rural District	56	26	7	89
Rural Residential	29	13	2	44
Lakewood Village	6	2	1	9
Madison Village	13	43	0	56
East Madison Village	3	2	0	5
Industrial	0	0	0	0
Downtown	0	0	0	0
Totals	112	90	10	212

Over three quarters of traditional stick built single family homes are constructed in rural or rural residential districts, considered to be out of town. Only 20 percent of single family homes were built in village areas.

52% of Mobile Home permits were granted in the village areas, compared with 43% in the rural or rural residential areas of Madison. There was no residential construction in areas deemed industrial or downtown and just a small amount (3.3%) in areas designated as Commercial. These homes are along the Main Street area coming out of the Madison Village along route 148 toward the Business Park.

**Commercial:**

From 2004 through 2013 there have been 22 structures built for commercial uses in Madison. More than half (12) have been constructed in rural or rural residential areas.

Rural development includes two cell phone towers, and a small greenhouse. Rural residential commercial building has been primarily for home based businesses.

Four structures have been built along the Route 201 corridor designated as Highway Commercial (two Beeline Cable Buildings, the Fabric Garden and Image Auto Body). One building (Madison Animal Hospital) was built in the Madison Business Gateway Industrial Park in 2005. Current occupants of the Industrial Park are Madison Electric Works and the Animal Hospital, leaving 11 available lots.

Madison's downtown area has seen construction from Dunkin Donuts (2008) and Family Dollar (2011). In addition there have been small projects for storage in Madison and Lakewood Village areas and one Day Care Center constructed in 2013 on Weston Avenue.

### **Industrial/Agricultural:**

With the exception of Backyard Farms (2006) there has been little industrial construction within the past decade. Although BYF is considered agricultural in nature it is categorized as industrial due to the size and scope of land use in Madison. Currently there are two greenhouses covering more than 42 acres and one research and development facility constructed in 2012.

In addition to those three projects, there has been a transfer station built by Central Maine Power off of the East Madison Road.

Summit Natural Gas has built a pressure reducing station in the area designated as Industrial Use along the river in Madison. Summit's natural gas pipeline is connected to UPM Madison and started supplying gas in mid-April 2014.

### **Institutional:**

Madison Elementary School was completed in 2003 on land in the Madison Village District. Since that time there has been minimal construction with the exception of a media center at the Skowhegan School of Art and a display area for the East Madison Historical Society.

In 2008 the Somerset Regional Jail was relocated to a new facility in East Madison in an area designated as Rural Residential.

### **Summary**

It is estimated that Madison has more than enough land to accommodate development over the next ten years. There is room for commercial development in the Business Park on Route 148 and along the Route 201 corridor, as well as in the Downtown area. With institutions such as the Regional Jail and local school buildings all being less than 30 years old, there is no anticipated building in that category.

It is recommended that a review of land use be conducted by the Planning Board by July 1, 2019 and every five years thereafter. The review should evaluate the degree to which the future land use plan strategies have been utilized, the amount of municipal growth related capital investments have been made in designated growth areas, the location and amount of new development, and the amount of critical resource areas protected through acquisition, easements, or other measures.

Town of Madison

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Goals, Policies and Implementation Strategies (with supporting documentation)

## *Future Land Use Plan*

**Goal:** *To encourage orderly growth and development in appropriate areas of each community, while protecting the state’s rural character, making efficient use of public services, and preventing development sprawl.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To support the location, type, scale, and intensity of land uses the community desires as stated in its vision.</i>	Assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board or municipal official.	Planning Board	Ongoing
	The Planning Board will use the following ordinances as land management tools: Site Review Subdivision Shoreland Zoning Floodplain Management	Planning Board	Ongoing
<i>To support the level of financial commitment necessary to provide needed infrastructure in growth areas.</i>	Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land use.	Town Manager Board of Selectmen TIF Amendments	0-2 Years
	Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas	Town Manager Board of Selectmen TIF Amendments	0-2 Years

	identified in the Future Land Use Plan.		
<i>To establish efficient permitting procedures, especially in growth areas.</i>	Provide Code Enforcement Officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A MRSA 4451.	Board of Selectmen Code Enforcement Planning Board	0-2 Years
	Track new development in the community by type and location	Planning Board Code Enforcement	Ongoing
<i>To coordinate the community's land use strategies with other local and regional land use planning efforts</i>	Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.	Town Manager Planning Board Board of Selectmen	6+ Years
<i>To protect rural and critical waterfront areas from the impacts of development.</i>	Periodically (at least every five years) evaluate implementation of the plan in accordance with Section 2.7.	Planning Board	3-5 Years

## Land Use Districts

This update to the Town of Madison Comprehensive Plan will continue to utilize the Land Use Plan Map (Map M.1) included in the 1999 revisions. This map has served the community well and still accurately reflects growth areas. Development over the past 10 years has fallen in line with the anticipated growth areas, and each of the designations are compatible with the Town's Vision Statement:

*The Town of Madison desires to be an exemplary model for Maine rural communities, protecting property owner's rights and historic properties, preserving the town's*

*beautiful vistas, forests, farmlands, wetlands and waterfronts, providing various recreational options to citizens, while striving for excellence in economic development by investing in infrastructure, energy, and workforce to provide the best opportunity for business development and job creation.*

### **Rural District**

Open space, farmland and forested areas represent nearly 90 percent of the Town's land. Maintaining the rural character is in line with the Town's vision for preserving beautiful vistas, and providing recreational opportunities, while protecting property owner rights. This space also provides for Madison's significant agricultural development including 2 active dairy farms and the Backyard Farms Tomato Greenhouse. There is adequate room for growth in this area and tools in place to guide development.

### **Industrial District**

The local property developed by UPM (Madison Paper) along the Kennebec River accommodates existing heavy industrial uses. The mill provides 200 jobs and over \$200,000,000 towards the Town's valuation, compatible with the Town's vision for business development and job creation. Although natural constrained by the River, there is adequate room for growth within the area designated as Industrial. The area is well established and there are no anticipated major capital investments.

### **Downtown District**

Madison's downtown area is a pedestrian oriented area which includes Main Street from UPM to the Junior High School. The area has significant historical value to the Town as well as the hub for several successful retail establishments. There is opportunity for growth and development, keeping in line with the Town's vision for a balance between economic growth and historic preservation. The area is in process of being developed for natural gas to help address rising energy costs, and there are no anticipated major capital investments within the planning period.

### **Commercial District**

This area along Route 148 is idea for development of commercial light industrial uses which require larger acreage and access to services. The area includes the Madison Business Gateway, a local business park with 11 available lots with water, sewer, and electricity in place. At present there is no major capital investment in this area. Over 2 million dollars was spent to create the infrastructure for the park in 2001. This area exemplifies Madison's commitment to economic development and job creation.

## **Highway Commercial District**

The three areas designated Highway Commercial include Route 148 just outside the Commercial District, and two locations along US Route 201 (Clough's Corner & near the Skowhegan Town Line). This area features property for more land intensive commercial uses requiring highway access and visibility. Development in this area aligns with the community's vision for a balance between maintaining beautiful vistas and job and business growth. This area requires collaboration with the Skowhegan community as their commercial district continues to the Madison Town Line. It is anticipated that major capital investments would be needed to provide the water and sewer infrastructure for business development in this area.

## **Rural Residential**

Those areas outside the village district that have adequate soils for homes and access to roads and services are desirable for residential growth and home based businesses. These areas could be served by water/sewer sometime in the future, but that is not absolutely required for development. There is adequate room for growth in these areas, and they fit within the Town's vision for desirable workforce housing.

## **Madison Village**

Of the three village areas, the Madison Village has the highest density of residential dwellings with over 800 homes, and many of the Town's multi-family buildings. There may be some need for capital investments to maintain and develop infrastructure for current and future housing needs. This area provides workforce housing and services for many of the community's older residents.

## **East Madison Village/Lakewood Village**

Located on the Eastern and Western shores of Lake Wesserunsett these smaller village areas are less densely populated but serve as areas for recreational and tourism based homes and businesses. There may be some need for capital investments to maintain and develop infrastructure needs. Growth is naturally restricted by the lake.

## **Natural Resources**

The Town's important natural resources include the following:

**Shorelands:** The Shoreland Zoning Ordinance and the Floodplain Management Ordinance govern activities in areas within 250 feet of the highwater mark of the Kennebec River, Wesserunsett Lake, Rowell Bog and larger brooks and streams.

**Wetlands:** All wetlands receive varying amounts of protection through the Federal Clean Water Act and the State Natural Resources Protection Act. Madison has identified a number of wetlands over 10 acres by aerial search.

**Wildlife/Fisheries:** Deer wintering provides critical habitat for deer locally, and the Kennebec River/Wesserunsett Lake resources house sport fisheries to include salmon, rainbow trout, brook trout and brown trout. There are also a large number of birds. Bird guides are available from the state Office of Tourism.

**Unique Botanicals:** A number of species identified as endangered or at risk are located along the Kennebec, Rowell's Bog and Wesserunsett Lake. Once studies have been done to identify exact locations, the Town can then assess the level of protection needed.

While the Town Subdivision Regulations do not provide guidance to the Planning Board for the management of wildlife, fisheries, unique botanical resources, unusual geological sites or scenic areas, state wide guidance is available.

The Site Review Ordinance requires that the proposed use "will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites or rare and irreplaceable natural areas or any public rights for physical or visual access to the shoreline."

## **Summary**

A review of the past 10 years of local growth and development strongly indicates that responsible use of the Site Review Ordinance in conjunction with other local and state ordinances has resulted in land use considered to be desirable by the residents of Madison.

Based on decreasing population projections, the Planning Board does not anticipate a spike in development in the near future. Best estimates are that residential development will maintain at an average of 12 new homes/mobile homes per year and that commercial development will remain steady at 2 – 3 sites per year. Industrial growth is hard to estimate, with the implementation of natural gas, there may be an increase over the next 5 to 10 years.

With a relatively new County Jail located in Madison and all three school buildings being less than 30 years old, there are no plans for any major institutional development in the next 10 year planning period.