



EXECUTIVE SUMMARY & ANALYSIS OF COMPREHENSIVE PLAN INVENTORY

Town of Madison, Maine 2014

Note:

This document is designed to be a user-friendly summary of the topics covered by the Town of Madison Comprehensive Plan, including recommendations for current and future boards and committees.

Planning Board: Douglas P. Denico (Chair), Mark Leslie (Vice Chair), Lewis Ouillette, Mary Tomlinson, Jeff Drew, Brett Hagopian & Mark Doty.

Town Manager: Dana Berry

dberry@madisonmaine.com

Technical Assistance provided by: Community Development Networks of Central Maine

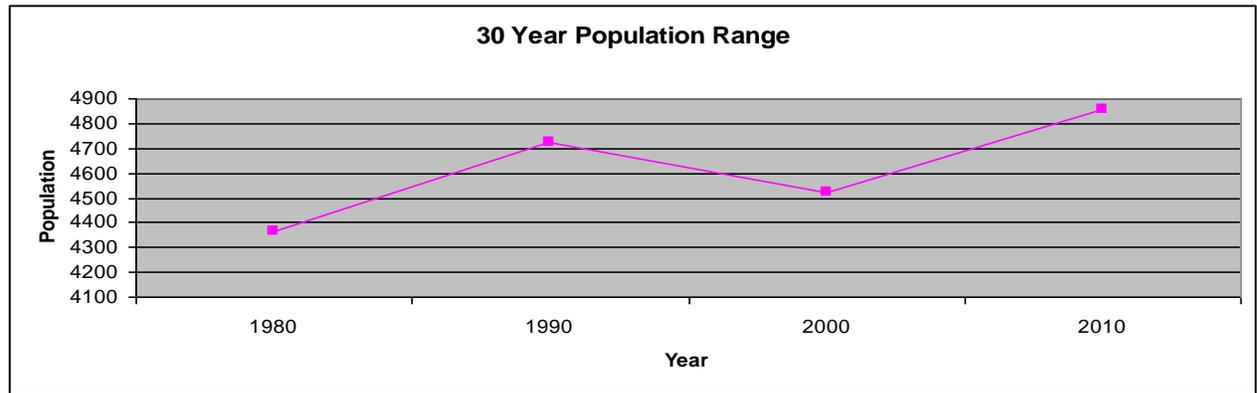
(This page left intentionally blank)

Table of Contents

I. Population/Demographic:	Page 3
II. Housing/Taxation:	Page 5
III. Local Economy:	Page 7
IV. Schools:	Page 9
V. Recreation, Parks & Open Space:	Page 11
VI. Transportation:	Page 13
VII. Community Services & Facilities:	Page 15
VIII. Additional Community Services	Page 17
IX. Water Resources:	Page 19
X. Historical & Archeological Resources:	Page 21
XI. Agricultural & Forestry Resources:	Page 23
XII. Natural Resources:	Page 25
XIII. Fiscal Capacity:	Page 27
XIV. Existing Land Use and Future Land Use Plan:	Page 29

I. Population/Demographic:

The **Town's Population** grew from 4523 in 2000 to 4855 in 2010.



The past 30 years show an ebb and flow of population up 358 from 1980 to 1990, then down 202 from 1990 to 2000, and then back up 332 from 2000 to 2010.

The **Median Age** of the population is increasing from 33.9 years in 1980 to 35.9 years in 1990 to 44.6 in 2010.

The **Average Household Size** is decreasing from 2.83 per household in 1980 to 2.56 in 1990 to 2.23 in 2010.

The **Median Household Income** for Madison residents increased to \$35,270 for 2010, up from \$30,528 in 2000 and \$21,720 in 1990.

Madison's 2010 **Median Household Income** of \$35,270 compares with \$36,647 in Somerset County and \$46,933 for the State of Maine.

Despite the rise in Median Household Income, the number of Madison households **Below the Poverty Level** has increased. In 2010 18.6% of Madison households reported income at or below the federal poverty level (*\$11,490 for a single person household, \$23,550 for a family of 4*). In 2000, 13.3% of Madison households were at or below federal poverty standards. Age is a contributing factor, adding to the number of fixed income families in Madison.

Educational Attainment stays steady with 84% of the population with at least a high school diploma in 2010 compared to 82% in 2000 and 69% in 1990. Approximately 14% of the residents have at least one degree beyond high school.

Recommendations

- Consider the needs of Madison's aging population in planning and policy making, i.e. affordable housing, tax relief, transportation, access to health care...
- Look into a method of taxation on residents over 65 by capping the tax rate and recouping the income upon sale of property.

II. Housing/Taxation:

In 2010 the **Town's Housing Inventory** included 2,111 homes, 1,595 of which were owner occupied (75%). The tax assessor's office notes that at least 60% of the town's homes are 50 years old or older.

A total of 228 homes have been built in Madison since 2000.

In addition, Madison has 317 homes of various ages that are considered **seasonal**, recreational or occasional use.

According to the 2011 data from the Maine Housing Authority, the **Median Sale Price** in Madison dropped from \$100,000 in 2007 to \$82,250 in 2011.

The **average cost to rent** a 2-Bedroom apartment in Madison has risen from \$552 in 2003 to \$693 in 2010. According to data from the Maine Housing Authority, 47.9% of renters in Madison cannot afford the current rate of \$693.

MHA data also shows 116 Madison households receive some sort of **Housing Subsidy**.

Mobile Homes make up 17% of the housing stock in Madison. By comparison, mobile homes made up 12% of the housing stock in 1990 and less than 5% in 1970.

As of 2010 Somerset County had the 4th highest **average tax rate** in the state. But, since property values vary widely from county to county, the amount of dollars property owners pay in taxes has Somerset County residents on the low end of the scale.

County	Median Property Tax*	Ave Tax Rate
Cumberland	\$ 2,973.00	13.87
York	\$ 2,455.00	11.39
Sagadahoc	\$ 2,234.00	12.79
Androscoggin	\$ 2,185.00	17.06
Knox	\$ 2,166.00	11.37
Lincoln	\$ 1,727.00	8.61
Kennebec	\$ 1,662.00	13.54
Hancock	\$ 1,627.00	8.76
Waldo	\$ 1,580.00	12.19
Penobscot	\$ 1,525.00	16.4
Oxford	\$ 1,427.00	12.47
Franklin	\$ 1,278.00	10.79
Somerset	\$ 1,222.00	14.97
Piscataquis	\$ 1,092.00	11.88
Aroostook	\$ 1,066.00	15.69
Washington	\$ 1,065.00	13.8

*Source (www.taxrate.org)

Recommendations

- Determine ways to maintain, enact or amend growth area land use regulations to encourage affordable/workforce housing developments.
- Continue to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.
- Enact ordinance requiring minimum home lot size of 20,000 square feet.

III. Local Economy:

According to the Center for Business and Economic Research at the University of Southern Maine 9 out of the 10 fastest growing job areas will be in **medical related fields** by 2020. The local economy continues to be strongly influenced by forest related industry, but professional and management occupations have overtaken service sector jobs in the area.

Employment - Occupation, 2010	Madison	%
Total	1,992	-
Management, professional, and related occupations	565	28%
Sales and office occupations	411	21%
Production, transportation, & material moving occupations	363	18%
Service occupations	272	14%
Construction, extraction, and maintenance occupations	265	14%
Farming, fishing, and forestry occupations	83	5%

Madison is located within the Skowhegan Labor Market Area (LMA) which stretches from Norridgewock to Caratunk. **Unemployment rates** have run consistently higher in the Skowhegan LMA (10% or better), than the state or national rate.

Madison Paper continues to be a major factor in the local economy. In 2010 the mill was sold to UPM of Finland. To date the new owner has made significant investment into the UPM Madison facility indicating another generation of local pulp and paper employment. Public input indicates confidence that the paper industry is able to adapt to market changes and continue to provide stability to Madison's tax base. Currently the mill's valuation makes up **45% of the town's total valuation, down from 61% in 2001.**

In 2011 the Town approved a **Downtown Comprehensive Plan** which recommends highlighting of historic buildings and features, and improving infrastructure and access to affordable energy. Public input indicates that any work on the downtown should include access to parking, public restrooms, a restaurant and unique shops.

Compared with other regions of the state, tourism is not a significant part of the Madison economy. Without a hotel or motel, visitors tend to stay elsewhere, such as Skowhegan or Waterville. Madison does have two overnight campgrounds for seasonal camping, and access to Lake Wesserunsett and the Kennebec River for outdoor recreational activities. Public input indicates there are **tourist and recreational attractions in Madison** that are under promoted and the town should look to increase promotional activities.

The significant economic change created by **Backyard Farms** added to Madison's opportunity for business growth with a **TIF District** (2006). Public input indicates that priorities for TIF spending should be infrastructure, followed by addressing slum and blight, then business development and finally use for municipal expenses. It has been suggested that the selectmen create a project list that could be published in the town report each year so that residents could see what is under consideration for TIF.

Recommendations

- Continue to utilize TIF funds for infrastructure, slum & blight, business development and municipal expenses.
- Continue use of the Revolving Loan Fund for business development incentive in Madison.
- Assist the Madison Business Alliance with their goals; which include downtown revitalization, new business development and support for existing business throughout the town.
- Work to increase tourism opportunities in Madison.
- Develop infrastructure projects as needed to support new and existing businesses.
- Continue relations with Somerset County Economic Development and Kennebec Valley Council of Governments to coordinate and participate in regional economic development efforts.

IV. Schools:

With the withdrawal of Starks in 2010 and Athens in 2013, Madison is now the only municipality served by MSAD#59. The **three schools buildings** are all less than 30 years old: Madison Area Memorial High School (1986), located on Rt. 148, Madison Junior High School (1987), on Main Street, Madison Elementary School (2003) on Learner's Lane. Total **enrollment is less than 800 students**

The District's administrative offices moved from the former Weston Ave School, to the Junior High School in 2012. Currently, the Superintendent's Office is housed at the High School. The **Weston Ave building** is currently vacant and has been turned over to the Town. In addition, the district also has a bus garage adjacent to the High School.

In a new ranking system developed by the state in 2013, Madison High School was given **a grade of 'C'**. Comparatively, Skowhegan High School received a rank of 'D' and Carrabec High School a 'C'. Maine Educational Assessment test results are used to monitor trends in student performance. The charts below show the percentage of Madison students who are proficient compared with the state wide average:

Grade 5 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
2008/2009	47%	64%	64%	72%	61%	63%
2009/2010	58%	60%	75%	70%	57%	63%
2010/2011	51%	64%	49%	68%	69%	65%

Maine Educational Assessments

Grade 8 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
2008/2009	51%	59%	53%	69%	79%	71%
2009/2010	48%	59%	63%	73%	87%	72%
2010/2011	54%	60%	77%	77%	76%	71%

Maine Educational Assessments

Grade 11 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
2008/2009	25%	46%	28%	48%	19%	42%
2009/2010	45%	49%	42%	50%	36%	44%
2010/2011	37%	46%	38%	47%	28%	45%
2011/2012	47%	48%	44%	49%	40%	41%

Maine High School Assessments (SAT Scores)

The School District employs approximately 200 people, including teachers, administrators, secretaries, educational technicians, assistant teachers, bus drivers and cafeteria employees. Public input indicates support for the school board and the local board of selectmen **having occasional joint meetings** for better communication, and for the schools to have collaborative relationships with local churches, businesses and the town office to offer a wider array of educational opportunities for students.

Recommendations

- Meet regularly (2-3 times per year) with school officials to develop mutual goals for educational improvements and fiscal responsibility.

V. Recreation, Parks & Open Space:

The Madison Recreation Committee is organized by commissioners for each sport, with a part time recreation director and many volunteers. The 2013 budget for recreation in the **Town of Madison is \$81,807**. By comparison the budget for Skowhegan's recreation is \$443,203 for the 2013 fiscal year. In Skowhegan the budget includes a full time director and staff and the costs associated with operating a stand-alone recreation facility with gymnasium.

The Recreation Committee works closely with the School District to provide facilities and opportunities for healthy activities. The local schools offer their 3 gymnasiums for indoor sports and offers **fitness programs throughout the year to citizens of all ages**. Equipment provided by grants from the New Balance Foundation offer a wide array of activities from weight lifting, to spinning classes, to mountain biking.

Madison has added to the number of facilities in the past 15 years. Built in 2001, the Preble Avenue ball-fields are comprised of **2 softball fields, 4 baseball fields and a multi-purpose field**. In the winter, cross country skiing trails are maintained along the Preble Avenue fields with help from a grant from the New Balance "Move More Kids" Program

The Dillon Family Park, located in back of the municipal office, constructed from donations from the Dillon family, provides **a lighted outdoor basketball court and skateboard park**. In East Madison, there are two basketball courts, and two tennis courts.

In regards to promotion of recreational trails in Madison, public input indicates that ideas such as nature studies, and student projects such as geo-caching may be beneficial. There are several groups with interests in trails such as Somerset Woods Trustees, ATV Clubs, Healthy Hometowns and Active Community Environment Teams. Currently **there is not an entity in place to oversee trail development and maintenance**.

There has been some public discussion as to the availability of trail making in the property called **Jacob's Pines** in East Madison. This property is under the supervision of the Library Trustees, and designed for use by Scouts, 4-H and other such groups. The terms of use does allow for trail making but no cutting of trees. It was suggested that groups may want to collaborate on a trail making project. In addition the system of trails in town could utilize the property in the Madison Business Gateway, and perhaps property behind the Health Center.

Access to the Kennebec River and Lake Wesserunsett is limited and could be improved in an effort to grow the recreational and historical tourism base in Madison. Regardless of the place or style of recreation, public input strongly indicated that **maintenance** should be given a high priority. Maintenance budgets and responsibilities should be at the first part of any plan and be included in grants and other funding for recreation projects. Suggestions were given that this could be part of a joint venture between the town and the school, and also be part of the responsibility of public works.

Recommendations

- Maintain parks, ball fields, existing trails, boat launch, picnic and swim areas.
- Plan and seek funding for trail development: Hiking, biking, cross-country skiing, snowmobile and ATV. With particular interest in developing trails in the Business Park, Preble Ave fields, High School and Jacob's Pines in East Madison.
- To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing and swimming and work with nearby property owners to address concerns.
- Support Lake Wesserunsett Association in continuing to maintain boat launch and swim area in East Madison.

VI. Transportation:

Of the 86.24 total miles of roads in Madison, 50.13 are considered local roads and as such are maintained by the Town Highway Department. Based on data from the MDOT Road Surface Management System the following plan for maintenance is recommended:

2014	Road	Length	Recommended Repair	Budget
	Boardman Road	0.35	1.5 inch overlay	\$ 43,000.00
	Golf Course Road	1.71	Shim w/ 1 inch overlay	\$ 153,000.00 (TIF)
	Ingalls Street	0.17	18" New Gravel	\$ 104,425.00
	Maple Street	0.12	18" New Gravel (Paving)	\$ 20,000.00
	Old County Road	1.46	Shim w/ 1 inch overlay	\$ 130,000.00 (TIF)
		3.81	Total 2013	\$450,425.00
2015	Road	Length	Recommended Repair	Budget
	Blackwell Hill Road	2.06	1.5 inch overlay	\$ 195,000.00
	River Road	5.13	1.5 inch overlay	\$ 375,000.00 (TIF)
	Madison Ave	0.18	1 inch overlay	\$ 12,500.00
	Heald Street	0.26	Reclaim w/1.5 inch overlay	\$ 350,000.00
	Ward Hill Road	1.96	1.5 inch overlay	\$ 161,000.00 (TIF)
		9.59	Total 2014	\$1,093,500.00
2016	Road	Length	Recommended Repair	Budget
	Hazel Street	0.17	Shim w/2 inch overlay	\$ 25,600.00
	Kennebec Street	0.06	Rebuild	\$ 80,000.00
	Lowe Street	0.16	Shim w/2 inch overlay	\$ 20,800.00
	Parking Lot Old Point	0.01	1.5 inch overlay	\$ 18,700.00
	Parking Lot PD	0.01	1.5" overlay from PD to Irvings	\$ 75,000.00
	Wedge Street	0.1	Shim w/2 inch overlay	\$ 13,700.00
		0.51	Total 2015	\$ 233,800.00
2017	Road	Length	Recommended Repair	Budget
	Bean Street	0.2	Rebuild	\$ 142,000.00
	Garden Street	0.02	1.5 inch overlay	\$ 1,700.00
	S. Solon Meeting House Road	0.33	1.5 inch overlay	\$ 30,175.00
	Maxim Street	0.12	Reclaim w/1.5 inch overlay	\$ 24,000.00
	River Road	5.13	1.5 inch overlay	\$ 210,664.00
	South Main Street	0.15	1.5 inch overlay	\$ 12,400.00
		5.95	Total 2016	\$420,939.00
2018	Road	Length	Recommended Repair	Budget
	Colby Bryant Road	0.41	1 inch overlay	\$ 23,545.00
	Preble Ave	1.72	1 inch overlay	\$ 131,325.00
	Shusta Road	1.58	1 inch overlay	\$ 90,950.00
	Walker Road	0.33	1 inch overlay	\$ 18,955.00
		4.04	Total 2017	\$264,775.00

Sidewalks are in disrepair along both sides of Main Street from the streetlight to the Junior High, and also along Weston Ave to Vaughn Street. Public input indicates strong support for a sidewalk inventory and perhaps even a sidewalk committee to prioritize repairs and maintenance.

Started in November of 2012, the Somerset Explorer provides public transportation throughout Madison, Anson, Norridgewock and Skowhegan. The Explorer is operated by KVCAP and has three local pick up and drop of sites in Madison.

Recommendations

- Continue to provide information on road projects to citizens, and allow for fluidity in changing road projects
- Seek to develop and maintain a sidewalk inventory
- Continue to support transportation efforts such as KVCAP's Somerset Explorer.

VII. Community Services & Facilities:

The municipal building was originally constructed for the Madison Electric Works office in 1955. Currently the building serves as the **Town Office**, housing the following administrative departments: Town Manager, Economic Development, Tax Assessor, Code Enforcement, General Assistance, Tax Collector, Clerk/Treasurer, Bookkeeper and the Executive Secretary. The building also houses the police department in the basement, and the fire department operates in a separated office/garage portion.

Due to a lack of meeting space, a meeting room at the Old Point Avenue School is used for the Selectmen's meetings and other public gatherings. The Junior High auditorium and cafeteria are also used by the Town of Madison for public events. Public input indicates support for **creating extra space for municipal offices**. Also there is support for incorporating Water/Sewer so residents could pay all their bills at the same place.

The Madison **Police Department** is run by a full time Police Chief with five (5) officers, a dispatch/administrative position and a varied number of reserve officers.

Madison **Fire Department** personnel includes a chief and a "Call Firemen" volunteer force, paid for time spent in training and fire suppression activities and are considered Town employees for insurance purposes. Currently there are a total of thirty (30) members on the roster. Three (3) firefighters are licensed EMTs.

The Anson/Madison/Starks **Ambulance Service** is a quasi-municipal corporation with a Board of Directors that consists of the Boards of Selectmen from Madison, Anson and Starks. Each town is assessed a fee for services based on total population. Currently the Town of Madison is assessed \$15 per person for a total of \$72,825.

Madison's **Highway Department** consists of a working, elected Road Commissioner, a foreman and three driver/equipment operators. During the winter months an additional driver supports the crew with hours to cover major storms and snow removal.

The **Madison Area Health Center** is a federally funded facility that serves as a clinic and provides services for many area citizens. The Center is one of eleven (11) Centers in Maine under the Health Reach Network.

The Town of Madison contracts yearly with Waste Management, Inc., for the transfer and disposal of solid waste. The town's curbside recycling program is a single stream program in which participants no longer need to sort their recyclables. Based on per capita comparisons, the town of Skowhegan spends \$82 per person on **Solid Waste & Recycling**, compared to Madison's taxpayer costs of \$53 per person. .

The Madison **Water District** is a quasi-municipal corporation that is governed by an elected three member board of trustees. The District's office is located on South Maple Street. One superintendent, assistant superintendent and office person serve the Water District's approximately 1,200 customers.

The town of Madison is served by the Anson-Madison **Sanitary District** which is a quasi-municipal corporation governed by a seven member elected board of trustees, 4 from Madison and 3 from Anson. The District subcontracts operations to Woodward and Curran, Inc. UPM Madison (Madison Paper) is the primary customer, accounting for 95 percent of the system use.

Recommendations

- Identify capital improvements needed to maintain or upgrade public services to accommodate anticipated growth and changing demographics.
- Explore options for regional delivery of local services (Fire/Police)
- Consider ways to combine the location of services to enable residents to pay water, sewer, tax and other bills all at one place.
- Seek to increase participation in recycling programs

VIII. Additional Community Services:

The Town of Madison contributes over \$65,000 annually to **non-profit entities** that provide additional support services in the region. The following list itemizes each of the groups the Town supports.

People Who Care Food Cupboard	\$15,000.00
Humane Society	\$7,888.00
Family Violence Project	\$7,775.00
Kennebec Behavioral Health	\$6,000.00
Spectrum Generations	\$4,599.00
Lake Wessurunsett Association	\$4,500.00
Madison/Anson Senior Citizens	\$4,000.00
Children's Center (Augusta)	\$2,261.00
Somerset Explorer	\$2,200.00
Abanaki Snomobile Club	\$2,000.00
Madison Recycles	\$2,000.00
Central Airport	\$2,000.00
KVCAP	\$1,800.00
Sea Cadets	\$1,000.00
Hospice Volunteers Somerset	\$1,000.00
Health Reach	\$750.00
American Legion	\$600.00
Red Cross	\$600.00
Somerset Economic Development	\$100.00
Total for 2013/2014 Budget	\$66,073.00

Recommendations

- Continue to take a balanced approach to benevolence giving and responsible budgeting of tax payer money.
- Continue to require agencies make reports and be present at budget meetings to justify expenses.

IX. Water Resources:

Madison lies entirely within the **Kennebec River** basin. Water in the western section of the town drains directly into the Kennebec River, while the eastern part of town drains primarily into Wesserunsett Lake then into the Kennebec at points further south

The Kennebec River is an **important regional resource**. Communities along the Kennebec River have improved river access and waterfronts, enhancing recreational opportunities for area residents that include swimming, boating, and fishing.

Public input confirmed the best approach is one that **balances conservation and promotion** for tourism and recreational use. It was noted that promotion of the River should be regionalized to include Anson, Solon, Skowhegan, Norridgewock and Bingham to collaborate on events and activities as well as projects to improve access.

Wesserunsett Lake continues to provide recreation for visitors and residents on the lake as it has done for many generations. Area residents enjoy boating, fishing, swimming, winter ice fishing, skating, skiing and snowmobiling on the lake. Camps, seasonal homes and year round homes dot the shoreline. Wesserunsett is a densely developed lake, with more than 23 residences per shoreline mile, and seasonal residences continue to be converted to year-round homes.

Two strong protections of water quality at Lake Wesserunsett are Madison's Shoreland Zoning Ordinance and the **Lake Wesserunsett Association (LWA)**. The Lake Association's mission is to preserve, enhance and protect the lake and its environs. LWA participates in monitoring water quality and in tracking the loon population, educates the public about water quality issues with handouts and manages the Courtesy Boat Inspection program at the East Madison Boat Launch.

Wise management of **groundwater resources** assures that plentiful, clean water remains available to Madison residents who rely on wells for safe drinking water. The Town of Madison has two types of aquifers, sand and gravel aquifers and bedrock aquifers. The Maine Geological Survey (MGS) identifies two areas within town favorable for the development of groundwater supplies from sand and gravel deposits. The sand and gravel aquifers have yields greater than ten gallons per minute, sufficient for public water supply or to serve a number of homes.

Madison's significant **sand and gravel aquifers** are located along the entire length of the Kennebec River, (except for a gap at the urban core of town), and along the northeast shore of Lake Wesserunsett.

Bedrock aquifers have not been mapped in Madison, however it is estimated that 70% of homes **with private wells** in Maine use water from bedrock aquifers.

Recommendations

- Continue to support the voluntary efforts of the Lake Association to test, maintain and protect the water quality.
- Continue a balanced approach to conservation and promotion of local water resources for recreation based tourism.
- Enforce the provisions of Shoreland Zoning Ordinance to require developers demonstrate that their proposals will not adversely affect nearby wells and surface water resources.
- Carefully manage water rights to protect water supplies

X. Historical & Archeological Resources:

Madison's **archaeological resources** include: Father Rasle Mission at Old Point, a pre-historic Indian site just off-shore from Thompson Point on Wesserunsett Lake and several patches of Aeolian sand just northeast of Ward Hill. The Maine Historic Preservation commission has surveyed sites along the banks of the Kennebec and suggest that the same should be done along the lake.

Madison has several historic buildings now listed on the **National Register of Historic Places** that also have contributed to the town's history.

The Weston Homestead: Located at the end of Weston Avenue, stands in grand Federal style on the banks of the Kennebec River. The property takes the visitor back to the 1800's with original features, wallpapers and furniture in the home of one of the first settlers in Madison, Benjamin Weston. The property is currently for sale.

Lakewood Theater originated as a Spiritualist Camp in 1882, and the first meeting house barn-like structure evolved into the pillared theater building still prominent on the Wesserunsett shores today.

The Madison Public Library: Andrew Carnegie gifted the Town of Madison with \$8,000 to construct the C.S. Humphreys (locally designed) building, to be matched by \$800 from the town. Henry and William Johnson built the ornate, brick and granite library. The unique building includes a balcony, fine oak paneling, and antique light fixtures.

The Town of Madison conducted **surveys of historical properties** in 1985 and 1989. Several downtown buildings represent turn of the century architecture, including the Blackwell Building (1902) the Greene Block (1892), the Congregational Church (1893) and the Christopher Building (1921).

The Madison Historical and Genealogical Society organized in 1999. The Society currently has 78 members who meet on the third Saturday of every month. The historic collection displays local artifacts which may be viewed by the public every Saturday from 10am-2pm.

In 2010, the Town of Madison granted a portion of the land at the East Madison Fire Station to the **East Madison Historical Society** to construct a building to house their historic collections. Madison now has two operating historical societies, representing both villages and preserving the individual histories of both areas within the town limits.

In order to protect to the greatest extent practicable the significant historic and archaeological resources in Madison, the Town should consider ways that the Madison Historical and Genealogical Societies **generate tourism dollars** and economic development, and how that could be leveraged to develop an overall **Tourism Center** to enhance Madison's appeal.

Recommendations

- Seek federal, state and private funding for restoration of historic properties, including historic tax credit programs, and TIF Funds.
- Educate landowners of potential archaeological sites to minimize disturbance to historical and pre-historical areas.
- Work with Madison and East Madison Historical and Genealogical Societies to assess future needs for preservation in Madison including assessments and surveys.
- Distribute Historic Preservation Maps to any entity requiring site review and incorporate such information into the Site Review process.

XI. Agricultural & Forestry Resources:

Forestry and agriculture resources continue to make important contributions to the Madison economy as well as the visual impact to the rural landscape.

Approximately 8,000 acres are assessed as farmland, about 22% of the total acreage in the Town. There are no local regulations protecting farmland in Madison.

Local dairy farms have dwindled in number from over 40 in the 1960's to 2 in Madison currently (Mantor & Paine). Farmers struggle with controlled costs in milk pricing as well as other restrictive regulations, making profitable farming quite difficult. Public input indicates that property taxes are another key factor in farming profitability since they are generally some of the largest land owners.

The number of large, family owned operations like dairy farms and apple orchards (North Star) is unlikely to change in the next 5 to 10 years. Homesteading, however is a growing phenomenon in Central Maine as people relocate from urban to rural areas to operate self-sustaining farms. A growing number of homesteaders in the area sell their produce at local farmer's markets in Skowhegan and Farmington. Attempts to maintain a farmer's market in Madison have had variable results. In addition to farmer's markets, supports such as a Farmers Network and a local food hub or co-op could benefit homesteaders in their efforts to be sustainable. Other start-up costs for farmers include purchasing equipment, access to land and training. Farmers could have the same access to the Town's Revolving Loan Program as other local businesses.

The largest agricultural impact in Madison is Backyard Farms 42 acre greenhouse complex. BYF provides over 200 jobs in the local economy and its current TIF agreement with the Town provides funding for economic development projects.

Economically, forestry appears to have remained stable over the past decade with the paper mills, development of biomass to replace oil as well as the conversion from heating oil by many residents to wood and wood products. Approximately 67% of Madison's land area, 23,600 acres, is forested.

Nearly all of the Town's forest land is owned by non-industrial land owners. The Maine Forest Service records use and enforces land owners following of Best Management Practices for erosion control.

The Tree Growth Program allows assessment of forestland based on current use rather than market value as long as the land is managed for timber production and remains as a forest. In 1999, the Tree Growth Program had 167 parcels, totaling 12,872 acres. Currently those numbers have dropped to 132 parcels and 7,512 acres.

The State of Maine has systems in place to protect forested land. Non-profit entities such as Somerset Woods Trustees support the preservation of forested lands in the area. As of 2013, Somerset Woods owns 77.91 acres in Madison valued at \$109,600.

Recommendations

- Consult with the Maine Forest Service district forester when developing any land use regulations pertaining management practices as regulated by 12 MRSA Sec. 8869.
- Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.
- Amend land use ordinances to require commercial or subdivision development in critical rural areas, if applicable, maintain areas with prime farm soils as open space to the greatest extent practicable
- Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource businesses and services, nature tourism/outdoor recreation businesses, farmers' markets and home occupations.
- Encourage owners of productive farm and forest land to enroll in the current use taxation programs.
- Continue to support productive agriculture and forestry operations, such as road-side stands, greenhouses, pick-your-own operations and a farmer's market.
- Include agriculture and commercial forestry in local or regional economic development plans.
- Communicate that farmers can apply for funding from the Town's Revolving Loan Account to help with the costs of equipment, land purchases, and training.

XII. 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 and birding 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's 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 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.*" The Ordinance does not contain any specific standards to assist the Planning Board in assessing proposed development in this regard.

Recommendations

- Consider a conservation commission to assist the planning board with identifying and assessing natural areas and resources, and education on conservation.
- Review the Shoreland Zoning regulations to assure that moderate and high value wetlands 10 acres or larger and unforested come under Resourced Protection. These regulations are updated every 10 years, with the last update completed in 2009.

XIII. Fiscal Capacity:

Three major factors go into determining local taxes. Once the **total amount** is determined to fund local, county and school budgets, then the board of assessors determine **a tax rate** (mil rate) based on the **value of property** within the town.

Fiscal Year	Town Valuation	Tax Rate	Total Income
2013-2014	\$497,500,000	0.01753	\$8,721,175.00
2012-2013	\$499,559,900	0.01691	\$8,421,641.77
2011-2012	\$499,652,500	0.01584	\$8,093,748.93

The money raised from local taxes is distributed in three areas. Over the past 5 years an average of 60% has gone toward the school district budget, 26.5% to the town and 13.5% to Somerset County.

Fiscal Year	Town Portion	Somerset County	MSAD #59	Total
2013-14	\$2,327,996	\$1,081,584	\$5,439,485	\$8,849,065
2012-13	\$2,238,546	\$1,139,404	\$5,043,690	\$8,421,641
2011-12	\$2,158,908	\$1,056,567	\$4,878,272	\$8,093,748

In 2001 **UPM (Madison Paper)** comprised 61.04% of the valuation of the town. As of 2013 the mill's value makes up a little less than 45%. This change reflects ongoing depreciation, and a new state exemption that exempts new equipment put in place since April 1, 2007. A decrease in UPM Madison's taxable value shifts more of the tax burden to local landowners.

Waterfront properties in general have seen a rise in valuation over the past 10 years. In East Madison, **lakeside properties** make up approximately 9% of the town's total valuation at about \$44.5 million. Madison's most recent major valuation was 2007.

Long Term Debt: Currently the Town of Madison has no long term debt.

Revenues and Expenditures (see: Municipal/School Budget)

Comparative Tax Data: The state requires towns to assess property values at a minimum percentage of 70%. If taxes are based on a value lower than 100% then the tax rate should be adjusted to 'full value' for comparison purposes. The following chart shows data from the Maine Revenue Services with estimated full value tax rates for an **'apples to apples' comparison.**

Town	2013	2012	2011	2010	2009	2008	2007
Madison	17.53	16.91	15.84	15.59	15.68	15.31	15.12
Skowhegan	16.20	16.40	15.74	15.28	15.30	15.55	15.30
Anson	*	19.20	19.16	17.39	15.48	14.86	14.98
Norridgewock	*	15.82	15.18	15.54	15.55	15.18	13.49
Pittsfield	*	18.50	17.39	17.37	15.52	14.54	14.11
Fairfield	20.25	19.70	19.06	18.97	18.11	16.07	14.52
Somerset County	n/a	n/a	15.35	14.97	14.62	14.19	13.77
State of Maine	n/a	n/a	13.40	12.87	12.23	11.70	11.33

*not available at time of publication

Recommendations

- Seek to balance responsible budgeting and provision of public services to meet the needs of the community while maintaining a competitive property tax rate.
- Seek to attract new business, industry and homeownership to broaden the local tax base.

XIV. Existing & Future Land Use Plan:

The overall goals of the **Land Use Plan** are to encourage growth in areas where services can be provided most cost-effectively, to provide areas with access to services for economic development and to preserve the rural character and the agricultural and forest resources of the Town.

Madison's Planning Board and **Code Enforcement Officer** have the administrative capacity to manage the land use regulation program. The Site Review Ordinance is the primary tool for regulating growth. A review of building permits from 2004-2013 shows growth occurring in desirable areas.

The villages of East Madison and Madison are designated **Village Districts** designed to be attractive for residential, community living with access to goods and services. The Lakewood area is also designated as a Village District to support revitalization of this area as a recreational and cultural destination.

The **Rural District** includes Madison's large expanses of forest and agricultural land, interspersed with low density rural residential uses. A **Rural Residential District** is designed to encourage residential uses in a rural setting, but with access to nearby roads and services.

There are **no zoning** restrictions in place and the Town's existing ordinances do not guide growth into any one area. Five subdivisions have been approved by the town since 1995, all located in rural areas.

The **Shoreland Zoning** ordinance protects the critical natural resource areas bordering Lake Wesserunsett and the Kennebec River from becoming growth areas. Commercial farming and forestry methods could be improved for future protections in 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.

Shoreland zoning, floodplain management and natural resource protection shelter some areas from development but most of the recent residential development has occurred in areas **outside of the municipal sewer service**. More of the same development patterns in the future could have an impact on maintaining the rural vistas now enjoyed by the citizens of Madison. The vision to maintain property owners' rights and to support economic development also needs consideration to determine the policies and strategies in the land use plan.

Recommendations

- Continue to use Site Review and Subdivision Ordinances to support continued growth within the village and downtown areas, and guide overall growth.
- Continue to enforce the provisions of the Shoreland Zoning and Floodplain Management Ordinances, and the Plumbing Code.

