

# TOWN OF MADISON COMPREHENSIVE PLAN

## 2014 Update



### Acknowledgements

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## Town of Madison

### Comprehensive Plan Update 2014

#### Introduction

The Town of Madison Comprehensive Plan serves a variety of functions. Foremost, it is a roadmap for the future. But like all roadmaps, its success depends on how effectively it is used. It provides a set of policies that help to guide decisions in regard to land use, transportation, economic development, community facilities and natural resources. As an expression of the community's vision, the plan serves as a guide for elected and appointed officials within Madison as they consider new programs or new development proposals.

The Comprehensive Plan is not a set of regulations or ordinances. It is intended to be flexible to meet the Town's growing needs. While it contains recommendations for public policy, including changes to regulations and ordinances, these changes must be voted on by residents at future Town Meetings.

This plan replaces the most recent version of the Madison Comprehensive Plan (June 1999).

### **Community Input**

The Town of Madison's Comprehensive Plan is developed as a public process under the Planning Board's guidance. The Planning Board serves as the Comprehensive Plan Committee with the Economic Development Department gathering the detailed community information, developing the vision statement, analyzing data and determining the policies and strategies for the community.

Each section of the plan was reviewed by the Planning Board and the public through a project called Common Vision for Madison which consisted of a series of public meetings held the first Monday of each month beginning January 7, 2013 and concluding in November 2013. On December 2, 2013 an Executive Summary of the Common Vision Meetings was presented at a Special Town Meeting.

As a result of the work of the Planning Board and the public input the following vision statement was developed for Madison:

*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.*

During the course of the Common Vision meetings over 80 residents were involved in the process, including local business leaders, municipal leaders, school board members, and local farmers, as well as representation from the Madison historical societies and Lake Association.

Each meeting began with a brief explanation of the comprehensive planning process and introducing people to the approach of Asset Based Community Development where the conversations were focused on what is already working in our community and how to make these assets stronger. The ABCD approach does not ignore problems, but it does not dwell on the negative either in an effort to identify and implement solutions.

In each meeting certain subjects germane to the Comprehensive Plan were brought up for discussion. An information packet was provided ahead of time for review and issues for further consideration were highlighted.

**Some of the issues that received the most discussion were:**

The School Board and the Board of Selectmen need to communicate better

Fire/Police and Municipal offices need more space

There needs to be a balanced approach to local natural and water resources that includes both conservation and promotion for recreational uses

Too many vacant buildings in the downtown

Local property taxes are too high

There is a shortage of affordable rental properties in the Madison village area

Madison has an aging population (25% over 65)

The public should know what projects the Town is spending Tax Increment Financing (TIF) money on

The Town's historical societies draw tourists to Madison

Madison's recreational trails should be more developed and promoted

There is concern about discharges into the River and the Lake

Madison needs to draw more commercial businesses with jobs

Burned out lots sit for too long without repair

Large landowners such as farmers are more adversely affected by local property tax increases

For the most part, residents indicated they are pleased with and proud of their town, but they would like to see some changes to make Madison more competitive and attractive to young families and small businesses.

**What can Madison do to improve its image?**

Improve the look of the community by fixing up or removing blighted buildings

Promote recreational trails and river use

Attract the development of new affordable homes

Use TIF money for infrastructure projects (water/sewer/sidewalks/etc)

Find better ways to communicate with residents

Lower property taxes

## Community History

The Town of Madison was incorporated on March 7, 1804. The first settlers began a tradition of an agricultural economy, which continued in Madison for many years. During this time the area considered 'Madison Center' was located on Blackwell Hill and Kincaid Road where the first school building, church and town hall was located.

In the 1860's use of the areas abundance of forestry was developed into paper making mills which were found along the Kennebec River. Madison's first mill was started by the Great Northern Paper Company in 1888.

The first village was developed where Madison's downtown area remains today. Business and industry was located in the same area as need arose for products. Historic records indicate shoe manufacturing, dry goods, groceries, window maker, carriage makers, blacksmiths, masons, a grist mill, woolen mill and starch factory shared village parcels of land with homesteaders.

Village areas were also developed around Hayden Lake (Lake Wessurrunsett). Settlement occurred around 1820, and during that time the East Madison village had grocery stores, a blacksmith shop, two school houses, a woolen mill, cloth dressing mills, tanneries, a chair manufacturer and a shingle mill.

Across the lake another village developed around the historic Lakewood Theater, built in 1882 and noted as America's oldest summer theater. A steamer carried passengers across the lake from East Madison, a trolley brought guests from Madison and Skowhegan. Lakewood became renowned for famous actors performing summer stock.

Today, Madison's rich heritage and rustic charm make it a desirable place to live work and play.

## Regional Context

Madison is located in the Kennebec Valley region of the state, known for its rustic and rural beauty and the rugged individualism in its people. Centrally located between Augusta and Bangor, the area has access to necessary services, without feeling encroached upon by urban sprawl.

## Regional Coordination Program

Residents recognize that by itself, Madison may not be a strong destination for tourists and related businesses. But by cooperating with neighboring communities, Madison can benefit from tourism and business growth in the region. The Town shares the Route 201 corridor with Skowhegan to the south and Solon to the North. Efforts to coordinate a regional plan for this area have been recently renewed with conversations between the Select Boards of both Madison and Skowhegan.

Madison shares the Kennebec River resource with Anson, North Anson, Solon, Norridgewock and Skowhegan and efforts to promote the recreational use and conservation of the River will be shared between communities.

Regional coordination efforts mentioned in this Comprehensive Plan include, but are not limited to: Anson/Madison/Starks (AMS) Ambulance, Anson/Madison Sanitary District, Anson/Madison Water District, Somerset Economic Development Corporation, Kennebec Valley Council of Governments, CATV Channel 11, and the IT Snowmobile Trail.

## Population Trends

The State Planning Office and the Kennebec Council of Governments forecast population levels for communities in Maine. Both have different formulas for calculations, and show discrepancies in totals for growth in the future. *It is difficult to arrive at a determination from such varying statistics. Planners using such figures must wrestle with both the growth scenario and the population loss scenario.* Two years ago KVCOG predicted Madison's population to be in the range of 4950 by 2030.

Madison's 2010 US Census total population of 4,855 shows an increase of 332 from the 2000 US Census, *the largest population growth in Somerset County.* Given the 2010 Census numbers, the KVCOG estimate might have underestimated actual population growth figures for 2030.

However given the area's aging population and the trend of younger families settling in Southern Maine or out of state, many recent studies have projected the population to decrease over the next decade. In February of 2013, the Governor's Office of Policy and Management estimated that Madison's population will decrease by 9% or 400 people by 2030 and the population of Somerset County is estimated to drop by 6.2%. The only Maine counties anticipating a population increase by 2030 are York (2.7%), Penobscot (2.4%), Knox (4.6%), Cumberland (3.1%), and Androscoggin (8.3%).

<b>Table A.1 Year</b>	<b>Population Madison</b>	<b>% Change</b>
1810	686	-
1850	1769	157%
1900	2764	56%
1920	3700	33%
1950	3639	-1.6%
1960	3935	8.1%
1970	4278	8.7%
1980	4367	2.1%
1990	4725	8.1%
2000	4523	-4.3%
2010	4855	7.3%

Table A.1 shows Madison's population from the US Census, beginning with 1810 through 2010.

Historic population trends for Madison can be seen as slow and steady, with increases in population through 1920, perhaps from economic boom times, as with the start of the industrial revolution.

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. Lake Wesserunsett seasonal camps give a slight increase in population during summer months but the numbers of seasonal visitors do not affect services and the numbers of people around the lake is not expected to rise in the future due to shoreland and natural resource controls.

Table A.1 - Source: Maine Census Data Population Totals

Table A.2 outlines typical household sizes in Madison. The data is collected from the 2005-2009 American Community Survey and shows the average household size to be 2.23 persons, compared with the statewide average of 2.39. Nationally the average household size decreased from 3.1 to 2.6 from 1970 to 2010, and Maine ranks first in the order of smallest average households.

From a planning perspective, Madison's population change divided by its average household size equates to fewer than 10 new households in the past two decades. In regards to housing and available services in the community, the rate of increase is quite manageable from the municipal standpoint.



<b>Table A.2 - HOUSEHOLDS BY TYPE</b>	<b>Estimate</b>	<b>Percent</b>	<b>Margin of Error</b>
<b>Total households</b>	<b>1,970</b>	<b>100%</b>	<b>(X)</b>
<b>Family households (families)</b>	1,283	65.1%	6.4
<b>With own children under 18 years</b>	543	27.6%	6.3
<b>Married-couple family</b>	1,030	52.3%	7.2
<b>With own children under 18 years</b>	403	20.5%	5.2
<b>Male householder, no wife present, family</b>	76	3.9%	2.7
<b>With own children under 18 years</b>	24	1.2%	1.1
<b>Female householder, no husband present, family</b>	177	9.0%	4.4
<b>With own children under 18 years</b>	116	5.9%	3.6
<b>Nonfamily households</b>	687	34.9%	6.4
<b>Householder living alone</b>	625	31.7%	6.2
<b>65 years and over</b>	267	13.6%	3.7
<b>Households with one or more people under 18 years</b>	587	29.8%	5.9
<b>Households with one or more people 65 years and over</b>	616	31.3%	4.1
<b>Average household size</b>	2.23	(X)	(X)
<b>Average family size</b>	2.87	(X)	(X)

Table A.3 provides population breakdowns by age. Median age for Madison has increased from 35.9 in 1990 to 44.6 in 2010 in line with documentation of the aging population in the State of Maine. Statewide the median age has increased to 42.6 making Maine's population the oldest in the nation.

Analysis of the following data indicates that the local female population has increased to 54% from 51% in 1990, the 65 and older age group has remained relatively constant at 18% while the under 35 age group has decreased from 49% in 1990 to 38% of the population in 2010.

The 35-64 age group increased from 35% in 1990 to 44% in 2010. This age group represents the highest wage earners and there are fewer workers moving in to replace those who may be retiring.

<b>Table A.3 - Madison Census Data</b>	<b>2010</b>	<b>%</b>	<b>2000</b>	<b>%</b>	<b>1990</b>	<b>%</b>
<b>Total population</b>	<b>4855</b>		<b>4,523</b>		<b>4,725</b>	
Under 5 years	227	5%	268	6%	313	7%
5 to 9 years	265	5%	248	5%	311	7%
10 to 14 years	340	7%	312	7%	339	7%
15 to 19 years	270	6%	253	6%	374	8%
20 to 24 years	212	4%	163	4%	299	6%
25 to 34 years	532	11%	549	12%	666	14%
35 to 44 years	640	13%	706	16%	672	14%
45 to 54 years	777	16%	662	15%	530	11%
55 to 59 years	365	8%	267	6%	235	5%
60 to 64 years	343	7%	213	5%	237	5%
65 to 74 years	447	9%	468	10%	404	9%
75 to 84 years	315	6%	294	7%	247	5%
85 years and over	122	3%	120	3%	98	2%

<b>Table A.4 – Year</b>	<b>Births</b>	<b>Deaths</b>
<b>1990</b>	46	44
<b>2000</b>	47	54
<b>2009</b>	50	66
<b>2010</b>	45	85
<b>2011</b>	49	47
<b>2012</b>	45	52

Table A.4 from the Town Clerk's records shows information on natural population changes in the Town of Madison.

From 2009 through 2012 deaths outpaced births at a rate of 1.32 to 1.

Table A.5 shows educational attainment in Madison with data from the US Census over the past 20 years. The data indicates an increase in higher levels of education; with degrees beyond high school rising from 26% in the 1990 US Census to 35% in 2010.

<b>Table A.5 – Educational Attainment (age 24+)</b>	<b>2010</b>	<b>%</b>	<b>2000</b>	<b>%</b>	<b>1990</b>	<b>%</b>
<b>Less than 9th grade</b>	193	6%	206	6%	333	11%
<b>9th to 12th grade, no diploma</b>	340	10%	380	12%	608	20%
<b>High school graduate (includes GED)</b>	1700	49%	1557	48%	1280	42%
<b>Some college, no degree</b>	500	14%	597	17%	394	13%
<b>Associate degree</b>	350	9%	218	7%	182	6%
<b>Bachelor's degree</b>	327	9%	251	8%	194	6%
<b>Graduate or professional degree</b>	95	3%	65	2%	62	2%

Despite an increase in Median Household Income from \$30,528.00 to \$35,270.00 between the years 2000 and 2012, the number of Madison households below the poverty level has increased over the past decade. Madison's rate of households below poverty level of 18.6% compares to 17.7% in Somerset County and 12.8 percent for the State of Maine.

<b>Table A.6 - Income - % Households Below Poverty</b>	<b>2010</b>	<b>%</b>	<b>2000</b>	<b>%</b>
<b>Total Number of Madison Households</b>	2111		1893	
<b>Number of Households Below Poverty</b>	392	18.6%	252	13.3%

The 2010 Federal standard for 'Poverty Level' is an income of \$22,050 or less for a family of 4.

Data from the American Community Survey demonstrates that single female householder families command the highest percentage of the poverty rates in Madison at 41%.

## **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:

<b>District</b>	<b>Description</b>
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.



## *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 identified in the Future Land Use Plan.	Town Manager Board of Selectmen TIF Amendments	0-2 Years

*To establish efficient permitting procedures, especially in growth areas.*

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

*To coordinate the community's land use strategies with other local and regional land use planning efforts*

Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.

Town Manager  
Planning Board  
Board of Selectmen

6+ Years

*To protect rural and critical waterfront areas from the impacts of development.*

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.

# Affordable Housing

**Goal:** *To encourage and promote affordable, decent housing opportunities for all Maine citizens.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<p><i>To encourage and promote adequate workforce housing to support the community's and regions economic development.</i></p> <p><i>To ensure that land use controls encourage the development of quality affordable housing, including rental housing.</i></p>	Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentives to encourage the development of affordable/workforce housing.	Town Manager Planning Board Code Enforcement	6+ Years
	Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.	Town Manager Planning Board Code Enforcement	6+ Years
	Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A MRSA 4358(3)(M) and where manufactured housing is allowed pursuant to 30-A MRSA 4358(2)	Town Manager Planning Board Code Enforcement	0-2 Years

*To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.*

Create a community affordable/workforce housing committee and/or regional affordable housing coalition.	Town Manager Economic Development Planning Board Code Enforcement	3-5 Years
Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.	Town Manager Economic Development Planning Board Code Enforcement	6+ Years
Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.	Planning Board Economic/Community Development	6+ Years

According to numbers from the US Census Bureau, Madison's population (4855) is aging while the household size is decreasing (2.23/home). As of 2010 the town's housing inventory included 2,111 homes, 1,595 of which were owner occupied (75%). Table A.8 shows the age of local homes from data compiled by the American Community Survey's 5 year estimates.

<b>Table A.8 - Owner Occupied Homes Constructed between...</b>	<b>Number</b>	<b>%</b>	<b>Renter Occupied Homes Constructed Between...</b>	<b>Number</b>	<b>%</b>
<b>2000-2010</b>	218	14%	<b>2000-2010</b>	10	2%
<b>1970-1999</b>	570	36%	<b>1970-1999</b>	240	47%
<b>1940-1969</b>	384	24%	<b>1940-1969</b>	77	15%
<b>1939 or earlier</b>	423	26%	<b>1939 or earlier</b>	189	36%
<b>Total Owner Occupied</b>	1,595		<b>Total Renter Occupied</b>	516	

The tax assessor's office notes that at least 60% of the town's homes are 50 years old or older. The destruction or demolition of some older homes has resulted in a net loss of 151 units over the past 20 years. The 1994 data estimates the number of homes in Madison at 2,262 compared to 2,111 in 2010. From 2004 through 2013 202 housing units were added including 90 mobile homes. At the current rate Madison adds approximately 10 houses per year which would translate to approximately 2,170 units by 2020.

The housing stock is in relatively good condition as the Town invested in a number of rehabilitation projects and septic systems through the Community Development Block Grant and Environmental Protection's Small Communities programs in the 1990's.

Census data estimates that Madison has 317 homes of various age that are considered seasonal, recreational or occasional use. There have been 10 camps added in the past 10 years. There are not a significant number of seasonal homes being converted to year round use.

Analysis of population trends and the current housing stock indicates that elderly residents in Madison have the most limited suitable housing options. Aging housing stock proves ill designed for persons unable to navigate stairs and the apartments often cannot meet Section 8 Housing Quality standards. Heating cost remains a large factor in affordability for all ages and is often supplemented by heating assistance funds, including Madison's general assistance program.

There are a number of federally assisted housing units located within Madison, including the Henderson Senior Citizen Center, Pinewood, One Madison Avenue and several scattered sites. This type of housing is helping to meet the Town's need for affordable housing. The housing area known as the Meadows, developed in the 1980's as subsidized housing was purchased by II Rent Properties in 2013 and renovated all 24 units. Those units are no longer receiving public subsidies.

Public input indicates that projects for elderly housing should be from a private nature and not something the town should be funding or subsidizing with taxpayer monies. It was also suggested that there may be a return to multi-generational living as homeowners adapt to provide space for parents and or children.

The average cost to rent a 2-Bedroom apartment in Madison has risen from \$552 in 2003 to \$693 in 2010. Public input confirmed these estimates to be accurate when heat, water and sewer are included. It was suggested that most elderly residents would not be able to afford more than \$450-\$500 per month. According to data from the Maine Housing Authority, 47.9%



of renters in Madison cannot afford the current rate of \$693, while 116 Madison households (5.5%) receive some sort of housing subsidy.

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. Median prices can be a complicated gauge since during slow economic times the lower end of the housing market may see the majority of sales, thus lowering the median price, but not necessarily lowering the value of homes at the higher end. During 2007 to 2011, the median income in Madison maintained at approximately \$36,000, meaning that Madison’s current affordability index is 1.51.

The affordability index is the ratio of Home Price Affordable at Median Income to Median Home Price. An index of less than 1 means the area is generally unaffordable – i.e., a household earning area median income could not cover the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income. The local affordability index shows that nearly 70% of residents have enough income to purchase homes in Madison. Table A.9 shows a comparison of Madison’s affordability index with nearby localities and the state.

<b>Table A.9 - 2011 Housing Data</b>	<b>Madison</b>	<b>Pittsfield</b>	<b>Skowhegan</b>	<b>Maine</b>
<b>Affordability Index</b>	1.51	1.31	1.19	.097
<b>Median Income</b>	\$36,853	\$37,576	\$32,131	\$45,695
<b>Median Home Sale Price</b>	\$82,250	\$89,000	\$90,000	\$162,000

Resources are available to the Town from the Maine Affordable Housing Coalition.

The Town of Madison has no regulations restricting the development of affordable housing. There is no zoning and no minimum lot size other than that imposed by the State minimum lot size. The Town’s Site Review Ordinance does require a permit for multi-family housing, but it is not overly restrictive. Road standards take into consideration the anticipated traffic volumes. The Town may want to consider provisions for cluster housing, smaller minimum lot sizes and frontages, increased housing densities, financial incentives and other techniques for promoting affordable housing.

Two factors that may keep private investors from developing property in Madison are high property taxes and the cost of water/sewer rates. Recommendations for the town to stimulate housing development include working to keep taxes low and to make sure the proper infrastructure is in place.

## Local & Regional Economy

**Goal:** *Promote an economic climate that increases job opportunities and overall economic well-being.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To support the type of economic development activity the community desires, reflecting the community's role in the region.</i>	If appropriate, assign responsibility and provide financial support for economic development activities to the proper entity (Economic Development Office/Consultant)	Town Manager Economic Development Board of Selectmen	Ongoing
	Maintain, enact or amend local ordinances to reflect desired scale, design, intensity, and location of future economic development	Town Manager Economic Development Planning Board Board of Selectmen Code Enforcement Officer	Ongoing
<i>To make a financial commitment, if necessary, to support desired economic development, including public improvements.</i>	If public investments are foreseen to support economic development, identify the mechanisms to be considered to finance them (local tax dollars, creating a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, etc.)	Town Manager Economic Development Board of Selectmen	0-2 Years
<i>To coordinate with regional development corporations and surrounding towns to support desired economic development.</i>	Participate in any regional economic development planning efforts.	Town Manager Economic Development Board of Selectmen	Ongoing

The Town of Madison incorporated March 7, 1804. The first settlers began a tradition of an agricultural economy, which continued in Madison for generations. Farming on a large scale in Madison has decreased over the years, while logging remains a vital part of the current economy.

The first bridge in Madison crossed the Kennebec in 1860, to serve villages on both sides of the river. The first dam was constructed around the same time, which harnessed power for the manufacturing of lumber. In 1888, a paper company organized to make pulp and purchased the title to power from the dam. Around the turn of the century, the reorganized Great Northern Paper became Madison's major employer.

The paper industry underwent significant changes in the 1970's, when economic difficulties forced the closing of the mill, resulting in a significant impact on the Madison economy. In 1981 the New York Times partnered with a Finnish paper company named Myllykoski, and reopened **Madison Paper**. Upgrades in technology changed the look of the paper mill work force, resulting in fewer jobs which required more technical skills. In 2010 Myllykoski sold Madison Paper 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. Currently UPM employs approximately 200 local residents. Most jobs at the mill require post high school education. Changes in the global paper market will result in changes to the mill's future valuation. Public input indicates confidence that the paper industry will adapt to market changes and continue to contribute to Madison's tax base.

Established in 1888, **Madison Electric Works** is a municipally owned electric company, serving approximately 2,300 customers and includes a service area of most of the western half of Madison and portions of Anson, Starks and Norridgewock. Madison Electric Works does not serve the entire community of Madison and those residents must pay the higher electric costs of Central Maine Power Company.

MEW is governed by the Maine Public Utilities Commission (PUC). In 2006, environmental regulation required the removal of the only generating facility owned by MEW, a dam on the Sandy River in Norridgewock. MEW delivers 100% of its energy from the ISO New England grid system, contracting with the lowest energy provider. Oversight is provided by a locally elected board of directors, who employ a superintendent, 3 office personnel, and 6 linemen.

In 1997, MEW constructed a new facility on Route 148. The additional land purchase for the building subsequently became the **Madison Business Gateway Park**, with 11 lots available for business development. The 87 acre park was paid for with EDA and bond funding. Madison

officials continue to promote the site to all businesses interested in expanding or locating where lower cost electricity, underground utilities and high speed internet are already in place.

In 2005, **US Functional Foods** approached Madison for land to construct a commercial 17 acre tomato greenhouse after the developers read an article about the low electric rates offered in the Business Gateway Park. Town officials assisted in finding a large tract of farmland suitable for the business to purchase for the project, streamlined the local permitting process, obtained grant funds for an electric upgrade at the site, established a Tax Increment Financing (TIF) District and assisted the company with obtaining tax credits under the state's Pine Tree Development Zone Program.

The end result of the initial contact by three international developers resulted in Fidelity Investment's **Backyard Farms**, which in 2005/06 totaled \$80 million dollars of capital invested in Madison. A second, 24 acre greenhouse, opened in 2009, created 75 additional jobs, bringing Backyard Farm's total number of employees to approximately 200.

Along with UPM and Backyard Farms, the town's major employers include, MSAD#59, Maplecrest Living and Rehabilitation Center, and Hannaford - providing over 800 local jobs. In the downtown area, Campbell's Hardware and Building Supplies, Reny's Department Store, Family Dollar and the Town Office provide an additional 100 jobs. Outside of town, Redington Fairview General Hospital, New Balance Shoe Factory, and SAPPI Fine Paper also provide local residents with employment.

In 2010 the Town of Madison began to consider a major undertaking: developing and maintaining a natural gas pipeline from the Augusta area to Madison Paper. The town asked residents to approve a 72 million dollar bond to compete with Kennebec Valley Natural Gas. In 2010 voters rejected the bond, and Kennebec Valley announced it was being purchased by a Colorado based company named Summit Utilities. Summit then began the process of planning to build a pipeline that will serve the Madison area.

The Summit plan proposes natural gas service to over 52,000 residents and businesses from Augusta to Madison. It is estimated that natural gas could provide a cost savings of 30 to 50% in heating costs. In addition customers like UPM Madison, Madison Electric, and Backyard Farms could benefit from access to natural gas. In the summer and fall of 2013 miles of pipe were installed to bring natural gas to the area with the anticipation that hook ups could be available for local residents and businesses by mid-2014.

## Local Small Business

The original Madison village developed where the downtown area is today. Business and industry located in the same area as need arose for products. Historic records indicate shoe manufacturing, dry goods, groceries, window maker, carriage makers, blacksmiths, masons, a grist mill, woolen mill and starch factory shared village parcels of land with homesteaders.

Today the downtown area continues to house several local businesses. However, aging buildings and a slow economy have resulted in vacancies along Main Street. Until recently, building owners were not interested in leasing because the rental income would not cover the cost of heating. In 2010 a Policy One planning survey of Madison's downtown businesses and building owners indicated that lower heating costs would influence future decisions to stay, grow or invest in downtown Madison. Since 2010 several downtown businesses have converted to low cost electric heat, or propane in an effort to be able to adapt to the availability of natural gas.

At the 2011 Annual Town Meeting residents approved a Comprehensive Plan for Madison's Downtown area. The plan's recommendations include working to create a marketing theme for the downtown, highlighting 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.

While the downtown area is a focal point for the community, business development and economic growth is found along routes 148 and 201. Between the two corridors there are 54 businesses, accounting for 25% of the small business base in Madison. Efforts to expand development along Route 201 are a local priority and are included in The Kennebec Valley Council of Government's most recent comprehensive economic development strategy. The local Code Enforcement Officer and the Planning Board relies on the Site Review Ordinance to ensure that industrial and commercial development is compatible with the surrounding land use and landscape.

Detailed discussion of Agriculture and Forestry will be provided in a separate section of this plan, yet it should be noted that both resources have contributed to the development of Madison historically and still remain vital in the community. Traditional dairy farming has decreased over the years, yet Madison still possesses a significant amount of important farmland.

Madison continues to participate in regional development strategies for marketing locally grown foods and helping farmers to contact state legislative representatives and committees with regulatory issues that negatively affect the farming community. Many local businesses

depend on the region's forest resources, as many local people work at these businesses or are self-employed, working in the woods or transporting wood products.

In 2010, Madison Business Alliance was formed to support the local economy. The business group established four committees to address development in Madison; promotion, visual impact, organization and development. The Alliance currently has 75 members, nearly a third of the approximately 225 businesses registered in Madison.

Self-employment or micro-businesses, those involving four or less employees make up 35% of the small businesses located in Madison. Although many of these operations are home based they play a vital role in the local economy, providing goods and services.

Compared with other regions of the state, tourism has not been a significant part of the Madison economy. Without a large hotel or motel, visitors tend to stay elsewhere, such as Skowhegan or Waterville. Madison does have the Colony Inn bed and breakfast, two overnight campgrounds for seasonal camping, and access to Lake Wesserunsett and the Kennebec River for outdoor recreational activities. Public input indicates tourist and recreational attractions in Madison that are under promoted.

Tourism priorities should focus on the Lakewood Village Area where the Lakewood Theater and Restaurant and the Lakewood Golf Course continue to offer locals and tourists a wonderful recreational experience. In addition, a tourism focus should highlight the fishing and kayaking available on the Kennebec River in Madison, as well as many of the multi-use trails in the area. The Town has amended its TIF agreement with Backyard Farms to include funding to help develop tourism related projects including River access and trail development.

Traffic patterns indicate that migration flows in and out of Madison. People travel out of town for services in Skowhegan, and many people from Anson travel into Madison for services. In public meetings regarding the local economy, it was noted that the town lacks an internal focus, which has resulted in a commitment to support local community; such as Madison/Anson Days in the summer and the Annual Christmas Celebration in the winter.

## **Workforce**

Madison is part of the Skowhegan Labor Market Area (LMA), which tracks unemployment figures for an area that stretches from Norridgewock to Caratunk. Over the past six years the Skowhegan LMA has seen a steady increase as the local unemployment rates consistently outpace state and national figures.

<b>Table A.10 - Skowhegan LMA</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>Unemployment Rate</b>	7.3	7.4	8.0	10.8	11.2	10.6
<b>State of Maine Rate</b>	4.7	4.7	5.4	8.1	8.2	7.5
<b>National Unemployment Rate</b>	4.6	4.6	5.8	9.3	9.6	9.0

When it comes to the distance traveled to work, 82% of Madison residents reported a commute of less than 35 minutes, and 40% with a commute of less than 15 minutes.

Figures from the 2010 US Census indicate Madison has a work force of nearly 2,000 people. The following table (A.11) breaks down employment by occupation based on data from the American Community Survey's 5 year estimate.

<b>Table A.11 - Employment - Occupation, 2010</b>	<b>Madison</b>	<b>%</b>
<b>Total</b>	1,992	-
<b>Management, professional, and related occupations</b>	565	28%
<b>Sales and office occupations</b>	411	21%
<b>Production, transportation, &amp; material moving occupations</b>	363	18%
<b>Service occupations</b>	272	14%
<b>Construction, extraction, and maintenance occupations</b>	265	14%
<b>Farming, fishing, and forestry occupations</b>	83	5%

Median Household income is another indicator of a community's economic health. The data in Table A.12 provided by the US Census compares Madison's Median Household income with that of other towns in Somerset County.

<b>Table A.12 – Median Income/Town</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>
<b>Madison</b>	\$21,720	\$30,528	\$35,720
<b>Skowhegan</b>	\$22,165	\$28,390	\$31,429
<b>Pittsfield</b>	\$22,787	\$32,868	\$40,042
<b>Fairfield</b>	\$26,868	\$36,462	\$46,685
<b>Somerset County</b>	\$22,829	\$30,731	\$36,647
<b>Maine</b>	\$27,854	\$37,240	\$46,933

In January 2013, the Center for Workforce Research and Information released its Job Outlook to 2020, including employment trends in the state of Maine. Among the expected: 9 out of the top 10 projected job growth occupations are in the health care field. Wages range from \$11 per hour (non EMT ambulance drivers) to \$33 per hour (diagnostic sonographers), and in most cases these jobs require only an associate’s degree.

### **Tax Increment Financing (TIF)**

The significant economic change created by Backyard Farms added to Madison's opportunity for business growth with a TIF District. The program shelters the town from tax shifts, so that it does not have to pay increased county taxes, or lose some school subsidy and revenue sharing. In turn, Backyard Farms is reimbursed personal property taxes. The town currently has a 70/30 agreement with Backyard Farms which could increase to 75/25 based on development and job creation. The Town has approved the Board of Selectmen to determine how to best spend TIF dollars. State law dictates that projects must be connected to economic development, and the total amount of land that can be designated as a TIF district must be less than 5% of the total land within the town.

Over the past 30 years the Town of Madison entered into three TIF agreements: Madison Paper & Specialty Minerals Inc. which have expired, leaving the current agreement with Backyard Farms.

TIF dollars are used to fund the local Office of Community and Economic Development which is overseen by the Town Manager. The Office administers local business assistance programs such as a revolving loan fund and a matching grant program. The following table (A.13) lists programs and projects that have benefited from the use of local TIF dollars since 2005.



<b>Table A.13 – TIF Projects</b>	<b>TIF Dollars Spent</b>	<b>Notes</b>	<b>Timeframe</b>
<b>Marketing: Business Gateway</b>	\$495,453.30	Madison Paper TIF	July 2005 - June 2010
<b>Dues/Fees</b>	\$110,132.75	KVCOG/Legal/ Engineering	July 2005 - June 2012
<b>Downtown Revitalization</b>	\$511,608.02	Includes Pine St Project	July 2007 - June 2012
<b>Revolving Loan</b>	\$60,000.00	One Time Deposit	July 2008 - June 2009
<b>Economic Development Dept</b>	\$334,688.61	Salary/Misc Dept Expense	July 2008 - June 2012
<b>Removal of Main St. School</b>	\$319,000.00	Created Municipal Parking	Feb 2013 – Nov 2013
<b>Total</b>	\$1,830,882.68		

Public input indicates that priorities for TIF spending should be infrastructure, followed by addressing slum and blight, business development and municipal expenses. It is proposed 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.

Based on public input the Madison Board of Selectmen amended to the current agreement with Backyard Farms, outlining 13 specific new projects for TIF dollars through 2035. That amendment received approval from the Maine DECD in March 2014.

In addition to business support and recruitment, the priorities of the Office include Downtown Revitalization, development of the Route 201 corridor, marketing the Business Gateway Park, and promoting local tourism destinations such as the Lakewood Village and access to the River.

## Recreation, Parks & Open Space

**Goal:** *To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To maintain/ upgrade existing recreational facilities as necessary to meet current and future needs.</i>	<p>Create a list of recreation needs or develop a recreation plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.</p>	<p>Town Manager Economic Development Recreation Committee Board of Selectmen Public Works Department</p>	3-5 Years
<i>To preserve open space for recreational use as appropriate</i>	<p>Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.</p>	<p>Town Manager Economic Development Recreation Committee Board of Selectmen Local ATV/Snowmobile Clubs MSAD#59</p>	6+ Years
	<p>Work with an existing local land trust or other conservation organizations to pursue opportunities to protect open space or recreational land</p>	<p>Town Manager Economic Development Recreation Committee Board of Selectmen Local Land Trusts</p>	6+ Years
<i>To seek 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.</i>	<p>Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine’s landowner liability law regarding recreational or harvesting use, Title 14, MRSA 159-A.</p>	<p>Town Manager Economic Development Recreation Committee Board of Selectmen Local ATV/Snowmobile Clubs MSAD#59</p>	6+ Years

Organized recreation in Madison has made significant strides since the 1999 update of the Comprehensive Plan. Several new facilities have been created to offers opportunities for local residents to participate in baseball, softball, swimming lessons, football, soccer, cross country skiing, wrestling clinics and ice skating. The Town owns and maintains several ball-fields, parks and surrounding lands.

Built in 2001, the Preble Avenue ball-fields are comprised of two softball fields, four baseball fields and a multi-purpose field. In the winter, cross country skiing trails are maintained along the Preble Avenue facility with help 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. The facilities are adequate to meet current and anticipated population needs in Madison and the surrounding area.

Major renovations to the Main Street Park area were completed in 2013. These included the demolition of outdated playground equipment, the development of a large green space and the planned installation of new playground equipment on the site of the old Junior High property.

Wintertime recreation programs include cross country skiing and snow shoeing with equipment available for rental from the school district. Plans are being considered for creating a new ice skating area on Town owned property at the site of the Weston Avenue School. Currently the committee oversees the skating area and sledding hill on Thomas field.

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. In Skowhegan the budget includes a full time director, staff and the costs associated with operating a stand-alone recreation facility with gymnasium.

In Madison, the Recreation Committee works closely with the School District to provide facilities and opportunities for healthy activities. The local schools provide access to three gymnasiums for indoor sports and offers fitness programs throughout the year, open 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. Public input indicated that this information needs to be readily available to the public and more effort should be put into promotion. For example, many residents are not aware that cross country skis, snowshoes and mountain bikes can be borrowed from the school system to be used on trails behind the high school and at the Preble Avenue sites.

Table A.14 outlines recreational facilities in Madison.

Table A.14		
Recreation Facilities	Location	Services
<b>Ball Fields</b>	Preble Avenue	2 Softball, 4 Baseball, 1 Football
	Madison High School	Football, Baseball, Softball, Soccer
	Madison Junior High	Football, Baseball, Soccer (2)
<b>Playgrounds</b>	189 Main Street	Large area with equipment (2013)
	Madison Elementary	Large area with equipment (2004)
	Old Point School	Small area with old equipment
<b>Outdoor Courts/Track</b>	Madison High School	Tennis (2), 400m gravel track
	Municipal Parking Lot	Basketball (2), skate board area
	East Madison Fire House	Basketball, Tennis
<b>Fitness/Exercise</b>	Madison High School	Weight and Fitness Room with cardio equipment, free weights and availability of fitness classes.
<b>Gymnasiums</b>	Madison High School	Full Gym for basketball/volleyball
	Madison Junior High	Full Gym for basketball/volleyball
	Madison Elementary	Full Gym for basketball/Climbing Wall
	Calvary Pentecostal Church	Full Gym for basketball/etc.
<b>Ice Skating</b>	Thomas Field	Flooded area, well lit at night, warming hut, maintained by town
<b>Picnic Areas</b>	Nathan Street Boat Landing	Picnic tables and benches, no facilities
	Main Street Park	Picnic tables and benches, no facilities
	Historic Pines Trail	Picnic tables and cooking areas, no facilities

In addition to providing access to recreational facilities, The Town of Madison works with the Greater Somerset Public Health Collaborative to provide resources and education on fitness and nutrition for residents of all ages.

## Recreation (Trails - non motorized)

People of all ages, in our community, should be able to have access to outdoor activities and planning should consider sidewalks, safe roads for biking, multi-use paths and trails, parks and open spaces and other facilities for recreation. Promotional ideas such as nature studies, student walks and geo-caching may enhance the use of the existing trails in Madison. 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.

The Maine Department of Conservation Recreational Trails Program assisted Madison with a grant for trail development and picnic area improvements at the historic Pines site. A non-motorized, one mile trail loop is maintained by the town and volunteers. The site includes three new picnic tables, handicapped accessibility, a new lookout and easy access for fishermen to the river's edge. These additions contribute to the recreational opportunities for Madison's citizens and visitors.

Trails behind the high school and at the Preble Avenue recreational facility are maintained and used for walking, running, mountain-biking, cross country skiing and snowshoeing.

There has been some public discussion as to the availability of trail making on 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.

Along the Kennebec River there are trails owned by UPM (Madison Paper) that can be renovated and connected to trails that lead behind the Elementary School and out to Backyard Farms.

Table A.15 identifies current trail use in Madison:

Table A.15		
Local Trails	Location	Uses
Historic Pines Trail	Father Ralse Road	1 mile loop with views and access to the River, historical markers, picnic area.

<b>Preble Avenue Trails</b>	Preble Ave Rec Fields	Over 1 mile of trails for walking, mountain biking, cross country skiing and snowshoeing
<b>Madison Cross Country Trails</b>	Madison High School	Over 5 miles of trails for walking, mountain biking, cross country skiing and snowshoeing
<b>Madison Paper Trails</b>	Nathan St Boat Landing	Traveling from the boat landing along the river and into Anson down to the Anson boat landing. Views and access to the River.
<b>Jacobs Pines</b>	East Madison	Large parcel of land under the supervision of the Madison Public Library Trustees. Rustic trail development only (no tree cutting, no motorized vehicles)

Funding is currently proposed in amendments to the TIF with Backyard Farms for trail development and many grants and federal programs look favorably on this type of activity.

**Recreation (Trails - Motorized)**

Hunting and fishing will continue to be part of Madison's recreational culture. Private landowners still allow use of their land for these activities. Posting of private property to ATVs now limit some access; however a local ATV club helps to educate the public on how not to damage land and will continue to develop relationships with private landowners to keep trails open to ATVs. Currently ATV trails are available in Solon and Bingham, but limited in Madison.

A significant recreational trail is the IT snowmobile trail which extends from Monmouth to Greenville. The Abnaki Snowmobile Club maintains approximately 40 miles of trails within Madison. The trail is open to the public at no cost. Private landowners give permission for the use of their land and continue to provide access.

In 2012, some landowners on Blackwell Hill Road restricted use of trails on their property which led to a change in the trail pattern. Warmer winters with lower snow totals have had a negative impact on many snowmobile clubs in Central Maine, forcing much of the activity to the northern parts of the state. In 2013 the Abnaki Club was restructured under new leadership and collaborated with clubs in Solon and Bingham to maintain the trails. The clubs benefited from significant snowfall in winter 2014 to rejuvenate interest in snowmobiling.

In December 2013 Pan Am Railways discontinued rail service through Madison and Anson. This has prompted snowmobile clubs to inquire about permission to use the rail river crossing in Madison. The State Department of Conservation has indicated that a Madison crossing would

have significant economic development potential as there is a 25 mile stretch from Norridgewock to Solon without a way to cross the River.

### **Recreation (access to surface waters)**

The 1999 update to the Comprehensive Plan considered public access to Lake Wesserunett and the Kennebec River to be inadequate. Since that time access points have been identified for development and improvement. Public water access does not affect the public drinking water supply.

The public boat launch on the East Madison side of Lake is maintained by the Town as well as a small public swimming area. Parking has become a concern as the area is very congested on busy summer weekends. There are plans under consideration to use the site of the old East Madison store for additional space. The Lake Association helps to protect the water quality by offering free inspections at the East Madison boat landing to check for signs of invasive plant species. In addition the LWA monitors water quality and loon counts, and provides public education about water quality issues. Somerset Woods Trustees, Trouts Unlimited, and the Kennebec River Initiative are also groups supporting preservation and public involvement for the region's recreational opportunities.

On the West side of the lake, at Lakewood, there is public lake access for swimming but no boat launch. Canoes and kayaks can be put in at the site and there is a dock provided by the Town. Parking is very limited in the area. Over the past few years there has been discussion of developing public access to the lake through the Sandy Beach area, also known as the Totem Pole Campground which has been for sale since the late 1990's. However, the project has never been considered to be financially viable for taxpayer funds.

Along the Kennebec River there is a public boat launch on property owned by UPM (Madison Paper) and leased to the town at no cost except for some maintenance. The area provides picnic tables, benches, a boat launch and portable rest facility during the summer months. The access is above the dam, and is not conducive for canoeing, kayaking or fishing.

Below the dam and the lower mill there is access on the Anson side of the river with a paved boat ramp that many residents consider very steep and has very limited parking. The walking trail at the Historic Pines near the Father Rasle Monument provides some carry in access to the river for kayaking, canoeing and fishing. This is one area that should be considered for development to allow for parking and better River access. From here boaters can travel up the Sandy River or down the Kennebec to Oosoola Park in Norridgewock.

The Somerset Woods Trustees allow access to the River at Thompson Island off of the River Road. There is limited parking and the area is flooded in the spring, but does allow for canoeing, kayaking and fishing down to the Madison Boat Landing.

Table A.16 details the water access points in Madison:

Table A.16		
Water Access	Facilities	Services
<b>Lake Access (Wesserrunnett)</b>	Lakewood	Less than 50' of waterfront access, no facilities, canoe and kayak access, public swimming. Roughly 6 parking spaces.
	East Madison Boat Launch	Less than 50' of waterfront access, no facilities, paved boat ramp, some beach area for public swimming. 6 parking spaces.
<b>River Access (Kennebec)</b>	Nathan Street Boat Launch	Less than 50' of water front access. Paved boat ramp, 14 parking spaces, access to river above the dam only.
	Pines Trail (Father Rasle Road)	Carry in access to the River below the dam. Fishing, kayaking, and canoeing with access to the Sandy River and 5 mile float to Oosoola Park in Norridgewock. Limited Parking.
	Thompson Island (River Road)	Access to River for kayaking, canoeing and fishing. Maintained by Somerset Woods Trustees. Limited parking.

Regardless of the place or style of recreation, public input strongly indicates 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 such projects. Suggestions were given that this could be part of a joint venture between the town and the school, and also part of the responsibility of public works.



# Transportation

**Goal:** *To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.</i>	Develop and continue to update a prioritized improvement, maintenance, and repair plan for the community’s transportation network.	Town Manager Board of Selectmen Public Works Advisory Board	0-2 Years
<i>To safely and efficiently preserve or improve the transportation system</i>	Initiate or actively participate in regional and state transportation efforts	Town Manager Economic Development Board of Selectmen Public Works	Ongoing
<i>To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.</i>	Maintain, enact or amend local ordinances as appropriate to address or avoid conflicts with: <ul style="list-style-type: none"> <li>a. Policy objectives of the Sensible Transportation Policy Act (23 MRSA 73);</li> <li>b. State access management regulations pursuant to 23 MRSA 704; and</li> <li>c. State traffic permitting regulations for large developments pursuant to 23 MRSA 704-A.</li> </ul>	Town Manager Board of Selectmen Planning Board Code Enforcement Public Works	Ongoing

*To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).*

Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.

Town Manager  
Board of Selectmen  
Public Works  
Planning Board  
Code Enforcement

Ongoing

*To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.*

To work with local, state and federal authorities to create and maintain safe routes of travel.

Town Manager  
Board of Selectmen  
Public Works  
Public Safety

0-2 Years

A quality transportation system must provide access to areas outside as well as within a municipality. It must tie together the various facilities and uses and must remain efficient and functional to ensure the continued well-being of the local economy.

Madison’s transportation policies help to assure that future development does not increase traffic congestion or overtax existing roadways. The Town’s policies for design, construction and maintenance of public and private roads are included in site review ordinances (Chapters 679, 694, & 399). Information on roads and sidewalks can also be found in the Town’s Capital Improvement Program.

Such policies can seek to assure that the transportation system functions cost effectively at acceptable levels and that development is encouraged in appropriate areas.

There are a total of 86.24 miles of roads in Madison. Of that total, the Maine Department of Transportation maintains 16.52 miles of State Highway (Route 201 for example). In addition there are 19.59 miles of roads considered to be connectors or feeder routes which connect local service roads to the State Highway. MDOT is responsible for general maintenance and upkeep, while the Town is responsible for winter maintenance of these roads. (Collectors include Route 148, the East Madison Road, and Route 43).

This leaves 50.13 miles of local roads maintained by the municipality. The MDOT Road Surface Management System has been modified and currently the Town uses software provided by Maine Local Roads to determine which roads receive attention. This software takes traffic counts and projected costs into consideration. Based on that information, Table A.16 indicates the plan for local road maintenance through 2019.

2014	Table A.16 – Road Maint	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	Rebuild w/Sanitary District	\$ 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)
		<b>3.81</b>	<b>Total 2014</b>	<b>\$ 450,425.00</b>
2015	Road	Length	Recommended Repair	Budget
	Blackwell Hill Road	2.06	1.5 inch overlay	\$ 195,000.00
	River Road	5.13	Rebuild 1200 ft, resurface	\$ 375,000.00 (TIF)
	Madison Ave	0.18	1 inch overlay	\$ 12,500.00
	Heald Street	0.26	Rebuild with Sanitary	\$ 350,000.00
	Ward Hill Road	1.96	1.5 inch overlay	\$ 161,000.00 (TIF)
		<b>9.59</b>	<b>Total 2015</b>	<b>\$1,093,500.00</b>

<b>2016</b>	<b>Road</b>	<b>Length</b>	<b>Recommended Repair</b>	<b>Budget</b>
	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
		<b>5.83</b>	<b>Total 2016</b>	<b>\$233,800.00</b>
<b>2017</b>	<b>Road</b>	<b>Length</b>	<b>Recommended Repair</b>	<b>Budget</b>
	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
		<b>5.88</b>	<b>Total 2017</b>	<b>\$490,939.00</b>
<b>2018</b>	<b>Road</b>	<b>Length</b>	<b>Recommended Repair</b>	<b>Budget</b>
	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

		<b>4.04</b>	<b>Total 2018</b>	<b>\$264,775.00</b>
<b>2019</b>	<b>Road</b>	<b>Length</b>	<b>Recommended Repair</b>	<b>Budget</b>
	Jones Street	0.23	1 inch overlay	\$ 13,175.00
	Perkins Street	0.18	1 inch overlay	\$ 10,285.00
	Pinewood Drive	0.12	Reclaim w/2 inch overlay	\$ 22,050.00
		<b>0.71</b>	<b>Total 2019</b>	<b>\$ 57,835.00</b>

Public input indicates support for this type of plan as long as it remains flexible and roads are reviewed every year. The Town has sufficient funds designated for road maintenance from budget, reserve, capital improvement and TIF to cover foreseeable projects in the next 15 to 20 years.

Map (M.3) shows the location of area roads. At this time there are no major deficiencies or concerns. Any state and regional plans would include work to US Route 201 and Routes 148 and 43. All of those roadways have received upgrades within the past 5 years and no immediate needs are listed. There are no plans for new road construction. The Town’s subdivisions, that may have dead end roads, have capacity to connect neighborhoods with future expansion.

The major traffic generation areas are along Main Street in Madison; beginning at UPM (Madison Paper) at the end of the bridge from Anson, to the Junior High School during school activities. The Main Street Parking Lot project is designed to alleviate the volume of traffic along Main Street during high usage times. On outer Main Street, Madison Area Memorial High School constitutes another high volume traffic area during the school year.

Because Main Street in Madison is the throughway for routes 8/43/148/201A to cross the Kennebec, it is the site of much heavy truck traffic. In 1988 revitalization efforts were made to the downtown, changing the parking structure on Main Street and reconstructing curbs and sidewalks. Main Street continues to be a major thoroughfare, with up to 9000 cars per day. Enhancements at the intersection of Pine Street and Main Street allows for heavy truck traffic to be diverted from the downtown area.

Table A.17 shows random traffic counts collected by the State Department of Transportation. The busiest roadways in Madison include the 201 Corridor with nearly 9,000 cars a day and Main street from the Anson Bridge to the stop light with nearly 9,000 cars per day. Old Point

Ave heading to Norridgewock and White Schoolhouse Road carry upwards of 4,500 cars per day. By comparison, Skowhegan receives approximately 20,000 cars per day on Island Avenue and upwards of 17,000 cars per day on Madison Avenue

<b>Table A.17 – Traffic Counts per Roadway in Madison</b>	<b>2008</b>	<b>2009</b>	<b>2011</b>	<b>2012</b>
<i>Old Point Ave (Father Rasle Road to Norridgewock Line)</i>	3520			
<i>Old Point Ave (Perkins Street to Main Street)</i>	5240		4680	
<i>Main Street (From the stop light to Anson Bridge)</i>			7260	
<i>Main Street (From the Anson Bridge up to stop light)</i>	9340			
<i>Main Street (From the stop light to Ward Hill Road)</i>	5460		5000	
<i>Ward Hill Road</i>	990			1222
<i>Weston Ave (From stop light to Park Street)</i>	4400		3840	
<i>Park Street/Route 43 (From Weston Ave to Hardy Street)</i>	1600		1800	
<i>Park Street/Route 43 (Hardy Street to Old County Road)</i>	1490		1520	
<i>Thurston Hill Road (From River Road to Route 201)</i>	1480		1590	1674
<i>Blackwell Hill Road</i>	450			
<i>Golf Course Road</i>				612
<i>Russell Road</i>	1000			
<i>Preble Avenue (From Old Point Avenue to Cedar Street)</i>	770			
<i>Preble Avenue (From Cedar Street to Shusta Road)</i>	1540		1320	
<i>South Solon Road</i>	970		1200	1230
<i>White Schoolhouse Road/Route 148 (Clough's Corner to East Madison Road)</i>	460	630		460
<i>White Schoolhouse Road/Route 148 (Clough's Corner to Ward Hill Road)</i>	4360	4590	4380	4190

<i>Lakewood Road/US Route 201(From Clough's Corner toward Skowhegan)</i>	8350	8960		
<i>Lakewood Road/US Route 201 (From Clough's Corner toward Solon)</i>	4160	4820	4380	
<i>US Route 201 (At the Skowhegan Town Line)</i>	9250		8430	8470
<i>Old County Road</i>				1002
<i>River Road</i>				1459

There are a total of 11 bridges located in Madison. All but one are owned and maintained by the State. The Pine Street Bridge is on a town road and is owned and maintained by the town. The bridge crosses Jones Brook near the Kennebec and is considered to be in good condition.

Municipal parking is available behind Reny's and is accessed through an entrance on Maple Street. There are approximately 75 spaces in that lot. A new Main Street municipal parking lot next to the Junior High provides an additional 60 spaces. During community festivals both parking lots are usually full to capacity. The downtown area has approximately 65 parallel parking spaces along Main Street and there are approximately 12 spaces available at the Town Municipal Building. For day to day business Madison has adequate parking.

According to the 1999 Comprehensive Plan update, local sidewalks were to be inventoried. Currently there is no formal inventory on the books. Sidewalks are in disrepair along both sides of Main Street from the streetlight to the Junior High, and also along Weston Avenue to Vaughn Street. In 2012 the Town applied for a 'Safe Routes to School Grant' through MDOT that would allow for sidewalk reconstruction along Weston Avenue and parts of Main Street. That application was denied and since then the SF2S Grant program has been incorporated into the MAP-21 Legislation where there is greater competition for a limited amount of funds.

During the installation of natural gas lines through Madison, the Town had inquired about sidewalk repairs as part of the process. However, Summit Natural Gas contractors will bore underneath most sidewalks to eliminate the need to tear up pavement.

Public input indicates strong support for a sidewalk inventory and perhaps even a sidewalk committee to prioritize repairs and maintenance. Needs for the elderly and handicapped population should be taken into consideration when planning for sidewalk improvements. The plan would also evaluate to what extent sidewalk improvements are necessary to connect residential areas with schools, parks, retail and other daily destinations for both walkers and bikers.

The town of Norridgewock owns and operates the nearest local airport approximately 10 miles from Madison. The airport houses 47 airplanes 42 of which are privately owned single engine planes. 70 percent of the flights are local general aviation and 30 percent are transient aviation. Madison residents are within 1 hour travel of Bangor International Airport and within 2 hours of Portland International.

Madison is served by the Somerset Explorer, a flex-route public bus service provided through the Kennebec Valley Community Action Program (KVCAP). The air conditioned buses are designed to offer convenient, affordable means of transportation between Madison and Skowhegan. Primary destinations include shopping centers, medical facilities, educational facilities, business parks, elderly and low income housing projects and community service organizations. The Somerset Explorer is funded by state and federal programs administered through the Maine Department of Transportation as well as contributions from local communities and fare box revenue. The service currently meets the needs of the community and growing ridership indicates that the service will grow to meet future needs.

In summary, the major transportation concerns will continue to be winter roads and routine maintenance and repair of Madison's roadways. Sidewalk upgrades should include a plan to connect residential areas to schools, parks, the health center and shopping areas.



## Community Services & Facilities

**Goal:** *To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To efficiently meet identified public facility and service needs</i>	Identify any capital improvements needed to maintain or upgrade public services to accommodate the communities anticipated growth and changing demographics.	Town Manager Economic Development Board of Selectmen Planning Board	0-2 Years
	Locate new public facilities comprising at least 75% of new municipal growth related capital investments in designated growth areas.	Town Manager Economic Development Board of Selectmen Planning Board	0-2 Years
<i>To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.</i>	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.	Town Manager Economic Development Board of Selectmen Planning Board Anson/Madison Water District Anson/Madison Sanitary District	Ongoing
	Explore options for regional delivery of local services	Town Manager Economic Development Board of Selectmen SEDC KVCOG Somerset County	6+ Years

## **Administration**

Madison operates as a Town Manager/Selectman form of government. The town meeting serves as the legislative body and is held in June. Five elected Selectmen are responsible for appointing non-elected board members, preparing the town budget, appointing a Town Manager and performing the duties prescribed by Maine law.

The Town Manager is responsible for the day-to-day operations of the town and is an agent for the Selectmen. Duties include employee management, contract signing as authorized by the Selectmen, meeting with the public, various state and municipal officials and implementing the policies approved by the Selectmen.

Municipal staff includes the Town Manager's Executive Secretary, a Finance Officer who also serves in the human resource capacity, the Tax Collector, Town Clerk/Treasurer, Economic Development Director, a part-time Assessor, a part-time Assessor's Clerk, and part-time Code Enforcement Officer.

As with other Maine towns, the Planning Board, Board of Appeals, Board of Assessors and Advisory Board serve various roles in the community. The Planning Board performs duties and responsibilities provided by municipal ordinances such as site and subdivision review, state statutes concerning shoreland zoning, floodplain management, comprehensive planning and other responsibilities under Maine law.

The Advisory Board makes recommendations concerning the municipal budget. The Board of Assessors determines valuations for real and personal property. The Board of Appeals addresses issues of concern with ordinances including Shoreland Zoning and Site Review.

Madison's government operates from two municipal facilities, the Weston Avenue Town Office and the Old Point Avenue School.

## **Municipal Building**

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 Executive Secretary.

The current municipal building also houses the police department in the basement, and the fire department operates in the separated office/garage portion.

Due to confined meeting space, a room at the Old Point Avenue School is used for the Selectmen's meetings and other public gatherings. The auditorium and cafeteria at MSAD #59 Middle School are used by the Town of Madison for public events. Public input indicates support for creating extra space for municipal offices. Options include adding on to the current space at 26 Weston Avenue, or by moving some services to Old Point Avenue. There is also support for combining office space with Water/Sewer/Electric so residents could pay all their bills at the same place.

The Town of Madison also funds operating expenses for the library. The library building is listed on the National Register of Historic places. Use of the library is increasing.

The town maintains several cemeteries within the Town. The Forest Hills cemetery includes unused land, which should be adequate for future use.

### **Police Protection**

The Police Department is currently located in the basement of the Municipal Building with access from the lower parking lot. Public input indicates support for relocating the facility, as the current location is inadequate for storage and operation and there have been flooding issues in the past.

The Police Department provides twenty-four hour protection. Madison is part of the Somerset County Communications system and receives calls from the regional center's 911 emergency dispatch, in addition to the direct calls to the Department. The Somerset Communications Center serves all towns in Somerset County and contracts with some towns in Kennebec County. The Madison Police Department dispatches its own calls during the work week day shifts and relies on the call center for night and weekend emergencies. Response time is usually within minutes, depending on the shift officers' volume. Cooperation with the county sheriff's department and state police also add to Madison's responsiveness.

The Madison Police Department is run by a full time Police Chief who reports to the Town Manager. In addition to the Chief, there are currently 5 officers, a part time dispatch/administrative position and a varied number of reserve officers. The department was reduced by one full-time officer at the 2010 Town Meeting. In 2012 the department received a grant (COPS) to hire a military veteran, but at the 2013 Town Meeting, voters once again voted against adding police staff by rejecting the COPS grant.

The Department operates and maintains 3 police cars. Current vehicles include a 2012 Crown Victoria, 2 Ford Explorer SUV's. (2013, and 2014 respectively). The police vehicles are traded based on a "useful life" of 2 years and the current fleet is in good condition.

Police equipment such as radios, computers, cameras and printers have been upgraded over the past decade. In the past few years, the department has successfully obtained grant funding for upgrades and purchases of other needed equipment.

The Police Department budget has increased from \$429,651 in 2006-2007 to \$579,558 for 2012-2013. With collaboration from County and State services, police services appear adequate for future growth expectations.

The Madison Police Department keeps activity records in the IMC Records Management System, which breaks down the types of crimes and number of offenses. Table A.17 shows the total number of crimes handled by the Department over the past 6 years. Group 'A' Crimes are considered incident based crimes.

<b>Table A.17 - Group A Crimes</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>Total Crimes Investigated</b>	510	424	463	479	663	499
<b>Crimes Against Society</b>	7	15	14	15	36	18
<b>Crimes Against Property</b>	211	154	210	192	322	234
<b>Crimes Against Persons</b>	66	42	60	44	61	46

These figures indicate the number of crimes investigated and cases being handled by the Madison police department. The increase and drop off in 2010 to 2011 indicate the size of the force and having officers dedicated specifically to drug related cases.

Public input indicates support cooperation between the local police force and community through programs such as Neighborhood Watch, drug education, and addressing crime/violence in schools.

Criminal statistics do not reflect the total time a police officer is involved in other community matters; such as the Citizen's Advisory Board, outreach at the schools and civic event management. The Madison Police Department also contributes to regional investigations with the State Police, Somerset County Sheriff's Department and other local police departments. Public input indicates support for further collaborations with County and State law enforcement.

### **Fire Protection**

The Madison Fire Department operates from two locations, one at the Town Office site on Weston Avenue (Company 1) and the other located on the East Madison Road (Company 2). The Weston Avenue station is a 3 bay garage with a meeting room, kitchen area and chief's office, attached to the Town Office. The 2 bay wood framed East Madison station was constructed by firefighters and volunteers. The Department participates in mutual aid firefighting efforts with several area communities including Anson, North Anson, Starks, Norridgewock and Skowhegan. The Fire Department budget has seen a moderate increase from \$95,856 in 2006-2007 to \$103,570 in 2013.

Calls to the Madison Fire Department include accidents, fuel spills, illegal burns, car fires, water rescues, clean up assistance, ambulance assistance, structure fires, fire alarms, wires down, wood/grass fires and chimney fires. Other responsibilities include inspections of public buildings, nursing homes, chimneys, fire extinguishers, and issuing fire and burn permits. The Department also makes presentations to schools, businesses and interested groups.

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 30 members on the roster. Three firefighters are licensed EMTs. Public input indicates concern over the number of volunteer fireman and suggest support for promoting and offering some type of incentive for businesses to encourage their employees who are or want to volunteer. It is estimated that 55% of the current force lives and works outside of Madison and are involved with other local fire departments.

Efforts are underway to consolidate regional fire departments in Madison and Skowhegan under the leadership of one chief. Approximately one third of the volunteer staff responds to calls for both departments and there is a good working relationship between the two communities. With regional cooperation the area appears to have adequate fire protection to meet future changes in population.

The Somerset County Communications Center 911 call system dispatches for Madison's Fire Department. Response times are enhanced with the mutual aid agreements and are within seven minutes of the emergency call. Fire suppression, prevention and rescue service are provided on a 24 hour basis.

<b>Table A.18 - Calls Responded to by Madison Fire</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
	192	258	233	241	229	246

All fire equipment is owned by the town. Firefighter turn-out gear needs regular replacement and the Madison Fire Department works with its municipal budget and grant funding to keep gear up to safety standards.

The following (Table A.19) is a list of the emergency vehicles used by the Madison Fire Department.

<b>Vehicle Company 1</b>	<b>Year</b>	<b>Mileage</b>	<b>Condition</b>	<b>Vehicle Company 2</b>	<b>Year</b>	<b>Miles</b>	<b>Condition</b>
International Engine 71	2007	21,900	Excellent	International Engine 72	2007	9,613	Excellent
3000G Tanker/Pumper 73	1990	104,000	Average	Chevy Kodiak Engine 74	1995	16,993	Good
Chevy CK350 Forestry Truck	1994	20,800	Fair	Chevy 1-Ton Unit 76	1994	378,700	Fair

**Ambulance**

The Anson/Madison/Starks Ambulance Service is a quasi-municipal corporation with a Board of Directors consisting of Selectmen from Madison, Anson and Starks. Its total operating budget is \$882,768 for 2012-13. 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. Due to a rate decrease in 2011, the amount the Town of Madison pays for Ambulance services has been reduced from \$85,938 in 2010. The building for the service is located in Anson.

The Service is licensed at the Intermediate Level with a permit at the Paramedic Level and provides 24 hour service. The average response time is 8 minutes, which is actually less during emergencies but the average is higher for nursing home transports. Staffing consists of a full time Director, four full time paramedics and one full-time basic EMT. There are several other part-time positions for critical care, basic and intermediate EMTs. Area fire departments also provide first responders for emergencies.

The Anson, Madison and Starks Ambulance Service operates three vehicles. Unit #7 is a 2011 model in excellent condition with approximately 47,000 miles. Unit #5 is a 2008 in excellent condition with 121,000 miles, and unit #6 is a 2004 model with 150,000 miles in fair to good condition. Unit #6 is used as a replacement if #7 and #5 are in for service. Back up service is provided by Redington Fairview Hospital ambulance service in Skowhegan and the Anson, Madison and Starks Ambulance Service provides back-up for the hospital's service. In the

1990's the number of calls ranged from 700 to 750 per year. As the chart below indicates, the number of calls over the past few years has been consistent.

<b>Table A.20 - Calls Responded to by AMS Ambulance</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
	1708	1724	1721	1633	1677

Ambulance calls directly tied to Madison addresses average 30% of the responses by AMS over the past 5 years.

### **Highway Department**

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 to cover major storms and snow removal.

Table A.21 lists the Highway Department's major equipment, condition and age.

<b>Table A.21 – Highway Vehicles</b>	<b>Year</b>	<b>Mileage</b>	<b>Cond</b>	<b>Vehicle</b>	<b>Year</b>	<b>Mileage</b>	<b>Cond</b>
<b>Sterling 10 Wheel Dump/Plow</b>	2007	150,936	Good	<b>Caterpillar 938 Loader</b>	1996	110,000	Good
<b>Trackless Sidewalk Plow</b>	2007	80,305	Good	<b>Caterpillar 930 Loader</b>	1993	107,000	Good
<b>Case Skid Steer</b>	1996	21,000	Good	<b>Temco Snowblower</b>	2001	55,000	Good
<b>Gallion Grader</b>	2001	155,601	Good	<b>Trailer</b>	1995	20,000	Good
<b>Cimline Crack Sealer</b>	2001	25,000	Good	<b>GMC Pick-up Truck</b>	2006	22,343	Good
<b>Sterling Dump/Plow Truck</b>	2003	107,000	Good	<b>John Deere Excavator</b>	2006	42,400	Good
<b>Sterling Dump/Plow Truck</b>	2004	65,429	Good	<b>Ford Plow Truck</b>	1995	42,000	Good
<b>Leaf Vacuum Extreme Vac</b>	2009	25,750	Good				

The Highway Department budgets for capital expenditures over several years and historically it has been the town's policy to replace large trucks after 15 to 17 years and replacing the smaller trucks after 12 to 15 years, depending on overall condition and maintenance costs. Heavy equipment has been replaced after 20 years or when the maintenance becomes costly.

Madison's Highway Department maintains the vehicles and equipment and performs some repairs, which saves taxpayer dollars. Over the past several years, the Department has purchased salt through the Kennebec Valley Council of Government's regional purchasing program, which has resulted in savings for the town.

Madison's Highway Department is located on Madison Avenue and provides space for the Highway crew, trucks, tools and equipment. The 180' X 40' garage was built in the 1960's with renovations in the 1970's. In 2010, a stimulus energy grant provided funds for a new super insulated roof. The building is in good to average shape.

The Highway Department budgets for local road and street repair, offers spring clean-up and leaf removal for residents, assists with grant projects when needed, provides on-call snow/ice road maintenance, sidewalk construction, maintenance and repair, storm drain maintenance and many other duties. The Highway Department coordinates work with Anson/Madison Water District and Anson/Madison Sanitary District on road openings when needed.

### **Power & Communications**

Madison Electric Works delivers energy for approximately 2,300 customers in portions of Madison, Anson, Starks and Norridgewock. Central Maine Power serves the remainder of Madison at a higher delivery rate.

MEW is governed by the Maine Public Utilities Commission (PUC), through a locally elected board of 5 directors and employs a superintendent, three office personnel, and six linemen.

Broadband internet and cable services are provided by Beeline Cable with offices located on US Route 201 in Madison. Somerset County is within the parameters of the Three Ring Binder Project, completed in 2012 by Maine Fiber Company Inc. The Project connects 100 communities in Maine through a network of fiber optic cables to provide access to the internet and a greater reach for cable television throughout Maine's rural areas.

### **Public Water Supply**

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

The water distribution system consists of near 90,000 feet of pipe and 90 hydrants. The water supply comes from Hancock Pond. Two treatment plants are located on the West Shore Road



in Emden for screening, chlorination, fluoridation and filtration. The most recent upgrade was a \$1.3 million dollar project in 2009 for water main replacement on Pine Street and Fall Street.

The Anson/Madison Water District should be an adequate supply of water for Madison for the next several years. Any plans by the quasi-municipal water utility will be consistent with the Future Land Use Plan. The Water District cooperates in municipal planning and respects the ordinances established by the town for road openings.

### **Public Sewer**

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 use.

The primary treatment plant is located off Pine Street on the Madison side of the Kennebec River and the secondary treatment lagoon and sludge landfill is located across the river in Anson. In 2009 the District began constructing a final cap over the landfill, which is an ongoing project.

The system currently serves approximately 1,200 customers in Anson and 1,090 in Madison. Anson-Madison Sanitary District treats approximately 4 million gallons of wastewater per day. The District operates and maintains 7 pumping stations, approximately 15 miles of sanitary sewer collection lines and approximately 10 miles of storm water collection lines. The service area has not changed in the past 20 years. The District's capacity is considered sufficient to accommodate population growth in the area. Residents who are not connected to the Sanitary District's system rely on private companies for septic tank waste.

Storm water separation projects continue to reduce the volume of water from the treatment plant to help with keeping costs down. The District maintains contractual agreements with New England Organics and Waste Management for composting sludge removed from the wastewater sites in Unity, and Norridgewock.

Stormwater management is overseen by the Sanitary District and both the area Water and Sanitary Districts are involved with regional conversations about development along the US Route 201 Corridor shared with Skowhegan.

### **Solid Waste Disposal**

The Town of Madison contracts yearly with Waste Management, Inc., for the transfer and disposal of solid waste. The transfer and disposal fee (or 'tipping' fee) is currently \$77.61 per

ton. The Material Summary Report from Waste Management for the year ending December 31, 2012 shows that 1,599.26 tons of municipal solid waste was delivered to the commercial or “front” entrance at WM. In addition, the town pays a fee of \$89.09 per ton for garbage and other items taken by residents to the ‘back gate’ on Airport Road in Norridgewock. For 2012 an additional 767.28 tons of waste was attributed to Madison for their portion of back gate deliveries. Madison is the second largest user of the WM back gate behind Norridgewock.

The town’s total municipal waste figures include cardboard and some waste picked up from UMP (Madison Paper). As for Backyard Farms, they recycled 68 tons of cardboard last year selling it off to an independent company (not Waste Management)

Waste Management charges a much lower rate to handle recycled material (\$25 per ton). For 2012 58.69 tons of recycled material was collected through the town’s curbside recycling program which was recently converted to a single stream program where participants no longer need to sort their recyclables. This has led to an increase in the number of residents who participate in the curbside program. Public input indicated that a truer cost of curbside would include the \$39,000 that the town pays for a dedicated curbside program.

In addition 1,509 passenger tires and 55 trailer tires were accepted by Waste Management at the back gate in 2012. The town is assessed the fees for tires, propane tanks, televisions, items containing Freon, fluorescent lamps, cathode ray tubes, PCB ballasts, batteries, mercury containing devices, computers, printers, and monitors dropped off at the transfer station. The total amount charged to the Town of Madison for use of the back gate for 2012 was \$83,677.30. Public input indicates support for a balanced plan that protects back roads and property from becoming a dumping ground for material that can be taken to the WM back gate. It was also noted that the current system, while not perfect, does offer advantages in regards to cleanliness, convenience and efficiency to Madison residents.

Records kept by the personnel on site are not very accurate so what is charged to the town is often estimated and divided among the towns based on number of visits. Table A.22 shows the total tonnage of municipal solid waste, recycled materials, and municipal expenses, 2007-2012.

Year	Table A.22 - Total Municipal Solid Waste (tons)*	Total Recycled Materials (tons)**	Total Municipal Expenses
2007	3,920.56	723.59	\$326,070.00
2008	3,679.60	441.60	\$291,755.00

<b>2009</b>	3,768.00	1,000.80	\$295,138.93
<b>2010</b>	2,569.49	636.09	\$283,509.78
<b>2011</b>	3,196.10	762.16	\$269,297.70
<b>2012</b>	2,849.36	1,196.80	\$261,014.55

(2012 values are preliminary and do not include leaves and brush.)

\*Total municipal solid waste includes: municipal solid waste, bulky waste, demo, tires, leaf litter and brush, cardboard, and mixed and single stream recycled materials.

\*\* Total recycled materials includes: materials collected through the curbside program, recyclables delivered to the residential transfer station (back gate), cardboard, metal, wood, and leaf litter and brush.

Within the past few years, Waste Management has received legislative approval to expand, but landfill space is not unlimited and recycling remains critical to extending the life of a landfill. Current usage indicated that the WM landfill would reach capacity in 2024. Costs to area municipalities that rely on Waste Management for disposal would increase greatly if solid waste is hauled to other areas of the state.

Based on per capita comparisons, the town of Skowhegan spends \$82 per person on Solid Waste and Recycling, compared to Madison’s taxpayer costs of \$53 per person.

### Education - MSAD #59

The Madison area is served by Maine School Administrative District #59. As of 2010 the school district was comprised of students from Madison, Athens, Brighton Plantation and Starks. Since that time the Town of Starks has moved from MSAD #59 and joined the Farmington school district, and Athens and Brighton Plantation created their own school district, leaving Madison as the only town served by MSAD #59.

Currently, MSAD #59 schools include Madison Area Memorial High School, located on Rt. 148, Madison Junior High School, on Main Street, Madison Elementary School on Learner's Lane, and Athens Elementary School on Rt. 150.

The following chart (Table A.23) details the enrollment at the districts school buildings with select statistics from the past 25 years.

<b>Table A.23 - School Enrollment</b>	<b>1988</b>	<b>1994</b>	<b>2002</b>	<b>2012</b>	<b>2013</b>
<b>Athens Elementary (K-8)</b>	180	142	132	139	n/a
<b>Madison Elementary</b>	320	297	281	278	259
<b>Madison Junior High</b>	302	254	258	213	194
<b>Madison High School</b>	415	340	308	299	266
<b>Starks Elementary (K-4)</b>	49	45	42	n/a	n/a
<b>Total MSAD #59</b>	1266	1078	1021	929	719

Enrolments as of October 1 each year

Data on student teacher ratio show MSAD #59 has an overall ratio of 12.2. The state of Maine has a maximum of 17 students per teacher. Comparisons with regional high schools can be seen in the chart below (Table A.24).

Table A.24 - High School	Madison	Carrabec (Anson)	Skowhegan	MCI (Pittsfield)
Student/Teacher Ratio	12.2	11.5	13.6	13.0

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

All school facilities and buildings have been well maintained. Madison's elementary school was built in 2003 and the Junior High was built in 1987. Madison Junior High School and Madison Elementary School are both located in town areas which are mainly residential. The High School, built in 1986, is also located on a mainly residential route. The district currently has no plans for future expansion, but may need to look to replace existing structures as they age and when upkeep becomes cost prohibitive. All school facilities are available to the general public for non-profit activities and can be rented for other activities.

During the summer of 2012, the school district replaced the heating system at the High School with a new geothermal system, eliminating the need for heating oil. The system provides heating, cooling and fresh air using only electricity. Payments for the 1.2 million dollar system come from the budget line item that historically paid for fuel oil.

MSAD #59 has a policy that requires all students living within a mile of the school to walk. The Town of Madison continues to seek grant funding for sidewalk and signage improvements along the routes to school.

In 2007 the Maine State Legislature passed the School District Consolidation Law which required smaller districts to combine or face stiff financial penalties. On two occasions the local school board offered consolidation plans to the residents of Madison. In 2008 Madison voters rejected a proposal to consolidate with the Pittsfield school district and in 2009 again rejected a proposal to consolidate with Anson and Bingham. As a result, MSAD 59 received approximately \$200,000 less in state funding for 2009 and 2010. Currently there are no penalties placed on the district for opting not to consolidate. Public input indicated concern during the consolidation process as to the emphasis put on athletics. It was noted that over the past 2 years there have been very few conversations on athletics at the board level, although it is acknowledged that much of the town finds an identity in Madison school sports.

In the past MSAD 59 has offered Adult Education classes. While there are currently no classes offered within the district, MSAD 54 in Skowhegan offers Adult and Community Education courses available to all area residents.

The School District employs approximately 200 people, including teachers, administrators, secretaries, educational technicians, assistant teachers, bus drivers and cafeteria employees. Day to day operations are overseen by a superintendent who reports to the school board.

Public input indicates support for the school board and the local board of selectmen having occasional joint meetings for better communication; also 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.

**MSAD#59 Student Performance**

In response to strong public input on student performance, the 2014 update to the Comprehensive Plan includes sizeable data on that topic.

Each year the high school compiles a profile which includes statistics on the graduating class. Over the years it has become increasingly difficult to track graduates to see how many go on to college, military or immediately into the work force. Table A.25 is based on indications given by graduating seniors.

<b>Table A.25 - Graduating Class Madison High School</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Total Graduates</b>	50	60	63	58	64
<b>Plan to attend 4 year college programs</b>	21	29	25	34	32
<b>Plan to attend 2 year or Community College</b>	11	20	16	14	8
<b>Plan to join the military</b>	2	3	1	2	5

Public input indicates support for preparing students for options beyond high school including 4 year colleges and other alternatives. Despite state and federal mandates that focus on college prep, the district should be working on programs to provide a more balanced approach.

Graduation rates are tracked nationally and state wide and are based on the number of students entering 9<sup>th</sup> grade and graduate in four years, less students who transfer or drop out, plus students who transfer in. Table A.26 indicates Madison High School’s graduation rates dipped in 2007 and 2008 but are more in line with state averages over the past three years.

<b>Table A.26</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>Graduation Rate (MSAD59)</b>	95%	72%	71%	79%	85%	80%
<b>Drop Out Rate (MSAD59)</b>	2.3%	4.5%	10.5%	2.6%	2.6%	3.8%
<b>Graduation Rate (State)</b>	83.5%	80%	82%	80%	82%	83%
<b>Drop Out Rate (State)</b>	5.4%	5.2%	4.3%	3.6%	3.6%	3.3%

The district currently has a “Jobs for Maine’s Graduates” program. JMG is a non-profit with a private/public funding system. The program seeks to identify students who face barriers to education and help guide them to productive adulthood. The current program has a full time

staff member in the high school with approximately 60 students enrolled. The graduation rate for students in the JMG program is consistently over 90%. The district pays approximately \$24,000 annually toward the total cost for the program.

The following charts compare the performance of district students with averages across the state. Percentages based on the number of students tested to be proficient or proficient with distinction in the categories of Math, Reading and Science. For grades 5 and 8 the results are based on the Maine Educational Assessment tests, for grade 11 the results are based on SAT testing data.

Table A.27 - Grade 5 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
School Year						
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

Table A.28 - Grade 8 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
School Year						
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

Table A.29 - Grade 11 Proficiency	Math		Reading		Science	
	MSAD59	State	MSAD59	State	MSAD59	State
School Year						
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)

## Healthcare

The Greater Somerset Public Health Collaborative compiles data on health issues throughout the county. The next page contains information on Community Health Indicators in Somerset County. (Table A.30).

**Table A.30 Program progress measures and community health indicators**

	<b>Baseline Somerset County</b>
<b>Social indicators</b>	
	<b>2011</b>
High school graduation rate	78.2
Percentage of adults with high school diploma or higher	86.7
Unemployment rate	10.6
Percentage of children living in poverty	27.0
Number of violent crimes	11
Domestic violence rate	427 per 100,000
<b>Physical activity and nutrition indicators</b>	
School wellness policies	0
Percentage of youth who are physically active at least 60 minutes each day	45.0 (high school)
Percentage of adults who report a sedentary lifestyle	26.0
Percentage of youth who eat fruit 2 or more times per day during the past week	20.0 (high school)
Percentage of youth who eat vegetables 3 or more times per day during the past week	8.0 (high school)
Percentage of adults who eat fruits and vegetables 5 or more times per day	25.0
Percentage of youth who are overweight or obese	49.0
Percentage of adults who are overweight or obese	68.0
<b>Substance abuse indicators including tobacco</b>	
Percentage of youth who smoke	18.0 (high school)
Percentage of youth use of smokeless tobacco	11.0
Percentage of adults who smoke	26.0
Prescription drugs received in annual take-back events	444 pounds
Percentage of 11 <sup>th</sup> graders who say they would probably not get caught by their parents if they drank alcohol without permission	68.0
Number of alcohol and drug related car crash fatalities	4
Percentage of 11 <sup>th</sup> graders who drank alcohol in the past 30 days	30.0
<b>Risk factors and health outcomes indicators</b>	

Percentage of adults diagnosed with type 2 diabetes	11.0
Percentage of adults who have been told they have high blood pressure	35.0
Percentage of adults who have chronic obstructive pulmonary disease	7.9
Percentage of population under 65 without health insurance	13.0
Percentage of adults with no dental visits in past two years	33.0

A complete report is available at [www.somersetpublichealth.org](http://www.somersetpublichealth.org). Redington Fairview Hospital in Skowhegan serves as the regional hospital. After undergoing a considerable expansion in 2008 the hospital facilities seem to be adequate for the population.

The Madison Area Health Center is a federally funded facility serving as a clinic and provides services for many area citizens. The Center is currently taking new patients and has a team of MD's, Nurse practitioners and therapists. The Center is one of 11 Centers in Maine under the Health Reach Network. They provide services to the school district and offer uninsured patients options on a sliding scale.

The Town of Madison has a health officer. There have been no significant public health issues in the past ten years.

### **Tree Program**

Madison has a Tree Warden which oversees the Town's Tree Program. The program involves regular trimming of old growth trees and occasional tree removal. The tree replacement program keeps the right of ways stocked with fruit trees, as well as new hard wood growth. The program works with local businesses and groups like the Girl Scouts, Sea Cadets, and local school classes to take on planting and renovation projects annually.



# Water Resources

**Goal:** *To protect the quality and manage the quantity of the State’s water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To protect significant surface water resources from pollution and improve water quality where needed.</i>	Maintain local land use ordinances to incorporate stormwater runoff performance standards consistent with: <ul style="list-style-type: none"> <li>a. Maine Stormwater Management Law &amp; Regulations</li> <li>b. Maine DEP allocations for allowable levels of phosphorus in lake/pond watersheds</li> <li>c. Maine Pollution Discharge Elimination System Stormwater Program.</li> </ul>	Town Manager Selectmen Planning Board Code Enforcement	Ongoing
<i>To protect current and potential drinking water sources</i>	Enforce local land use ordinances, as applicable, to incorporate low impact development standards.	Planning Board Code Enforcement	Ongoing
<i>To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.</i>	Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as: <ul style="list-style-type: none"> <li>a. Natural Resource Conservation Service</li> <li>b. U Maine Cooperative Extension</li> <li>c. Soil &amp; Water Conservation District</li> <li>d. Maine Forest Service</li> <li>e. Woodlot Associations</li> </ul>	Town Manager Planning Board Code Enforcement Local Landowners	Ongoing

*To protect water resources in growth areas while promoting more intensive development in those areas.*

Maintain watershed management plan that will promote continued development or redevelopment without further stream degradation.	Planning Board Code Enforcement	3-5 Years
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Maintain public wellhead and aquifer recharge area protection mechanisms.	Town Manager Planning Board Code Enforcement	Ongoing
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*To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.*

Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.	Town Manager Board of Selectmen Planning Board Local Landowners KVCOG SEDC	Ongoing
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Maintain water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.	Town Manager Board of Selectmen Planning Board Local Landowners Highway Department Code Enforcement	Ongoing
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Provide educational materials at appropriate locations regarding aquatic invasive species.	Town Manager Lake Association	Ongoing
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The Town of Madison’s water resources include the Kennebec River, Wesserunsett Lake and a number of streams, brooks and wetlands.

**Surface Water Resources (Kennebec River)**

Madison lies entirely within the Kennebec River basin. (See Map M.4) 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. Pooler Brook and Jones Brook are tributaries within the western half that drain directly into the

Kennebec. Wesserunsett Lake, Haley Brook, Hayden Brook, Lawrence Brook and some unnamed streams, drain into Wesserunsett Stream, which flows into the Kennebec River just east and downstream from the Town of Skowhegan.

The Kennebec River is one of Madison's most significant natural resources. The total drainage area of the Kennebec River is 5,870 square miles. The Kennebec supplies hydro power for Madison Paper at two dams located near the Madison-Anson Bridge. The river is also important to Madison for its fisheries, wildlife, aesthetic, historic and recreational values.

Currently, there are three licensed discharges into the Kennebec River; Madison Paper Industries, the Anson/Madison Sewerage Treatment Plant and the Nathan Street storm water overflow are all located below the Madison-Anson Bridge. Relicensing by FERC and monitoring by the Maine Department of Environmental Protection at Madison Paper Industries helps to ensure that Kennebec River quality will not decline from industrial discharge. Anson/Madison Sanitary District licensing through the Maine Department of Environmental Protection provides the same protection for the Kennebec for treatment discharges and the Department monitors the storm water discharge on Nathan Street as well.

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 use of the river has increased. Regional planning for promoting the recreational use of the river should also consider public impact on the river to help maintain the water quality, wildlife and significant habitats and scenic vistas. Designated public access areas with rest facilities should be considered in planning as well as planning natural resource protection for critical habitats.

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.

Grants are available to pursue for watershed protection projects. The Town Office was encouraged to pursue such funding.

### **Surface Water Resources (Wesserunsett Lake)**

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. 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.

The lake is about 1,400 acres in size, with just over 9 miles of shoreline. It has an average depth of 12.9 feet, and a volume of 5.8-5.9 billion gallons. The lake's watershed is 15.76 sq. miles (10,086 acres), with an estimated flushing rate of 1.3 times a year.\*

The Maine DEP (MDEP) and the Volunteer Lake Monitoring Program (VLMP) have collaborated in the collection of data for Wesserunsett and hundreds of other Maine lakes. They have trained and certified the Wesserunsett volunteers who are now in the 32<sup>nd</sup> year of monitoring water quality of the lake under these programs.

In their water quality report for 2012, the volunteer monitors noted, among other things\*\*, that clarity averaged 0.9 feet shallower in both 2011 and 2012 than the long-term average of 19.4 ft. Water quality is considered average by the MDEP/VLMP, but there may be a trend of decline. All parameters should continue to be monitored and any trends identified.

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, tracking the loon population, educating the public about water quality issues with handouts, and managing the Courtesy Boat Inspection program at the East Madison Boat Launch.

The Town provides funds to help support the LWA's Courtesy Boat Inspection and the water quality monitoring programs. Volunteers pay for other monitoring expenses in addition to their time and mileage.

In 2012, they contributed 82 hours, drove 357 miles and donated \$106 for expenses. The volunteers and the LWA both donate annually to the VLMP and MCOLA to help support their lake protection programs.

The LWA Courtesy Boat Inspection program (CBI) has been active for 12 years. In 2012, 893 boat inspections were conducted at the East Madison Boat Launch. In addition, volunteers have conducted aquatic plant surveys of high-risk areas around the lake.

\*Sources: 2004 Bathymetry study by the University of Maine at Farmington funded by the Lake Wesserunsett Association (LWA). 2011 Volunteer Lake Monitoring Program (VLMP). 2001 Colby College Wesserunsett Lake land use/water quality report.

\*\*The number of parameters measured by the volunteers has increased since 1982 to include clarity (Secchi Disk transparency), total phosphorus, water temperature, ice-in/ice-out dates, precipitation, depth, color, dissolved oxygen, and estimates of Gloeotrichia echinulata abundance (a cyanobacterium).

Fortunately, no invasive plants have been found by the boat inspections or surveys. These efforts should continue as constant vigilance is needed to prevent introduction of invasive aquatic plants, which could spread quickly, in such a shallow lake as Wesserunsett.

The Town has regulatory power under its Shoreland Zoning Ordinance to protect one of the town's most valuable environmental and economic assets. The LWA and the volunteer monitors have no regulatory authority. The Town of Madison should support these efforts in years to come.

Public input identified concerns about discharges into both the River and the Lake, not only from homes that live directly on the water, but also residents who live in town. Continued education is needed to help people understand how certain chemicals affect the water quality. Education resources may include the Lake Smart Program and utilizing the extension office.

### Groundwater Resources

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 (See Map M.5). 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.

The Anson/Madison Water District serves 1,200 customers within the Madison village district. The water distribution system consists of near 90,000 feet of pipe and 90 hydrants. For those areas in the Town's rural district, clean drinking water is provided from private wells. The following table (A.31) lists the areas active public water systems classified by the state. Each of these systems represents significant development with need for water and sewer services.

Table A.31 Active Public Water Systems in Madison	State ID#	Location	PWS Type
<b>Skowhegan School of Art – Site #1</b>	ME0000397	White Schoolhouse Road	Transient

<b>Abnaki Camping Center</b>	ME0004681	Lake Wesserunsett	Transient
<b>Golden Eagle Restaurant</b>	ME0004696	US Route 201	Transient
<b>Lakewood Tennis Association</b>	ME0004697	US Route 201	Transient
<b>Jellystone Park at Yonder Hill</b>	ME0004701	US Route 201	Transient
<b>Anson/Madison Water District</b>	ME0090930	East Madison Road	Community
<b>Lakewood Golf Course Club House</b>	ME0092422	US Route 201	Transient
<b>Lakewood Community Water Association</b>	ME0094651	US Route 201	Transient
<b>Backyard Farms Greenhouse – Site #1</b>	ME0094858	River Road	Non-Transient / Non-Commercial
<b>Somerset Residential Care Center</b>	ME0095280	Preble Ave	Community
<b>Skowhegan School of Art – Site #2</b>	ME0100397	White Schoolhouse Road	Transient
<b>Backyard Farms Greenhouse – Site #2</b>	ME0194858	River Road	Non-Transient / Non-Commercial

In addition, protection is provided by enforcement of local and state ordinances. The municipality requires that contractors and public works projects utilize best management practices to protect ground and surface water resources in daily operations.

## *Historical and Archaeological Resources*

**Goal:** *To preserve the state's historical and archaeological resources.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>Protect to the greatest extent practicable the significant and archeological resources in the community.</i>	Seek federal, state and private funding for restoration of historic properties, including historic tax credit programs.	Town Manager Economic Development Historical Society	0-2 Years
	Educate landowners of potential archaeological sites to minimize disturbance of historical and pre-historical areas.	Historical Society Planning Board	Ongoing
	Work with Madison Historical and Genealogical Society to assess future needs for preservation in Madison including assessments and surveys.	Town Manager Economic Development Historical Society Planning Board	0-2 Years
	Distribute Historic Preservation Maps to any entity requiring site review and incorporate such information into the Site Review process.	Town Office Economic Development Historical Society	Ongoing

Historical and archaeological resources contribute to a community's character and individuality. A history of Madison includes Native American history, European settlement of village areas, and economic development associated with production of local necessities. Businesses first located within the Kennebec River corridor, then expanded to settlements around Lake Wesserunsett.

English settlement of the area now known as Madison was preceded by the habitation of Abenaki Indians along the shores of the Kennebec River, a site currently known as The Pines. The strong relationship between the Kennebec Abenakis and Father Rasle, a Jesuit priest, led to resistance of English settlement, ultimately resulting in Dummer's War. The Abenaki settlement was destroyed by the English in 1724, ending the tribe's presence at Old Point. The site, which included a chapel as well as longhouses, is now a National Historic Landmark. All artifacts belong to the Maine Historic Preservation Commission.

The Town of Madison became owner of the property in 2005, conveyed to the Town by The Archaeological Conservancy of Albuquerque, New Mexico, who had been deeded the property by Madison Paper Industries. The Pines site abuts the Catholic Cemetery where the monument to Father Rasle, dedicated by Bishop Fenwick in 1833, states the importance of the priest's influence on the Abenakis. Father Rasle's dictionary of the Abenaki language is preserved at the Harvard Library in Cambridge Massachusetts.

According to the Maine Historic Preservation Commission there are eight prehistoric archaeological sites known in Madison (see M6). Three are located along the shore of Wesserunsett Lake, and five are located along the banks of the Kennebec. The prehistoric site around the Father Rasle mission is listed in the National Register and considered of high significance.

Professional archaeological survey for prehistoric sites in Madison has been done from the banks of the Kennebec River upstream (north) of the Madison dam; approximately 1/4 mile downstream from the dam; the Pines and Father Rasle mission properties along the river at the southern boundary of the town; an industrial development along Pooler Brook, and from a portion of the proposed Skowhegan bypass that extends into Madison at the southeast corner of the town.

The Maine Historic Preservation Commission completed a reconnaissance archaeological survey for prehistoric sites along the banks of the Kennebec River and recommended that a similar survey be conducted for Lake Wesserunsett and Wesserrunsett Stream. The Old Point Pines site yielded significant archaeological artifacts from the late 1600's. Thompson Point, at Lake Wesserunsett (northeast of East Madison) contains stone tools and is considered another prehistoric Indian site.

Large areas of Madison, approximating 2 to 1 km from the Kennebec River eastward, are characterized by glacial outwash soils that may have attracted Native American settlement. In addition, the higher terraces and river floodplains back from the immediate banks of the Madison Dam impoundment need surveying along with the shoreline of Wesserunsett Lake and



the outlet stream. There is a small area of wind-blown sand southeast of Martin Corner that needs a professional survey for Paleoindian sites.

The Maine Historic Preservation Commission also identified three patches of aeolian (duned) sand along the Russell Road, just northeast of Ward Hill and five other additional sites in the southern half of Madison. An additional, very significant prehistoric archaeological site is adjacent to the former Madison Electric Works powerhouse building on the Sandy River. The powerhouse property is currently for sale and the dam has been removed. Archaeological survey work was completed during the dam removal process.

The Town of Madison incorporated on March 7, 1804, in the State of Massachusetts. Maine became a state in 1820. Research of early settlers in Madison documents many familiar family names, roads and streets. The Weston Homestead is still owned by Weston descendants. The first settlers began a tradition of an agricultural economy, which continued in Madison for many years. Farming in Madison has decreased in numbers from early settlement days while logging remains a vital part of the current economy.

Settlement around the area of Lake Wesserunsett, then known as Hayden Lake, occurred around 1820, and during that time the East Madison village had grocery stores, a blacksmith shop, two school houses, a woolen mill, cloth dressing mills, tanneries, a chair manufacturer and a shingle mill.

Across the lake another village developed around the historic Lakewood Theater, built in 1882 and noted as America's oldest summer theater. A steamer carried passengers across the lake from East Madison, a trolley brought guests from Madison and Skowhegan. Lakewood became renowned for famous actors performing summer stock. The property is now owned by the Curtain Up Enterprises, which produces several plays a year using local talent. Theater goes and the general public may still dine at the historic Lakewood Inn.

Madison has several historic buildings now listed on the National Register of Historic Places that also have contributed to the town's history. The structures most worthy of the federal designation of preservation for their historic, cultural or archaeological significance include the Weston Homestead, Lakewood Theater, and Madison's Public Library.

**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 still owned by direct descendants of the Westons and managed as a tree farm and leased fields for local farmers. Currently the property is for sale

and is being considered for purchase by the Somerset Woods Trustees in collaboration with the Land for Maine Futures Grant program.

**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 theater, inn and small shanty building remain as symbols of a charmed era; cottages that once housed the stars adorn the now private lanes leading to the theater.

**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). Public input indicated there may be a need for an updated survey, pooling the resources of the Historical Societies, and creating an informational map.

Other buildings with historic significance currently owned by the Town include the old Weston Avenue School, and the original section of Old Point School. The Main Street School, which was the site of the original high school built in 1895, was vacant for more than 10 years and was demolished in 2013.

The historic survey also identified historically significant buildings in East Madison including the Baptist Church, now used as housing, the East Madison Grange and the Skowhegan School of Painting and Sculpture, with buildings located on the East Madison Road and cottages on Lake Wesserunsett.

A comprehensive survey of Madison's historic above-ground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places.

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 Town of Madison supports the Historic and Genealogical Society by providing free space at the Old Point Avenue School for the group's displays and meetings. The historic collection now holds over a million dollars in 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.

Shoreland zoning and natural resource protection benefit the archaeological areas of the Kennebec River and Lake Wesserunsett as the areas sensitive to prehistoric archaeology encompass the shoreland areas. No site plan or subdivision regulations currently require a survey for archaeological and historical resources; however the map of such resources is publically displayed at the town office for reference. State and federal funding requires a historic assessment and protection of resources which offers further preservation measures when such monies are used in Madison.

The Town of Madison recognizes the important goal of protecting historic and archaeological resources and the following policies and strategies outline the plan for this resource.

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 make Madison a destination town with features such as:

- Access to the River by the Pines
- Historical Tours of Lakewood Theater, Congregational Church, Public Library, and the Weston House

Additional efforts would include: Seeking federal, state and private funding for restoration of historic properties, including historic tax credit programs. Educating landowners of potential archaeological sites to minimize disturbance to historical and pre-historical areas, and distributing Historic Preservation Maps to any entity requiring site review and incorporate such information into the Site Review process.

## Agriculture & Forestry Resources

**Goal:** *To safeguard the State’s agricultural and forest resources from development which threatens those resources.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To safeguard lands identified as prime farmland or capable of supporting commercial forestry.</i>	Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 MRSA 8869.	Planning Board Code Enforcement	3-5 Years
	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	Planning Board Code Enforcement	3-5 Years
	Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.	Town Manager Economic Development Local Farmers Network KVCOG SEDC	3-5 Years
<i>To support farming and forestry and encourage their economic viability.</i>	Where applicable, encourage non-residential development of natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers markets and home occupations.	Town Manager Economic Development Planning Board Code Enforcement Local Farmers Network Local Land Trusts	0-2 Years
	Encourage owners of productive farm and forest	Town Manager Economic Development	3-5 Years

land to enroll in the current use taxation program.

Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.	Town Manager Economic Development Planning Board Code Enforcement Local Farmers Network	Ongoing
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Forestry and agriculture resources continue to make important contributions to the Madison economy as well as the visual impact to the rural landscape. Local land owners are dependent on farmers and foresters to help maintain their fields and woods by haying, planting crops, and harvesting timber.

Approximately 8,000 acres are assessed as farmland, about 22% of the total acreage in the Town. Approximately 67% of Madison's land area, 23,600 acres, is forested (See Map M7).

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 a steady stream of funding for economic development projects. Backyard Farm’s 182 acre purchase involved one of the largest tracts of agricultural land in Madison.

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.

Nearly all of the Town's forest land is owned by non-industrial land owners. The Maine Forest Service's Best Management Practices for erosion control, provides guidance for local forestry use by both small and large logging operations.

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. For 2010 those numbers dropped to 132 parcels and 7,512 acres.

Non-industrial landowners have diverse uses for their forestland, such as wildlife conservation, fuel supply, timber management, recreation and general amenity. At this time, the Town of Madison does not have any regulatory ordinance protecting forested land. Somerset Woods Trustees is a regional organization supporting the preservation of forested lands in the area.

Table A.32 shows data from the Maine Forest Service regarding the types and total acres of forest harvest in Madison since 1991.

<b>Table A.32</b> <b>YEAR</b>	<b>Selection harvest</b>	<b>Shelterwood harvest</b>	<b>Clearcut harvest</b>	<b>Total Harvest</b>	<b>Change of land use</b>	<b>Number of active Notifications</b>
<b>1991</b>	940	-	91	1,031	-	31
<b>1992</b>	825	275	19	1,119	19	39
<b>1993</b>	879	51	32	962	22	34
<b>1994</b>	907	78	67	1,052	33	38
<b>1995</b>	1,405	60	18	1,483	5	42
<b>1996</b>	994	25	8	1,027	9	35

<b>1997</b>	1,119	-	10	1,129	10	41
<b>1998</b>	1,292	15	35	1,342	1	52
<b>1999</b>	1,222	50	-	1,272	56	84
<b>2000</b>	1,150	161	-	1,311	41	96
<b>2001</b>	708	37	-	745	14	66
<b>2002</b>	724	-	-	724	57	66
<b>2003</b>	616	30	-	646	2	47
<b>2004</b>	561	160	-	721	15	46
<b>2005</b>	696	143	-	839	2	46
<b>2006</b>	540	113	-	653	6	65
<b>2007</b>	780	96	5	881	5	58
<b>2008</b>	508	46	-	554	20	56
<b>2009</b>	717	317	-	1,034	18	49
<b>Total</b>	16,583	1,657	285	18,525	335	991

The increase of total acres harvested in 2009 is indicative that forestry remains a strong factor in Madison's economy. Since the data relies on landowners reporting the amount of timber they may or may not harvest each year, the number of active notifications exceed the number of acres actually cut.

Both farms and logging contractors face the same challenges in the markets as larger companies are able to provide products and services for less and force prices down. The Town of Madison supports community farming and forestry activities such as development of a farmer's market, community gardens and forested areas where people can hike, ski and camp.

## Natural Resources

**Goal:** *To protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To conserve critical natural resources in the community.</i>	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.	Planning Board Code Enforcement	Ongoing
	Designate critical natural resources as Critical Resource Areas in Future Land Use Plan.	Planning Board	3-5 Years
	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including, but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Planning Board Code Enforcement	3-5 Years
	Through local land use ordinances, the planning board will include pertinent information regarding critical natural resources as part of the review process.	Planning Board Code Enforcement	3-5 Years



*To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.*

Initiate and/or participate in inter-local and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.	Town Manager Economic Development Planning Board KVCOG	3-5 Years
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Pursue public/private partnerships to protect critical and important natural resources.	Town Manager Economic Development Board of Selectmen	3-5 Years
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Distribute or make available information to those living in or near critical or important natural resources about current tax use programs and applicable local, state or federal regulations.	Town Manager Economic Development Code Enforcement	3-5 Years
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An understanding of Madison’s natural resources is essential to planning for future development. These resources contribute to the community’s attractiveness as a place to work and live. Map M8 outlines the natural restrictions for development in Madison, but also provides a summary of critical 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 (See Map M2). Shoreland Zoning standards are consistent with neighboring communities.

**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 (See Map M8).

A detailed listing of local wetlands is available from the Maine Geological Survey, and the Department of Inland Fisheries and Wildlife.

**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. The most current listing can be found with the Maine Natural Heritage Program.

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 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.” The Ordinance does not contain any specific standards to assist the Planning Board in assessing proposed development in this regard. There are resources, however available at the state level.

Table A.33 lists local scenic areas as determined by the Planning Board.

<i>Table A.33 – Scenic Vistas and Areas</i>	
1.	Thurston Hill Scenic Vista
2.	Robbins Hill North of 12 Corners
3.	US Route 201 looking southward onto Lakewood
4.	Baron’ Corner looking northwestward
5.	Kennebec River corridor
6.	Eames Hill looking southward and westward
7.	Ward Hill/Preble Avenue looking southward and westward

8.	Blackwell Hill Road
9.	Old County Road looking westward and northward
10.	Old railroad trestle on Kennebec River
11.	Wesserunsett Lake
12.	The Historic Pines
13.	Father Rasle Monument
14.	Section of railroad track along Kennebec River just south of UPM Madison

Currently there are no recognized threats to critical natural resources, and the Town is prepared to partner with local and regional efforts to protect natural resources should the opportunities present themselves.

# Fiscal Capacity & Capital Investment Plan

**Goal:** *To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

<i>Policies</i>	<i>Strategies</i>	<i>Responsibility</i>	<i>Implementation</i>
<i>To finance existing and future facilities and services in a cost effective manner.</i>	Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.	Town Manager Board of Selectmen Advisory Board Economic Development	Ongoing
<i>To explore grants available to assist in the funding of capital investments within the community</i>			
<i>To reduce the state and local tax burden by staying within LD1 spending limitations.</i>			

## Fiscal Capacity

Sound fiscal management has allowed Madison to be in a relatively strong financial position considering the soft state of the economy. The Town currently carries no debt and has a debt ceiling of approximately 75million dollars. The current Tax Increment Financing (TIF) agreement with Backyard Farms allows the Town to have revenue specifically for economic development projects that can include some major infrastructure. However, public input expresses concern over rising tax rates.

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. See Table A.34:

<b>Table A.34 Fiscal Year</b>	<b>Town Valuation</b>	<b>Tax Rate</b>	<b>Total Income</b>
<b>2013-2014</b>	\$497,500,000	0.01753	\$8,721,175.00
<b>2012-2013</b>	\$499,559,900	0.01691	\$8,421,641.77
<b>2011-2012</b>	\$499,652,500	0.01625	\$8,093,748.93
<b>2010-2011</b>	\$504,630,500	0.01600	\$7,798,470.02
<b>2009-2010</b>		0.016	\$8,151,267.09

The money raised from local taxes is distributed in three areas. Table A.35 shows that 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.

<b>Table A.35 Fiscal Year</b>	<b>Town Portion</b>	<b>Somerset County</b>	<b>MSAD #59</b>	<b>Total</b>
<b>2013-14</b>	\$2,327,996	\$1,081,584	\$5,439,485	\$8,849,065
<b>2012-13</b>	\$2,238,546	\$1,139,404	\$5,043,690	\$8,421,641
<b>2011-12</b>	\$2,158,908	\$1,056,567	\$4,878,272	\$8,093,748
<b>2010-11</b>	\$1,958,574	\$1,052,274	\$4,787,621	\$7,798,470
<b>2009-10</b>	\$2,759,992	\$1,006,277	\$4,384,997	\$8,151,267

Madison remains a community dependent on the valuation and tax revenue provided by the local paper industry. In 2001 Madison Paper (UPM) comprised 61.04% of the valuation of the town. Today it 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. Other taxpayers are paying a higher percentage of the tax commitment due to the decrease in UPM's percentage. Changes to the BETR/BETE tax incentives are currently being discussed in the State Legislature would have a bearing on Madison and other industrial towns, resulting in more exemptions and less tax revenue.

Slight adjustments to property values are made by the tax assessors each year. Madison’s most recent major valuation was 2007. A valuation is a more broad general approach to reviewing and adjusting the value of property. A revaluation is a very detailed, property by property approach and proves to be quite costly.

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. It is expected that development will continue along Lake Wesserunsett as long as water quality remains good enough for the lake to be attractive.

### Comparative 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. Table A.36 shows data from the Maine Revenue Services with estimated full value tax rates for an ‘apples to apples’ comparison.

<b>Table A.36 - Town</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>	<b>2008</b>	<b>2007</b>
<b>Madison</b>	16.91	16.25	15.59	15.68	15.31	15.12
<b>Skowhegan</b>	16.40	15.86	15.28	15.30	15.55	15.30
<b>Anson</b>	19.20	18.90	17.39	15.48	14.86	14.98
<b>Norridgewock</b>	15.82	16.81	15.54	15.55	15.18	13.49
<b>Pittsfield</b>	18.50	17.90	17.39	15.52	14.54	14.11
<b>Fairfield</b>	19.70	19.20	18.97	18.11	16.07	14.52
<b>Somerset County</b>	n/a	15.71	14.97	14.62	14.19	13.77
<b>State of Maine</b>	n/a	n/a	12.87	12.23	11.70	11.33

As of 2010 Somerset County had the 4<sup>th</sup> highest average tax rate in the state, behind Aroostook, Penobscot and Androscoggin. But as Table A.37 shows, 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.

<b>Table A.37 - County</b>	<b>2010 Median Property Tax*</b>	<b>Countywide Average Tax Rate</b>
<b>Cumberland</b>	\$ 2,973.00	13.87
<b>York</b>	\$ 2,455.00	11.39
<b>Sagadahoc</b>	\$ 2,234.00	12.79
<b>Androscoggin</b>	\$ 2,185.00	17.06
<b>Knox</b>	\$ 2,166.00	11.37
<b>Lincoln</b>	\$ 1,727.00	8.61
<b>Kennebec</b>	\$ 1,662.00	13.54
<b>Hancock</b>	\$ 1,627.00	8.76
<b>Waldo</b>	\$ 1,580.00	12.19
<b>Penobscot</b>	\$ 1,525.00	16.4
<b>Oxford</b>	\$ 1,427.00	12.47
<b>Franklin</b>	\$ 1,278.00	10.79
<b>Somerset</b>	\$ 1,222.00	14.97
<b>Piscataquis</b>	\$ 1,092.00	11.88
<b>Aroostook</b>	\$ 1,066.00	15.69
<b>Washington</b>	\$ 1,065.00	13.8

\*Source (www.taxrate.org)

## **Revenues and Expenditures**

For 2013 the Town of Madison anticipates generating revenue of \$1,148,663, most of which comes through excise tax on vehicles. In addition State revenue sharing consists of \$280,000 per year. In 2013 the State lowered revenue sharing by approximately \$130,000. These streams of revenue allow for a lower burden on the taxpayer for essential services.

As a result of cost increases and reductions in state support, the portion that taxpayer's pay of the Town's municipal budget has increased 7.8% over 2011 and the portion of the School District Budget has increased 11.5% over that same time period.

Currently the State Legislature is considering changes to business tax exemption policies known as BETR/BETE. Town's like Madison that rely on large industrial tax payers like UPM Madison would be adversely affected if tax exemptions are expanded. According to estimates, as much as \$30 million could be removed from local taxable property resulting in \$500,000 that will either need to be cut from the current budget or raised by increasing the tax rate.

### **Funding Priorities**

Over the next several years the Town will consider upgrades to municipal facilities beginning with public safety. The current fire department area will need to be expanded and some technical upgrades will be necessary as well. Up to 1 million dollars has been allocated in a proposed amendment to the Backyard Farms TIF agreement for fire department construction or renovation through 2033. In addition up to \$750,000 of the BYF TIF has been allocated for assistance to purchase firefighting equipment.

The police department will need more space for storage and operations. The municipal office will need more document storage space, and there has been public support for creating a space where all local bills could be paid. Currently there are separate locations to pay water, sewer, electricity and property taxes.

There is an ongoing plan developed by Maine Local Roads (see Table A.16 page 42) to guide long term plans for the resurfacing and reconstruction of local roads. Up to 5.5 million dollars has been allocated in a proposed amendment to the Backyard Farms TIF agreement for local road work through 2033. In addition a percentage of funds is dedicated to assisting with the future purchase of highway equipment.

It has been suggested to start a sidewalk inventory in the village area of town. Funding for repair of sidewalks has been secured from Summit Natural Gas specific to those areas affected by installation of the gas pipeline. In addition up to \$750,000 of the BYF TIF has been allocated for infrastructure including sidewalks.

Each of the three school buildings currently operated by MSAD#59 are in good to excellent condition. Major building projects are not anticipated over the next 20 years.

Table A.38 outlines the Town of Madison's Capital Improvement Plan through 2020.



# Capital Improvement Plan (5 Year)

Table A.38

PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
HIGHWAY	Sidewalk Renovation	TIF/Grants	\$50,000.00	\$75,000.00	\$75,000.00	\$25,000.00	\$25,000.00	\$25,000.00	\$275,000.00
	Equipment Purchase	Capital Exp/TIF	\$25,000.00	\$25,000.00	\$50,000.00	\$50,000.00			\$150,000.00
	Natural Gas Conversion (Town Garage)	Capital Exp/TIF	\$5,200.00						\$5,200.00
	Salt Shed	TIF						\$50,000.00	\$50,000.00
	Local Roads	Capital Exp/TIF	\$320,425.00	\$366,300.00	\$180,100.00	\$420,939.00	\$264,775.00	\$57,835.00	\$1,610,374.00
	<b>Subtotal</b>		<b>\$400,625.00</b>	<b>\$466,300.00</b>	<b>\$305,100.00</b>	<b>\$495,939.00</b>	<b>\$289,775.00</b>	<b>\$132,835.00</b>	<b>\$2,090,574.00</b>
PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
TOWN OWNED PROPERTY	Weston Avenue School (Demolition)	TIF	\$90,000.00	\$10,000.00					\$100,000.00
	East Madison Store (Demolition/Site Work)	TIF	\$75,000.00	\$10,000.00	\$5,000.00				\$90,000.00
	Business Park (Site Work)	TIF			\$15,000.00	\$10,000.00			\$25,000.00
	Library (Natural Gas Conv/Building Maint)	Capital Exp/Grants	\$4,000.00		\$5,000.00	\$5,000.00	\$5,000.00	\$5,000.00	\$24,000.00
	Municipal Building (Natural Gas Conv/Maint)	Capital Exp/Grants	\$4,000.00	\$2,500.00	\$10,000.00	\$15,000.00	\$10,000.00	\$5,000.00	\$46,500.00
	Old Point Ave (Natural Gas Conv/Upgrades)	Capital Exp/Grants		\$12,500.00	\$5,000.00	\$2,500.00			\$20,000.00
	Congregational Church (Boiler/Upgrades)	TIF		\$15,000.00	\$15,000.00	\$10,000.00	\$5,000.00		\$45,000.00
	Main Street Parking Lot (Cameras)	TIF	\$10,000.00	\$5,000.00					\$15,000.00
	<b>Subtotal</b>		<b>\$183,000.00</b>	<b>\$55,000.00</b>	<b>\$55,000.00</b>	<b>\$42,500.00</b>	<b>\$20,000.00</b>	<b>\$10,000.00</b>	<b>\$365,500.00</b>
PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
RECREATION	Ice Rink (Weston Ave)	Capital Exp/Grants		\$15,000.00	\$5,000.00	\$5,000.00			\$25,000.00
	Site Work Ball Fields	Capital Exp/Grants		\$2,500.00	\$5,000.00	\$5,000.00	\$2,500.00		\$15,000.00
	Trail Development	TIF/Grants	\$5,000.00	\$5,000.00	\$5,000.00	\$2,500.00	\$2,500.00	\$2,500.00	\$22,500.00
	Boatlanding Upgrades	TIF/Grants	\$20,000.00	\$2,500.00	\$2,500.00	\$2,500.00	\$2,500.00	\$2,000.00	\$32,000.00
	<b>Subtotal</b>		<b>\$25,000.00</b>	<b>\$25,000.00</b>	<b>\$17,500.00</b>	<b>\$17,500.00</b>	<b>\$7,500.00</b>	<b>\$4,500.00</b>	<b>\$97,000.00</b>
PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
FIRE DEPARTMENT	Equipment Upgrades (SCBA)	TIF/Grants	\$150,000.00	\$40,000.00	\$5,000.00	\$5,000.00	\$2,500.00	\$2,500.00	\$205,000.00
	Rescue Vehicle	Capital Exp/TIF		\$25,000.00	\$50,000.00	\$50,000.00	\$25,000.00	\$10,000.00	\$160,000.00
	Station Addition/Renovation	TIF		\$100,000.00	\$100,000.00	\$100,000.00	\$100,000.00	\$100,000.00	\$500,000.00
	<b>Subtotal</b>		<b>\$150,000.00</b>	<b>\$165,000.00</b>	<b>\$155,000.00</b>	<b>\$155,000.00</b>	<b>\$127,500.00</b>	<b>\$112,500.00</b>	<b>\$865,000.00</b>
PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
POLICE DEPARTMENT	Equipment Purchase/Upgrades	Capital Exp/Grants	\$1,000.00	\$5,000.00	\$5,000.00	\$5,000.00	\$5,000.00	\$5,000.00	\$26,000.00
	New Cruiser	Capital Expense	\$6,750.00	\$22,000.00	\$7,500.00	\$23,000.00	\$8,000.00	\$24,000.00	\$91,250.00
	Additional Storage	Capital Expense		\$1,500.00	\$1,500.00	\$2,500.00	\$2,500.00	\$5,000.00	\$13,000.00
	<b>Subtotal</b>		<b>\$7,750.00</b>	<b>\$28,500.00</b>	<b>\$14,000.00</b>	<b>\$30,500.00</b>	<b>\$15,500.00</b>	<b>\$34,000.00</b>	<b>\$130,250.00</b>
PROJECT LIST		Funding Sources	2014	2015	2016	2017	2018	2019	Estimated Cost
BOARD OF ASSESSORS	Revaluation of Property	Capital Expense	\$25,000.00	\$35,000.00	\$50,000.00	\$50,000.00	\$50,000.00	\$50,000.00	\$260,000.00
	<b>Subtotal</b>		<b>\$25,000.00</b>	<b>\$35,000.00</b>	<b>\$50,000.00</b>	<b>\$50,000.00</b>	<b>\$50,000.00</b>	<b>\$50,000.00</b>	<b>\$260,000.00</b>
			2014	2015	2016	2017	2018	2019	Estimated Cost
<b>Total (Scheduled)</b>			<b>\$791,375.00</b>	<b>\$774,800.00</b>	<b>\$596,600.00</b>	<b>\$791,439.00</b>	<b>\$510,275.00</b>	<b>\$343,835.00</b>	<b>\$3,808,324.00</b>

Town of Madison

Comprehensive Plan Update 2014

State Approval and Analysis

Town of Madison

Comprehensive Plan Update 2014

Maps