

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%).

Table A.1 Year	Population Madison	% Change
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 an 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.

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

Table A.3 - Madison Census Data	2010	%	2000	%	1990	%
Total population	4855		4,523		4,725	
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%

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

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

Table A.6 - Income - % Households Below Poverty	2010	%	2000	%
Total Number of Madison Households	2111		1893	
Number of Households Below Poverty	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%.