

Community Development

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Overview

A key purpose of a Plan of Conservation and Development is to guide future development so that it helps accomplish overall objectives and helps meet community needs. The challenge of this Plan is to carefully guide and manage development activities so that residents feel that development is preserving Madison's character and protecting the town's important features.

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

Economic Development



Coastal Development



Residential Development



Housing Opportunities



ACCOMPLISHMENTS

In 2011, the Planning and Zoning Commission adopted changes to Section 6 of the Zoning Regulations intended to better guide business development in the C-Commercial Districts and T-Transition districts (areas adjacent to Commercial Districts).

A committee comprised of members of the PZC and ACCA developed design standards for Wall Street to help guide development and redevelopment in that area.

As this POCD was being prepared, a study committee was evaluating the zoning standards and districts in the Madison Center area as well.

Encourage Economic Development

Economic development can provide important benefits to a community including:

- employment,
- goods and services, and / or
- net tax revenue to support local services.

Business uses are generally acknowledged as economic development. However, some residential uses can be considered economic development if they contribute more in tax revenue than they require in service costs (such as seasonal homes).

Madison residents have indicated they would like to have additional business and economic development in the community. In the telephone survey, it was learned that:

- 40 percent of respondents indicated that economic issues (taxes, spending, etc.) were the most important issues facing Madison at the present time,
- 79 percent of respondents indicated that Madison should look at ways to get more business development in business areas other than Madison Center,
- 65 percent of respondents indicated that Madison should look at locations for additional business zones.

Since it might be difficult for Madison to enlarge business zones because the adjacent areas are already developed, the Plan recommends that opportunities to expand business zoning be evaluated and that existing zoning regulations be studied so that the community can make the most efficient use of the land that is zoned for business uses. In addition, it may not be prudent to rezone business land for residential uses.

In the telephone survey, people indicated they want to be sure business development in Madison fits in with the character of the community:

- 85 percent of respondents agreed that all business development should go through a design review process to ensure the character of Madison is being maintained,
- 69 percent of respondents agreed that Madison needs to prevent commercial "creep" along Route 1.

Continue These Policies:

- A. Encourage appropriate economic development in Madison.
- B. Work with the Economic Development Commission, other municipal boards and commissions, and other organizations in order to foster a business-friendly environment.
- C. Ensure that economic development complements the character of the community.
- D. Maintain existing business zone boundaries in order to help prevent business "creep", especially along Route 1.

Complete These Tasks:

1. Study Zoning Regulations to make the most efficient use of the land that is zoned for business uses while maintaining the character of the Town.
2. Investigate the appropriate future zoning of the site-specific special exception areas used for business (possibly including a planned development district approach).

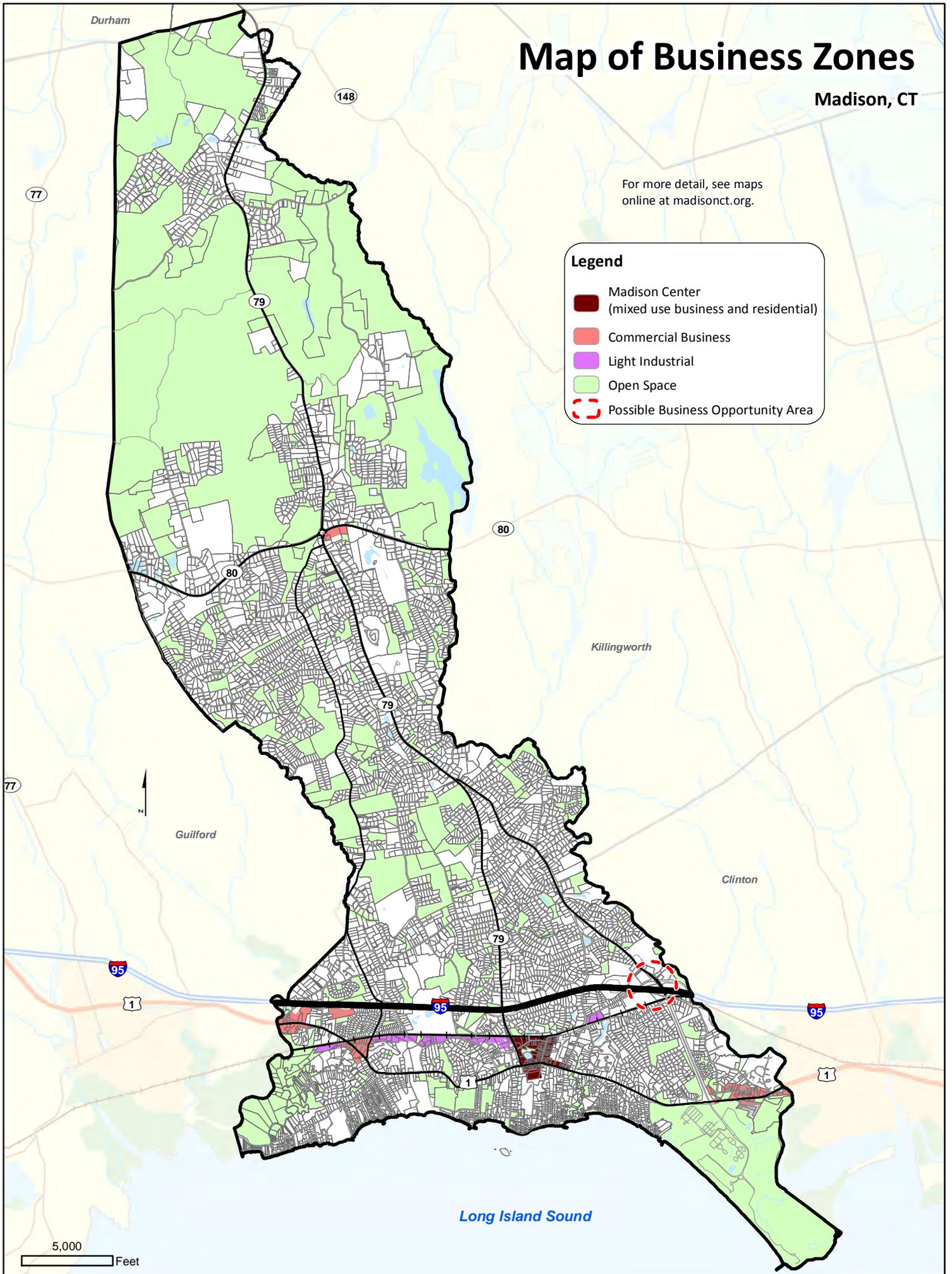
Map of Business Zones

Madison, CT

For more detail, see maps online at madisonct.org.

Legend

- Madison Center (mixed use business and residential)
- Commercial Business
- Light Industrial
- Open Space
- Possible Business Opportunity Area



ACCOMPLISHMENTS

In 2010, the Planning and Zoning Commission adopted new residential zoning standards for the shoreline areas in order to better manage residential growth in those areas.

Manage Residential Development

Guide Residential Development Patterns

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

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

In order to help preserve community character, Madison should continue to encourage “open space” development patterns for new subdivisions. Since the number of housing units should be similar, the “open space” development pattern provides greater community benefits from preserving natural resources and open space and reducing infrastructure and service-related costs.

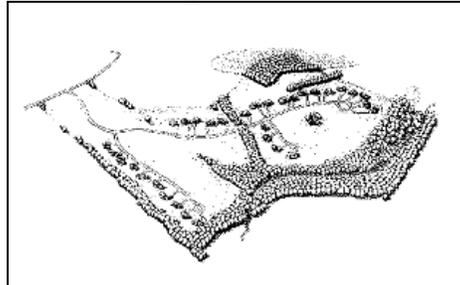
Continue These Policies:

- A. Maintain the existing single-family residential density pattern of Madison.
- B. Discourage multi-family (and/or higher density) developments in areas outside Madison Center unless there is some significant community benefit that will result.

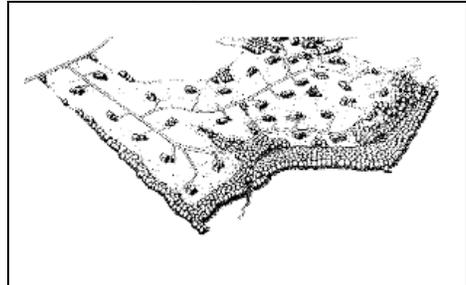
Complete These Tasks:

1. Evaluate zoning regulations established for the shoreline areas in 2010 to ensure they continue to accomplish intended outcomes.
2. Consider ways to increase the use of the Open Space Conservation Development regulations (Section 27 of the Zoning Regulations) in order to promote desired development patterns.

Encourage “Open Space” Development Patterns



Discourage Conventional Development Patterns



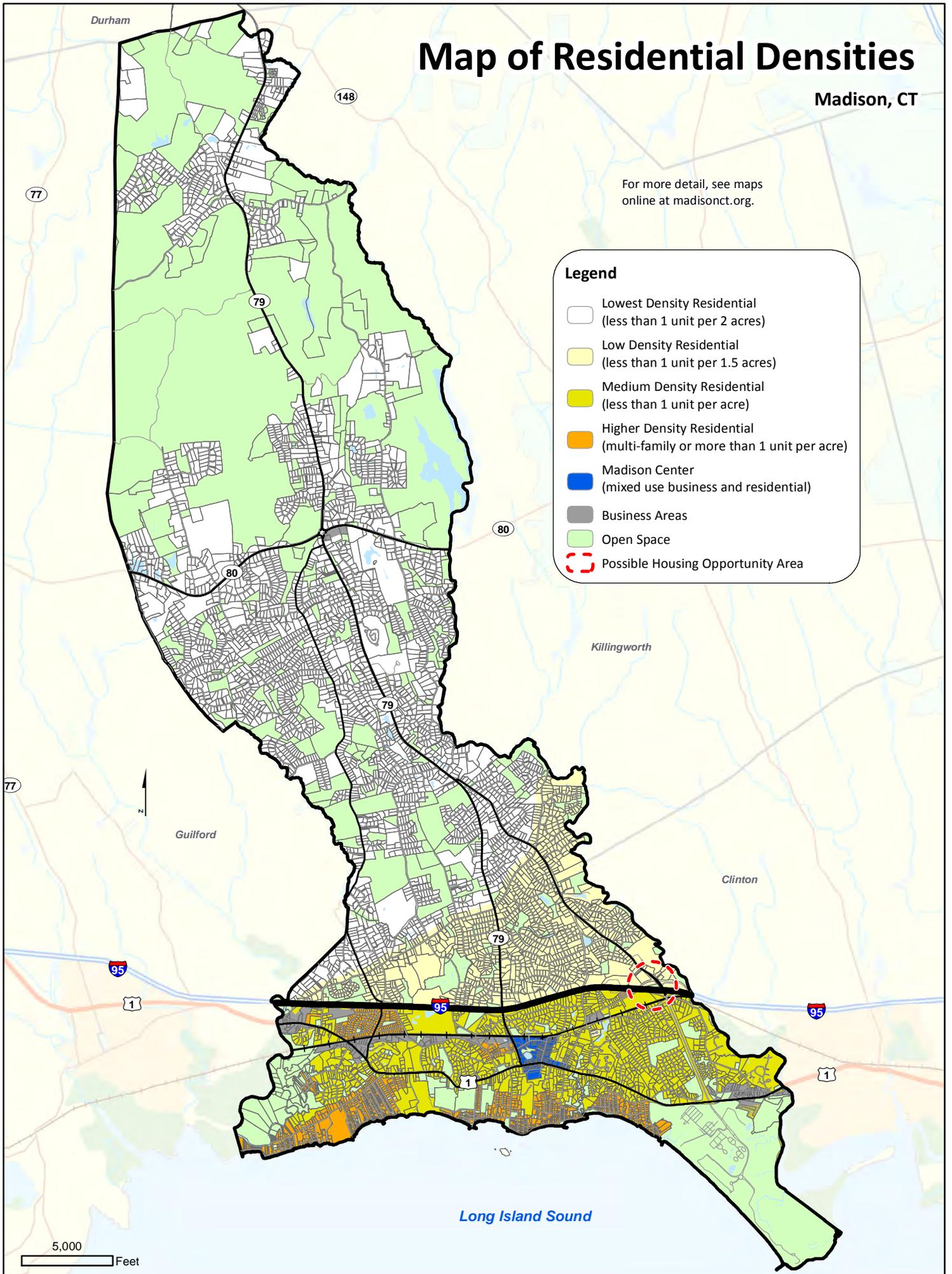
Map of Residential Densities

Madison, CT

For more detail, see maps online at madisonct.org.

Legend

-  Lowest Density Residential (less than 1 unit per 2 acres)
-  Low Density Residential (less than 1 unit per 1.5 acres)
-  Medium Density Residential (less than 1 unit per acre)
-  Higher Density Residential (multi-family or more than 1 unit per acre)
-  Madison Center (mixed use business and residential)
-  Business Areas
-  Open Space
-  Possible Housing Opportunity Area



Diversify Madison’s Housing Portfolio

Madison’s housing portfolio is dominated by single family detached homes on individual lots. For a number of different population groups, this type of housing may not best meet their housing needs. Madison residents understand the idea of diversifying the overall housing portfolio and support the concept. In the telephone survey:

- 81 percent of respondents agreed that Madison should look at ways to address the housing needs of an aging population, and
- 72 percent of respondents agreed that Madison should look at ways to address the need for housing which is more affordable (for residents of any age).

Housing For An Aging Population

Although there are some housing units in Madison devoted to older persons, few actually meet accessibility codes in terms of one-floor living, sufficiently wide doorways, ramp access, etc. Those considerations plus an affordability focus should be a priority for Madison’s growing population of older residents, particularly those with disabilities.

The housing desires of older residents can range from minor modifications to their existing housing unit, relocation to a condominium or other housing with exterior maintenance included, independent housing which is less expensive, housing with a fuller range of services available, and other options. During the planning period, Madison should investigate ways to accommodate the changing housing needs which can be anticipated in the future.

Since a number of these housing options are personal and are privately initiated, the Town’s role might be to ensure that local regulations do not prevent those accommodations which could be important to meeting the housing needs of older residents and maintaining a diverse community. Ensuring that social services are available for residents that need them (such as “meals on wheels”) can also help sustain people in their home.

As more live longer lives, it can be anticipated that there will be a growing need for elderly housing for people with limited economic means. A number of seniors are feeling like they are being “squeezed out” of a community where they have spent much of their life. Providing additional housing opportunities for such situations should be explored. Such facilities could be undertaken by the Town or through associations with other organizations.

Possible Townhouse Design



Possible Townhouse Design



Housing Which Is More Affordable

Since the average housing value in Madison is higher than other communities, Madison should consider strategies which might enhance the ability of younger people and families with modest incomes to be able to live here.

Madison has had “affordable housing” provisions in the zoning regulations since 1990 (Section 26 – Housing Opportunity District) but these have rarely been used. Madison should evaluate what types of adjustments might improve this tool. Other tools that might help address the need for affordable housing could also be investigated:

- requiring all new residential developments to provide affordable housing units or pay a “fee in lieu of” providing such units into a housing trust fund as authorized in CGS Section 8-2i.
- evaluating whether an Incentive Housing Zone (IHZ) as authorized in CGS Section 8-13m might be appropriate for Madison.
- promoting new housing opportunities in and near Madison Center.
- Partnering with other shoreline communities to provide for housing options which are more affordable.
- Establishing a local or regional housing authority or other organization to address local housing needs.

It will be advantageous for Madison to address this need pro-actively. Since less than two percent of Madison’s housing stock meets the State guideline for 10 percent of the housing stock to be affordable, Madison is subject to the “affordable housing appeals process” (CGS Section 8-30g) where applicants may propose housing in locations and at densities which may not be compatible with adjacent development.

Continue These Policies:	Complete These Tasks:
<p>A. Strive to diversify Madison’s housing portfolio.</p> <p>B. Address the housing needs of older residents.</p> <p>C. Address the need for housing which is more affordable.</p> <p>D. Address the need for housing which complies with accessibility codes such as the “Americans with Disabilities Act” (ADA).</p>	<p>1. Establish a Housing Diversity Task Force to look at local, and possible regional, housing solutions.</p> <p>2. Review the provisions of Section 26 of the Zoning Regulations (Housing Opportunity District).</p> <p>3. Consider other programs and/or regulation changes that might help address local housing needs.</p> <p>4. Evaluate whether an Incentive Housing Zone (IHZ) as authorized in CGS Section 8-13m might be appropriate for Madison.</p>

DEFINITION

In the Plan, the term North Madison generally refers to areas north of the Ryerson-Brown school complex.

The term North Madison Center generally refers to the area around the traffic circle at Route 79 and Route 80.

Enhance North Madison

Stretching from Long Island Sound on the south to Durham on the north, Madison may be the longest north-south community in Connecticut. This can create challenges to community cohesion and involvement since parts of the community are well separated from others. For the same reasons, it can be more difficult to provide community services and amenities.

As a result of this physical configuration, it is important to ensure that residents of North Madison feel they:

- Receive adequate community services,
- Have adequate access to community facilities and meeting space,
- Have adequate access to recreation facilities, and
- Are adequately served by business facilities.

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

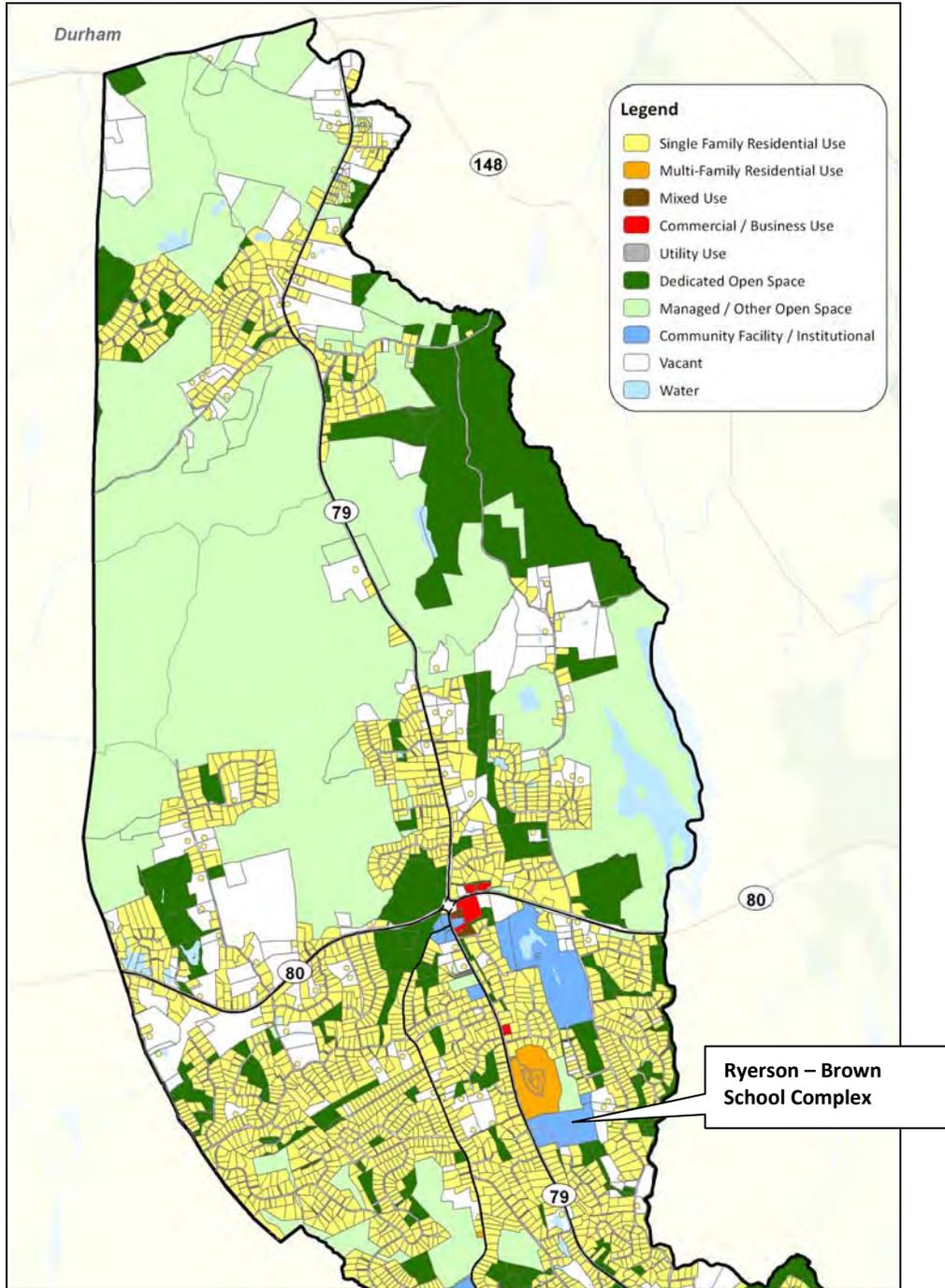
Continue These Policies:

- A. Seek to provide appropriate services and facilities for residents of North Madison including considering the need for satellite community facilities to provide community services (meeting space, social services, etc.).

Complete These Tasks:

1. Undertake a study of North Madison Center to ensure it meets residents’ needs and complements other aspects of community character.
2. Review the list of permitted uses in the Rural Shopping (RS) zone to ensure that it maintains its role as a neighborhood-oriented center.
3. Consider designating the Rural Shopping zone as a “village district” as authorized by CGS Section 2-j zone in order to have greater control over development patterns and architectural and site design.

Detail of North Madison



DEFINITION

According to CGS Section 22a-94, the “coastal area” in Madison is defined as “the land and water within the area delineated by the ... westerly, southerly and easterly limits of the state’s jurisdiction in ... Madison”.

Within the coastal area, there shall be a “coastal boundary” which shall be a continuous line delineated by whichever is farthest inland of:

- the elevation of the one hundred year frequency coastal flood zone, or
- a one thousand foot linear setback measured from the mean high water mark in coastal waters, or
- a one thousand foot linear setback measured from the inland boundary of tidal wetlands.

A “municipal coastal boundary” may be adopted by municipality and “such boundary may be delineated by roads, property lines or other identifiable natural or man-made features, provided such boundary shall approximate and in no event diminish the area within the (State) coastal boundary.

Manage Activities in Coastal Areas

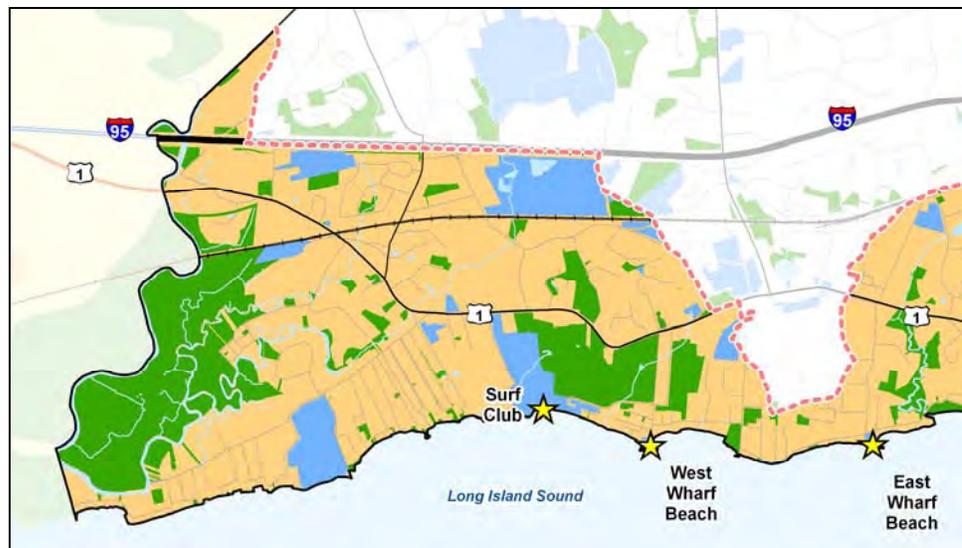
The shoreline areas are among the most desirable neighborhoods in Madison and there are significant development pressures which occur there. At the same time, the coastal resources that exist in this area are fragile and susceptible to impacts – both short term and long-term – from development activities. Over time, the cumulative impacts of many small decisions can have greater implications than are immediately apparent.

In the surveys conducted as part of the planning process:

- 89 percent of respondents in the telephone survey agreed that Madison should regulate development in coastal areas (building size, building height),
- 72 percent of respondents agreed that, in coastal areas, Madison should strive to protect “view corridors” from the street, including in-between houses.

The fragility of the coastal area and the need to consider long term possibilities became especially apparent with Tropical Storm Irene in August 2011. The entire Madison shoreline was battered by high winds and storm surges. Several houses were destroyed, others were significantly damaged. This experience highlights the need for managing development activities in coastal areas.

For development activities in the “coastal area”, the Town follows the Coastal Zone Regulations (Section 25 of the Zoning Regulations) and the provisions of Coastal Management Act (codified as CGS 22a-92 et seq.) in order to protect coastal resources. The Office of Long Island Sound Programs (OLISP) at the Department of Energy and Environmental Protection provides technical assistance.



In terms of development in coastal areas, Madison has regulations to manage the “winterization” of seasonal cottages and to manage the size of houses that can be built in shoreline areas. Due to concern over protecting waterfront vistas, Madison may wish to consider adopting vista protection regulations (such as Section 273-91 of the Guilford Zoning Regulations or Article 3 of the Borough of Stonington Zoning Regulations).

- Continue These Policies:**
- A. Manage the cumulative impacts of development in coastal areas, such as the impact of lawn fertilizers.
 - B. Promote the use of waterfront sites for water-dependent uses.

- Complete These Tasks:**
1. Review regulations and procedures related to development in coastal areas to ensure adequate provisions are in place.
 2. Consider whether more rigorous requirements for seasonal conversions are required to protect environmental health.
 3. Ensure that coastal flood and erosion control structures are in compliance with appropriate state and federal requirements.
 4. Consider implementing the recommendations of the Ad-Hoc Coastal Resources Review Committee.
 5. Consider adopting regulations to help protect waterfront vistas.
 6. Establish a waterfront land acquisition strategy.

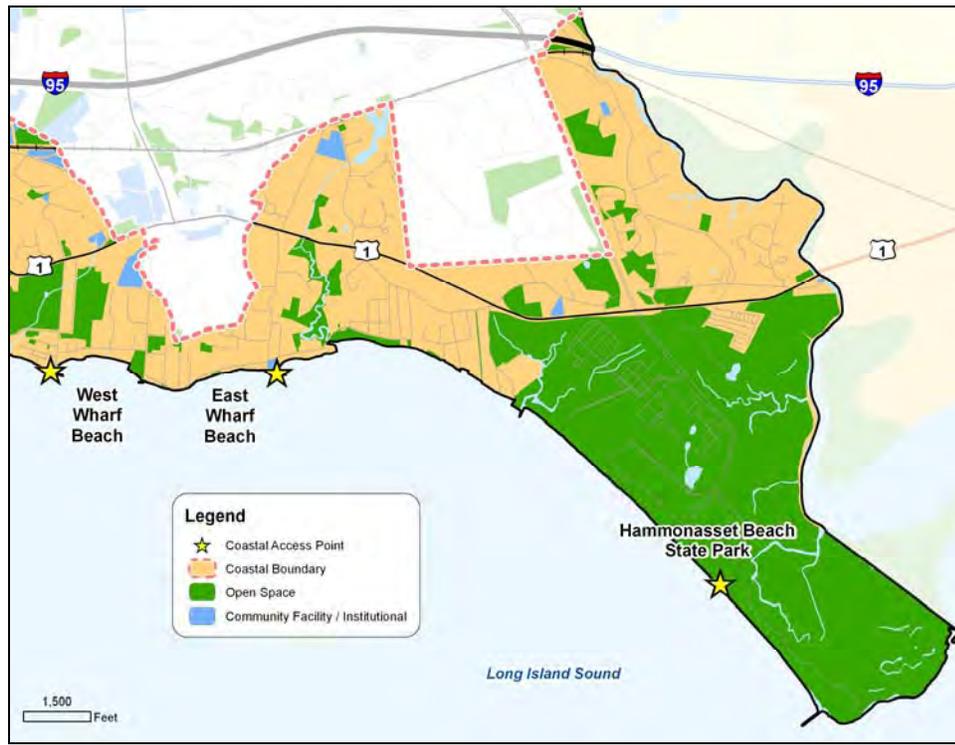
REFERENCE

Additional strategies related to coastal areas and coastal resources may be found at page 58 and at page 60.

Conundrum

Some of the greatest development pressures in Madison are in the coastal area – an area which contains many sensitive and valued resources.

Madison must continue to find ways to maintain an appropriate balance in the coastal areas.



Evaluate Wastewater Issues

Since Madison does not have any public wastewater treatment systems (sewers), all properties utilize private treatment systems (generally septic systems). The proper operation of these systems is integral to protecting environmental health, the public health and the integrity of Madison's neighborhoods.

The Water Pollution Control Authority should prepare a town-wide wastewater facilities plan to identify wastewater disposal issues throughout Madison, identify environmentally sensitive areas, and develop long-term recommendations for the design, operation and repair of individual on-site septic systems in residential areas.

With a wastewater management plan, the Town may learn about potential problem areas and identify potential solutions. In fact, depending on the seriousness of the issue, the Town may find that it needs to establish special standards in certain areas above and beyond the basic requirements of the State Health Code.

Continue These Policies:
A. Evaluate wastewater issues throughout Madison.

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Complete These Tasks:
1. Prepare a town-wide wastewater facilities plan to identify wastewater disposal issues.
2. Consider establishing a wastewater management district in coastal areas in order to protect environmental health.
3. Investigate ways to minimize environmental impacts associated with cesspools, especially in coastal areas.
4. Maintain a septic management program to ensure that septic tanks are pumped on a regular basis and residents are educated about how to maintain their septic systems.

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Enhance Communications Capability

The importance of Communications capability is growing in Madison and elsewhere. People are becoming more reliant on cellular phones, the internet, and other devices. Madison should seek to enhance communications capability throughout the town in terms of wireless coverage, wi-fi networks, internet capacity, and emergency response.

Continue These Policies:
A. Enhance communications capabilities throughout Madison.

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