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## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acknowledgements</td>
<td>4</td>
</tr>
<tr>
<td>Note from the Chair</td>
<td>5</td>
</tr>
<tr>
<td>Executive Summary</td>
<td>7</td>
</tr>
<tr>
<td>Section I: Introduction</td>
<td>12</td>
</tr>
<tr>
<td>Section II: Goals and Core Themes</td>
<td>24</td>
</tr>
<tr>
<td>Section III: Natural Environment</td>
<td>30</td>
</tr>
<tr>
<td>Section IV: Built Environment</td>
<td>40</td>
</tr>
<tr>
<td>Section V: Seven Policies for Madison</td>
<td>50</td>
</tr>
<tr>
<td>Section VI: Implementation</td>
<td>60</td>
</tr>
<tr>
<td>Section VII: Conclusions</td>
<td>68</td>
</tr>
<tr>
<td>Appendix A: Maps</td>
<td>76</td>
</tr>
<tr>
<td>Appendix B: Stakeholder List</td>
<td>87</td>
</tr>
<tr>
<td>Appendix C: Statutory Basis for the POCD</td>
<td>90</td>
</tr>
</tbody>
</table>
Acknowledgements

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Note from the Chair

Changes over time – from the Pleistocene to pre-contact to the present – shape our natural and built environments.

Glaciation about 22,000 years ago formed Long Island Sound and left a landscape of arable soil, rocky ridgelines and outcrops, glacial erratics, lakes, and ponds. Rivers and streams follow a coastal slope from upland forests to low lying wetlands, salt marshes, and beaches. All of these features are prominent components of Madison’s natural environment.

Human occupation of the region began as early as the 11th century BCE. The names of Indigenous communities who established seasonal settlements in the area reflect their use of the land – Quinnipiacs (‘people of the long water land’), Menunketucks (‘place of Menhaden’), Hammonassets (‘where we dig holes in the ground’), Connecticut (‘Quinnetikut, long tidal river’) – and continue to describe familiar places.

After the arrival of English colonists in the early 1600s, land divisions within New Haven Colony allowed about thirty homes to be built on farms along the Neck and Hammonasset Rivers, the first subdivisions in the area. A growing immigrant population led to the establishment of an independent town in 1826 and their mills and shipyards introduced light industry to agrarian and seafaring patterns of growth. Then 1850s railroad construction, funded by Madison’s Cornelius S. Bushnell and his business partners, connected New Haven to New London and places beyond contributing to the rural town’s transition to a summer resort accessible by steam and rail. Transportation changes from trolleys and automobiles in the early 1900s to the construction of Interstate 95 in the 1950s created a predominantly suburban town. We preserve this history in our built environment.

While principles of planning and zoning were established nationally after the Great Depression, it was not until the 1960s that Madison ushered in a full Planning and Zoning Commission to oversee development of its built environment. Nearly simultaneously, and perhaps not coincidentally, the nonprofit Madison Land Conservation Trust was founded in 1964 – one of the oldest land trusts in the United States – to oversee protection of the natural environment.

As Chair of the Madison Planning and Zoning Commission, it is my great pleasure and honor to have worked with our dedicated Commissioners, our Town Planner Erin Mannix, Tyche Planning and Policy Group, and our larger community to present this 2024-2034 update of Madison’s Plan of Conservation and Development, a living document that serves as a master plan for responsible growth and stewardship.

Carol Snow
2024
Executive Summary

The Madison Planning & Zoning Commission has prepared this Plan of Conservation & Development (PoCD) to guide growth, policy development, and decision making for the Town of Madison over the next decade. A PoCD is a document that, per Section 8-23 of the Connecticut General Statutes, requires the municipality's Planning Commission to develop a 10-year set of goals and policies meant to address the wide range of issues of environmental protection, housing development, transportation and infrastructure, community services, economic growth, and changing demographics that community will face.

While there are several specific statutorily-defined elements that a PoCD must address, a Plan such as this is at its heart, a visionary statement of what the Town of Madison is, what it wishes to be over the next decade, and how it intends to get there.

WHAT MADISON IS: The NATURAL and BUILT ENVIRONMENT

Madison is a beautiful community rich in natural resources and history. With a residential tradition going back thousands of years, the Town was incorporated in 1826, evolving from a rural, agricultural community into a thriving suburban town in the decades following World War II. The population has stabilized between 17-18,000 residents and demographically is somewhat older than the State of Connecticut as a whole (median age of 49 in Madison vs. 41 statewide) as well as consisting of a higher percentage of white residents (91.9% vs. 61.6% statewide). Madison's strong residential and housing economy has the majority of homes being owner-occupied, single-family dwellings, which creates a great deal of stability and household investment, but has increasingly created challenges to new residents and lower-income families seeking to find homes in Town. If trends continue, Madison will see a slowly aging population with lower numbers of young families and smaller household sizes.

The current residents and businesses in Madison experience a high quality of life, with a strong school system and community amenities, a thriving commercial center, and the benefits of a location along the Long Island Sound shoreline, including the popular Hammonasset State Park. Served by both Shore Line East rail and Interstate 95, Madison is a convenient commute to cultural and employment centers throughout Connecticut and beyond. North of the I-95 corridor, Madison's lower-density neighborhoods are also home to abundant forests and parkland, including the Rockland Preserve. Madison's location along the Connecticut shoreline will also present increasing challenges as climate change continues to be seen in frequency and intensity of storms, sea level rise, and threats of flooding and inundation.

The commitment of the residents, businesses, and leaders of Madison to a bright, equitable, and sustainable future can be felt throughout the community and is reflected in the vision and goals of this Plan.
WHAT MADISON WISHES TO BE: The VISION and GOALS

In numerous discussions over several months, the Planning & Zoning Commission developed a unified statement that seeks to reflect Madison’s understanding of itself as a community and adopted the following Vision Statement for the 2024-2034 Plan of Conservation & Development:

“We envision a Madison that provides economic, educational, housing, cultural, recreational, and civic opportunities that establish a high and sustainable quality of life. We envision community growth that welcomes new residents, encourages broad participation, and safeguards the integrity of our natural and cultural resources through sustainable conservation. We envision civic and private investment that acknowledges and plans for a changing climate and the need for increased equity for current and future residents.”

To unify Madison’s different geographical areas and neighborhoods, the 2024 Plan uses the natural environment and the built environment and their interconnectedness to structure future planning. Recognizing how priorities in land use have changed in the last decade, this Plan looks ahead to preserve what is special to Madison and allow for positive change within our community.

To facilitate both decision-making on priorities and to integrate “common threads” throughout the natural and built environments, this Plan identifies six paired themes that will guide goals and recommendations: Vitality and Connectivity; Resilience and Sustainability; and Opportunity and Growth. Pairing these concepts led to the establishment of three core goals for the next decade:

Goal 1. Madison is a community that exhibits high vitality and connects people to each other, to our history, and to the natural resources around us.

Goal 2. Madison is a community that works at sustaining a high quality of life for all and is resilient in the face of current and future challenges.

Goal 3. Madison is a community that is growing responsibly and offers all residents the opportunity to participate in that growth.
HOW MADISON WILL ACHIEVE ITS VISION: The POLICIES and ACTIONS
A plan without actions is simply a statement of vision and goals. It runs the risk of being the proverbial “document gathering dust on the shelf.” While the adoption of a vision statement and a few broad goals helps to set the stage and philosophical framework for the plan, it must also look at the realization of this vision and these goals. Accordingly, this PoCD has established seven Policies for Madison that will directly shape the actions and activities of the town’s decision-makers.

**Policy A**: Create an accessible community that fosters easy connections among residents for gatherings, shopping, working, recreation, dining, and relaxing.

**Policy B**: Enhance connections to nature in Madison and position the town’s natural resources as an attraction.

**Policy C**: Preserve and promote Madison’s historic and cultural landmarks (public and private).

**Policy D**: Improve the sustainability of our community’s natural resources (public and private).

**Policy E**: Prepare our community to be resilient in the face of climate change and future economic and environmental challenges.

**Policy F**: Promote the expansion of commercial and retail businesses that are appropriate for the town.

**Policy G**: Diversify Madison’s housing supply to meet the needs of households with a range of incomes, family size and ages.

Each of these seven policies is further broken down into discrete, actionable recommendations that will, in their combination and implementation, help to deliver upon the consensus Vision of Madison. The recommendations, which can be found in the Implementation Table (link), are detailed as to the primary and supporting entities responsible for action, as well as a guideline for priority. The purpose of this detail is to make the implementation of this Plan trackable, transparent, and accountable. This is a document and a Plan to be advanced steadily, by many individuals and groups, over a decade. No single entity is responsible for making the Plan happen, and not everything needs to be done at once.

Working together with a shared vision in mind and a clear roadmap to understand and address the challenges of the future, Madison will see this Plan's goals achieved.
SECTION I: INTRODUCTION
Section I: Introduction

**CONSERVATION** is the preservation and protection of natural and cultural resources through planned management.

**DEVELOPMENT** is the process of planned change and growth for the betterment of the community.

**What is a Plan of Conservation and Development?**
A Plan of Conservation and Development (PoCD) is an advisory document which provides the blueprint for the future of a municipality, prescribes its goals and guides its future action for the next ten years and beyond. The PoCD does not specifically mandate what any Town Commission, Department, or organization is required to do, but instead, provides goals, objectives, policies, and strategies to allow the Town and its various entities to implement a coordinated long-term vision and address multiple aspects of townwide planning including economic development, natural resource protection, transportation, infrastructure, housing development, sustainability, and resiliency. The execution of the PoCD is carried out by the town’s staff, its boards and commissions, community groups, and private development.

**GOALS** – Broad and overarching vision and core themes for the Town. Goals can incorporate specific objectives and can span across sectors.

**POLICIES** – Adopted frameworks which are intended to guide decisions about the desired visions and goals. Policy formulation can coordinate the comprehensive planning efforts by exploring different courses of action to address a problem or achieve a goal.

**IMPLEMENTATION STRATEGIES** – The process for transforming plans into actions and actions into desired outcomes. Implementation may involve specific prescribed steps and assign designated bodies for completion and monitoring.
Section I: Introduction

Statutory Basis for the Plan of Conservation and Development

Connecticut Law mandates that Connecticut Municipal Planning Commissions periodically prepare or amend and adopt a Town Plan of Conservation and Development. In the Town of Madison, this responsibility falls on the combined Planning and Zoning Commission. State law requires that the Town review its Plan, and make revisions, as needed, at least every ten years. In each Plan, The Town Planning Commission is required to consider:

1. the state and regional Plans of Conservation and Development;
2. the need for housing, health, recreation, social services, utilities, safety, transportation, and communications;
3. the need for affordable housing;
4. the use of clustered and other housing development patterns instead of conventional development patterns;
5. the need for energy-efficiency and energy conservation;
6. the protection and preservation of green spaces, agriculture, and drinking water supplies;
7. and physical, social, economic and governmental conditions and trends, in general.

According to the statute, a Plan of Conservation and Development SHALL consider the following:

1. The community development action plan of the municipality, if any,
2. The need for affordable housing,
3. the need for protection of existing and potential public surface and ground drinking water supplies,
4. the use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity within the municipality,
5. the state plan of conservation and development adopted pursuant to chapter 297,
6. The regional plan of conservation and development adopted pursuant to section 8-35a,
7. physical, social, economic and governmental conditions and trends,
8. the needs of the municipality including, but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation and cultural and interpersonal communications,
9. The objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation,
10. protection and preservation of agriculture,
11. the most recent sea level change scenario updated pursuant to subsection (b) of section 25-68o, and
12. the need for technology infrastructure in the municipality.

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1 Connecticut General Statutes Chapter 126, Section 8-23
Section I: Introduction

In addition, a Plan of Conservation and Development **SHALL**:

A. be a statement of policies, goals and standards for the physical and economic development of the municipality,

B. provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate,

C. be designed to promote, with the greatest efficiency and economy, the coordinated development of the municipality and the general welfare and prosperity of its people and identify areas where it is feasible and prudent (i) to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and (ii) to promote such development patterns and land reuse,

D. recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, agricultural and other purposes and include a map showing such proposed land uses,

E. recommend the most desirable density of population in the several parts of the municipality,

F. note any inconsistencies with the following growth management principles: (i) Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure; (ii) expansion of housing opportunities and design choices to accommodate a variety of household types and needs; (iii) concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse; (iv) conservation and restoration of the natural environment, cultural and historical resources and existing farmlands; (v) protection of environmental assets critical to public health and safety; and (vi) integration of planning across all levels of government to address issues on a local, regional and state-wide basis,

G. make provision for the development of housing opportunities, including opportunities for multifamily dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16a-4a,

H. promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the state’s consolidated plan for housing and community development prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to chapter 297, and

I. consider allowing older adults and persons with a disability the ability to live in their homes and communities whenever possible. Such plan may: (i) Permit home sharing in single-family zones between up to four adult persons of any age with a disability or who are sixty years of age or older, whether or not related, who receive supportive services in the home; (ii) allow accessory apartments for persons with a disability or persons sixty years of age or older, or their caregivers, in all residential zones, subject to municipal zoning regulations concerning design and long-term use of the principal property after it is no longer in use by such persons; and (iii) expand the definition of “family” in single-family zones to allow for accessory apartments for persons sixty years of age or older, persons with a disability or their caregivers. In preparing such plan the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.
Lastly, a Plan of Conservation and Development **MAY** consider the following:

1. conservation and preservation of traprock and other ridgelines,
2. airports, parks, playgrounds and other public grounds,
3. the general location, relocation and improvement of schools and other public buildings,
4. the general location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, transit and other purposes,
5. the extent and location of public housing projects,
6. programs for the implementation of the plan, including (A) a schedule, (B) a budget for public capital projects, (C) a program for enactment and enforcement of zoning and subdivision controls, building and housing codes and safety regulations, (D) plans for implementation of affordable housing, (E) plans for open space acquisition and greenways protection and development, and (F) plans for corridor management areas along limited access highways or rail lines, designated under section 16a-27,
7. proposed priority funding areas, and
8. any other recommendations as will, in the commission’s or any special committee’s judgment, be beneficial to the municipality. The plan may include any necessary and related maps, explanatory material, photographs, charts or other pertinent data and information relative to the past, present and future trends of the municipality.

**State Plan of Conservation & Development – Growth Management Principles**

The State of Connecticut Office of Policy and Management prepares the State Plan of Conservation and Development every five years². Any adopted Municipal Plan of Conservation and Development is required to be consistent with the Growth Management Principles identified in the 2018-2023 State of Connecticut’s State Plan of Conservation and Development which became effective May 3, 2022. The six Growth Management Principles identified in the State C&D Plan are outlined below:

1. Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure;
2. Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs;
3. Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options;
4. Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands;
5. Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety;
6. Promote Integrated Planning Across all Levels of Government to Address Issues on a Statewide, Regional and Local Basis

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2 Connecticut General Statutes Chapter 279, Section 16a-27.
Regional Plan of Conservation & Development – Goals
While not required by State Law, the Town Planning and Zoning Commission may also consider the South Central Regional Council of Governments (SCRCOG) Plan of Conservation and Development 2018-2028 (Regional PoCD) which was developed pursuant to Section 8-35a of the Connecticut General Statutes (CGS). The regional plan is a guidance document which sets policy priorities for the future of the region and its communities with the following goals:

**HUMAN ENVIRONMENT**
- **Goal 1. Population** – a vibrant, inclusive and livable region that is attractive to an increasingly diverse population
- **Goal 2. Housing** – a diverse and suitable housing supply that provides housing choice for all incomes and age groups

**NATURAL ENVIRONMENT**
- **Goal 1. Open Space** – natural resource systems preserved, protected, and appreciated for their contributions to the environment, economy, and quality of life of current and future generations
- **Goal 2. Water resources** – drinking and surface water quality enhanced and maintained by the preservation and protection of wetlands, floodplains, critical watershed lands, and other resources
- **Goal 3. Agriculture** – provide locally grown foods, recreational opportunities, and contribute to the economy
- **Goal 4. Coastal Resilience** – establish long-term resilience to sea level rise and the impacts of flooding and storm damage

**BUILT ENVIRONMENT**
- **Goal 1. Land Use** – development of centers, corridors, and infrastructure while conserving natural resources
- **Goal 2. Transportation** – support land use, enhances economy, and maximizes transportation choices for the region’s residents
- **Goal 3. Community/Cultural Assets, Public Institutions** – cultural, historical, and archaeological resources contribute to vibrancy
- **Goal 4. Economic Development** – capitalize on locational, transportation, natural, economic, and human assets
- **Goal 5. Energy consumption** – minimize energy consumption and facilitate the use of renewable and reliable energy
History of Madison’s PoCD
The Town of Madison adopted its last Plan of Conservation and Development in 2013 and prior to that in 2000. Following the adoption of the 2000 Plan, Madison appointed a Town Plan Advisory Committee which established priorities and coordinated implementation of that first Plan. The updated 2013 PoCD was broken down into four Plan themes and their corresponding objectives which included the following:

1. Community Character and Quality of Life
   a. Maintain Excellence in Community Facilities
   b. Enhance Community Character
   c. Preserve Open Lands
   d. Support Community Pride and Spirit
   e. Improve Options for Mobility and Recreation

2. Madison Center
   a. Maintain The Character of Madison Center
   b. Enhance The Overall Experience
   c. Address Septic Limitations in The Center
   d. Encourage Additional Development

3. Community Development
   a. Encourage Economic Development
   b. Manage Residential Development
   c. Manage Activities in Coastal Areas
   d. Evaluate Wastewater Issues
   e. Enhance Communications Capability

4. Conservation and Sustainability
   a. Protect Important Resources
   b. Encourage Sustainable Practices
   c. Promote Regional Solution
Changing Demographics in Madison
This Plan utilizes recently released 2020 United States Decennial Census Population data. As of 2020 Census Data, 17,691 people reside in Madison which equates to a population density of 489 people/square mile. The town has 6,719 households with 2.61 individuals per household.

Like most other Connecticut suburban communities, Madison experienced a period of significant growth following World War Two and the construction of the Connecticut Turnpike, known today as Interstate 95. From 1950 to 1970, Madison’s population tripled, going from slightly over 3,000 residents to nearly 10,000 residents by 1970. From the period of 1970 to 2000 Madison’s population continued to grow to about 18,000 residents and has since stabilized and begun to slowly decrease.

In terms of general population trends and makeup, a sizable portion, 91.9%, of Madison is White, 3.0% is Asian alone, 2.8 % is Hispanic or Latino, and 3.8% is Two or More Races; a very small percentage, 0.5%, are Black or African-American. Like the State overall, Madison has an aging population, with a median age of 49 expected to trend older over the next two decades. (2020 U.S. Census). According to the U.S. Census Bureau, the resident population counts include all people (citizens and noncitizens) who are living in the United States at the time of the census. People are counted at their usual residence, which is the place where they live and sleep most of the time. The 2020 U.S. Census surveying was conducted April 1, 2020 – October 16, 2020. (U.S. Census Bureau).

Madison, like its surrounding shoreline communities, experiences seasonal population increase as a result of seasonal housing units, summer rental dwellings, hotel and resort lodging and visiting guests. There are currently no precise measurements of seasonal population fluctuation generated from the Town of Madison, the State of Connecticut, or the U.S. Census Bureau. Although seasonal campground residency is not included in the U.S. Census calculations, it is worth acknowledging that Hammonasset Beach State Park has 558 public access campsites available for occupancy from late May to October, which if operating at full capacity can provide temporary residency for up to approximately 3,000 people.

Source: CT Data Collaborative

![Madison, CT Annual Population Trends](source: CT Data Collaborative)
Madison's overall population has been on a decline for the last nine years, which is expected to continue to decline over the next two decades. In line with the shrinking population, the average household size in Town has been decreasing, dropping from 2.72 in 2000 to 2.61 in 2020. Although there is no single factor responsible for this current and projected decline, and it may not accurately represent Madison's future, it is likely attributed to an overall aging of the population without sufficient replacement numbers. Population projections have been developed by the CT State Data Center based on state and locally derived fertility rates.

![Madison Population Projections](image-url)

Source: CT Data Collaborative Annual Population Estimates by Town, 2020 Census of Population and Housing

As the proportions of various age groups change, so too does Madison's typical household size and type. Reflecting on changes in age cohorts in Town is important, as different age groups have different needs. For example, a large increase in 25-35 year olds in town may be a leading indicator for a significant increase in school aged population which requires further investment in town schools. Likewise, a significant increase in senior age residents may indicate the town has to increase investment in senior facilities or senior services and cater housing development for citizens who are looking to downsize. Whatever those preferences may be, an understanding of Madison's changing age group demographics and their needs and desires is helpful to plan for future development and investment.

**Madison Population Quick Facts**

- Madison's largest age cohorts are the younger 10-24 age groups, and older 50-74 age groups.
- 24% of the population is 19 years old or younger.
- 57% of the population is 45 and older
- 23% of the population is 65 and over.

Individuals in the age range of 55-75 (born between 1945 and 1965) represent the “baby boomer” generation, which total 31% of the population of Madison. This growing pre-senior and senior demographic can potentially require more assisted or supportive living arrangements and might seek to live outside of Madison in their later years if local options are unavailable.
Projections for the next twenty years show potential shifts in Madison’s age distribution:

- The largest and fastest growing age group in Madison will be the under-19 population, which is expected to increase from 22% to 28% of Madison’s total population in the next two decades.
- The largest decline is in the 40–64-year-old population which is projected to decline from 37% to 31% of Madison’s population.
- Both the 20-39 and the over 65 groups are expected to change little.

**Age Cohort Projections 2020-2040**

Source: CT Data Collaborative
Section I: Introduction

**Process for Updating the 2013 PoCD**

In the past decade extensive impacts of climate change – extreme storms, fires, drought, erosion, and sea level rise – and a major pandemic changed our lives, wellness, how we work and relax, our priorities, and increased our appreciation for Madison’s resources. They also changed how we plan for the future.

Subsequent to the adoption of the 2013 Plan, Madison has undertaken several important planning studies including a Coastal Resiliency Plan in 2016 and an Affordable Housing Plan in 2022 that serve to inform the 2024 PoCD update.

Short survey forms were sent to relevant stakeholders (see Appendix A for list of stakeholders) to obtain their valued feedback and incorporate the information into the goals, policies, and implementation strategies.

Public meetings dedicated to the 2024 PoCD were held the first Thursday of every month in 2023 and into 2024 to encourage additional community input.

Concurrent with our work on the 2024 PoCD update, Madison developed a Strategic Plan based on numerous and lengthy public surveys, forums, staff and ad-hoc committee meetings, retreats, and public meetings, the results of which further informed the 2024 PoCD.

Recent community input and a thorough review of the 2013 PoCD goals, policies and accomplished tasks, combined with the latest state and regional plans and demographic data, steered this Plan toward a different approach emphasizing a coherent plan of conservation and development for the natural and built environments promoting their interconnectedness and synergy.

With all that in mind, the 2024 Madison Plan of Conservation and Development is intended to take the pulse of Madison’s progress while also establishing new goals, policies, and implementation strategies for the next decade and beyond.
SECTION II: GOALS AND CORE THEMES
Section II: Goals and Core Themes

2024 Plan of Conservation & Development Goals
The Town of Madison Planning & Zoning Commission, in developing this update to the 2013 Plan of Conservation & Development (PoCD), is guided by goals to protect and enhance the cultural, historic, recreational and natural resources of Madison and to promote activities and policies that will foster a more vital, connected, resilient, and sustainable community where opportunities for growth are available to all.

When identifying goals and recommended actions within a long-range planning document like a PoCD, the general topics (such as housing, transportation, economic development, etc.) can very quickly get into the finer details (bus stops along certain roads, housing lot sizes) in a way that can seem disconnected. Further, there may not be any evident connection between the detailed recommendations and the Plan's goals. Therefore, this Plan strives to address overarching issues as well as finer details in a coherent and rational manner.

Growth in Madison will continue to have a strong focus on Madison Center as the economic and cultural heart of the community, while integrating thoughtful development into surrounding areas and throughout the Town. Development and redevelopment to strengthen connections among all areas balanced with conservation of natural and cultural resources are essential to the realization of this vision.

VISION
We envision a Madison that provides economic, educational, housing, cultural, recreational, and civic opportunities that establish a high and sustainable quality of life. We envision community growth that welcomes new residents, encourages broad participation, and safeguards the integrity of our natural and cultural resources through sustainable conservation. We envision civic and private investment that acknowledges and plans for a changing climate and the need for increased equity for current and future residents.
2024 Plan of Conservation & Development Core Themes
To unify Madison’s different geographical areas and neighborhoods, the 2024 Plan uses the natural environment and the built environment and their interconnectedness to structure future planning. Recognizing how priorities in land use have changed in the last decade, this Plan looks ahead to preserve what is special to Madison and allow for positive change within our community.

To facilitate both decision-making on priorities and to integrate “common threads” throughout the natural and built environments, this Plan identifies six paired themes that will guide goals and recommendations: Vitality and Connectivity; Resilience and Sustainability; and Opportunity and Growth. The definitions of each theme are provided below:

1. VITALITY AND CONNECTIVITY
A community’s vitality is a subjective, intangible quality that is nevertheless perfectly clear to residents and visitors that experience it. Community engagement in public celebrations and events, a wide variety of civic, recreational, and commercial activities that attract participation from across the demographic and cultural spectrum, a thriving school system, economic activity, and an engaged government and business community all contribute to the vitality of a community.

Connectivity can describe both the physical and figurative bonds that knit together a community. The Town is connected physically through its system of roads, sidewalks, and trail systems. It is connected through the water, telephone, cable, and data infrastructure running underneath and above our streets. It is connected through the civic and educational institutions that formally engage with the residents and students of Madison. It is also connected, just as significantly, through less formal social networks (both on- and off-line) where cultural information is shared, distributed, and reinforced. They are the systems, physical, virtual, and cultural, that enable people to be “a part of” Madison.
2. RESILIENCE AND SUSTAINABILITY

Just as connectivity has both tangible and symbolic meaning, so too can resilience. In an organizational and structural sense, resilience refers to the reality that natural hazards such as storm intensity and frequency, drought, flooding and coastal inundation are all likely to be increasingly exacerbated by global climate changes. Land, property, and infrastructure that was relatively safe from storms ten years ago will likely be less so over the next ten. The Town must consider investments and land use decisions, planning for a reimagined worst-case scenario, and spend more resources in planning for recovery. This means not only decisions about where and how to build, but also the systems to escape, retreat, and recover when that is needed. More metaphorically, the community must strengthen its relationships and communication systems so the community can work together in preparing for and recovering from a wide variety of challenges.

Sustainability is often misused as a synonym for resilience, but it defines something well beyond simple preparedness for recovery. Sustainability is the ability of a community to provide for the needs of the current generation without sacrificing the ability of future generations to meet their own needs. It uses a “triple bottom line” of analysis to ensure a balance between necessary economic growth, social equity, and environmental stewardship. Decisions about municipal growth and investment should seek to satisfy each of the central considerations.
3. OPPORTUNITY AND GROWTH

Opportunity is about openness and continuity. Madison is a great community in which to live, work, shop, learn and play. It should strive to provide the chance for all of its residents, workers, and visitors to engage with these resources as freely as possible. Opportunity extends to the possibility of finding suitable and affordable housing, a quality education, a clean and safe environment in which to raise a family, a variety of good employment options, and a freedom of movement to interact with the community. Providing opportunities includes removal of structural and regulatory barriers, proactive investments in community assets, and protection of critical resources.

While we seek to preserve and protect Madison in a way that maintains the fundamental vitality of the town, some level of change over time is inevitable, and growth is essential. Though large-scale economic and market forces are largely out of the control of a small town, a community can both encourage and regulate growth in directions and at a rate that fit the capacity of the Town's resources. Being thoughtful about these processes can motivate appropriate growth.
Section III: Natural Environment

Defining the Natural Environment
The “natural environment” refers to everything living and nonliving occurring naturally in Madison. From the Town’s beaches to its wildlife, forests and wetlands, the natural environment in Madison includes a large list of natural areas and features throughout the Town. The natural environment, shown in green on the map on page 32, constitutes approximately 44% of Madison.

Madison’s natural environment is highly valued by the community. Its protection, preservation and conservation is critical to the overall sustainability and livability of Madison. The quality of our air, water, and soil directly impacts the health and well-being of our residents. Clean air is essential for the healthy lungs of all creatures, while clean water sources are crucial for hydration, agriculture, and sustaining aquatic ecosystems. Madison’s natural environment also plays a pivotal role in mitigating the impacts of climate change. As we face the challenges posed by rising temperatures, extreme weather events, and shifting ecological patterns, the preservation of our forests, wetlands, and other natural areas becomes paramount. These ecosystems act as carbon sinks, absorbing greenhouse gases and helping to regulate local climate conditions. They also provide natural buffers against flooding, erosion, and other climate-related hazards. In addition, Madison’s natural environment is heavily intertwined with its built environment, as it is associated with many economic, social, and health impacts. The natural environment provides key resources, recreational opportunities, ecosystem services, and is a major source of community pride for Madison.
Planning objectives and strategies for promoting a sustainable natural environment arose from the following concerns identified during the planning process:

- Use of natural resources to promote and sustain community health and wellness
- Balance conservation of land with access and use
- Provide recreational facilities that strive to protect natural resources
- Provide improved management and access to waterways and coastal resources
- Protect health and safety through storm water management and safe drinking water policies
- Prepare and protect our community for continuing climate challenges

As Madison continues to grow and develop, it is critical that the Town has information and a plan for safeguarding its natural environment and using it in a way that is sustainable and responsible. Concerns like climate change, sea level rise, and air, water, light, and noise pollution threaten the natural environment, requiring proactive planning by the Town.

Through collaborative efforts between the community, local organizations, and government entities, we can ensure that Madison’s natural environment continues to thrive, supporting a healthy and resilient community for generations to come. By valuing and conserving our natural resources, we not only enhance the quality of life for our residents but also fulfill our responsibility as stewards of this land.
Section III: Natural Environment

**Plans and Studies of the Natural Environment**
Plans and studies guide the protection and conservation of Madison’s natural environment. The plans below characterize the Town’s existing efforts and initiatives related to the natural environment.

Madison’s previous Plan of Conservation and Development was adopted in 2013 and has served as the guiding document for the Town’s policy and planning initiatives for the past ten years. The 2013 Plan discusses the natural environment in two different chapters: Chapter 6: Conservation and Sustainability, and Chapter 3: Community Character and Quality of Life.

**Coastal Resilience Plan (2016)**
In 2016, Madison adopted its Coastal Resiliency Plan, which considers various methods of adapting to sea level rise, including accommodation, protection, and retreat. As a coastal community, Madison must plan to protect vital natural resources as well as our community from the potential damage of sea level rise.

**Stormwater Management and Soil Erosion and Sediment Control Regulations (amended 2010)**
The Town’s Stormwater Management Plan established, implements, and enforces a stormwater management program that protects surface and groundwater resources from negative impacts brought by stormwater flowing from roads, parking lots, rooftops etc. These management practices protect and preserve Madison’s water quality.

**Existing Inventory and Maps for the Natural Environment**

**Natural Resources Inventory (NRI) – Conservation Commission**
The Conservation Commission develops the Natural Resources Inventory, which is a critical resource for the Town’s boards, commissions, and departments. With this tool, the Conservation Commission is better able to act as an advisor to other town boards and commissions on the status of Madison’s natural resources.
Current Boards, Commissions, and Departments for the Natural Environment

Many of the Town’s plans, studies, and other initiatives have been led by Madison’s Boards and Commissions who work voluntarily on issues associated with the natural environment. Below is a short description of each Board and Commission dealing directly with the natural environment in Madison.

**Beach and Recreation Commission**
As Madison is home to several beaches and parks, the role of the Beach and Recreation Commission is vital to ensure the responsible use of Madison’s natural areas for recreation.

**Coastal Resiliency Commission**
One of Madison’s more recently established commissions, the Coastal Resiliency Commission works with state agencies to identify the impacts of climate change and sea level rise and develop a Coastal Resiliency Plan for Madison.

**Conservation Commission**
The Conservation Commission was established out of the recommendations of Madison’s 2000 Plan of Conservation and Development. They serve as technical advisors to other boards and commissions seeking guidance about the best use of natural resources. The Commission also develops the Natural Resources Inventory (NRI).

**Flood and Erosion Control Board**
The Flood and Erosion Control Board is authorized to establish flood and erosion control systems, as well as municipally owned dam repairs. The Board also hears and decides on appeals and requests for variances of the requirements set by the Town Floodplain Management Ordinance.
Section III: Natural Environment

**Inland Wetlands and Watercourses Agency**
The Inland Wetlands and Watercourses Agency regulates activity within proximity of inland wetlands and watercourses in town. The Agency works to mitigate and eliminate negative impacts of development on any inland wetlands and watercourses.

**Planning and Zoning Commission**
The Madison Planning & Zoning Commission works with Land Use staff to plan, evaluate, and implement state and local statutes and regulations regarding residential and commercial development within the municipality while protecting natural and cultural resources. Coastal Site Plan Reviews are required for certain activities or projects fully or partially located within the Coastal Zone Boundary as defined by the Connecticut Coastal Management Act (CCMA). The Commission determines whether an activity is consistent with all applicable coastal polices and standards in the CCMA and whether or not the potential adverse impacts of the proposed activity on both coastal resources and future water-dependent development activities are acceptable.

**Zoning Board of Appeals**
This elected board can hear and decide appeals where it is alleged there is an error in any order, requirement, or decision made by the local official charged with enforcement of the zoning regulations. The Board also has the power to determine and vary the application of provisions of the zoning regulations in harmony with their general purpose and intent. Similar to the Planning & Zoning Commission, the Board shall perform Coastal Site Plan Reviews for certain variance applications fully or partially located within the Coastal Zone Boundary as defined by the Connecticut Coastal Management Act (CCMA). The Board determines whether a proposal is consistent with all applicable coastal polices and standards in the CCMA and whether or not the potential adverse impacts of the proposal on both coastal resources and future water-dependent development activities are acceptable.
Shellfish Commission
The Shellfish Commission develops rules and designates areas for shell fishing in Town. The Commission provides useful information and resources for those interested in shell fishing.

Water Pollution Control Authority (WPCA)
Madison’s WPCA works to protect ground and surface water through various policies and procedures, including developing and updating a Water Pollution Control Plan and a Wastewater Facilities Plan.

Advisory Committees
In addition to the above Boards and Commissions, there are several advisory committees that guide specific areas or parks in Town. These committees include the Rockland Preserve Advisory Committee, Bauer Park Advisory Committee, and the Salt Meadow Park Advisory Committee.

These organizations work hard to safeguard and support Madison’s natural environment. In addition to the Town’s Boards and Commissions, efforts are supported by staff in the following Town departments: Beach and Recreation Department, Land Use Department, Engineering Department, Risk Management, and Emergency Management. All combined, Madison’s Boards, Commissions, and Departments form a critical network for environmental protection and management.
Section III: Natural Environment
SECTION IV: BUILT ENVIRONMENT
Section IV: Built Environment

Defining the Built Environment

The “built environment” refers to all that is human-made in Madison. These physical elements create the backdrop of our community, from roads, bridges, and buildings to transportation and infrastructure. Human efforts and design ultimately shape the setting in which we live, work, and interact with others. Our ability to walk around the community hinges on the maintenance and improvement of our sidewalk network. Traveling to and from work, sending our children to school, and enjoying Madison’s parks and recreational opportunities rely on the Town’s vision for our physical spaces. The built environment influences many aspects of life in our community, impacting our social, environmental, and economic spaces. Together, these influences ultimately impact the overall sustainability of Madison. For these reasons, understanding, monitoring, and improving our built environment is incredibly important for the success and future of Madison.

The built environment is comprised of housing, town and institutional facilities (schools, town hall, community center, houses of worship), commercial and light industrial development, and accompanying infrastructures (roads, public water, data, telecommunications, sewer, power). The densest areas of the built environment in Madison are located along the major transportation corridors of Routes 1 and 79 and adjacent to I-95 and the railroad corridors. North of I-95 lot sizes are larger in the rural residential zoning districts. Land north of Route 80 is almost entirely designated as managed or other open space with relatively sparse housing subdivisions. Historically restrictive zoning has led to a patchwork of numerous special exception areas throughout the Town.
The built environment in Madison, shown in yellow on the map, is approximately 35% residential, 3% community and institutional facilities, 1% commercial/light industry, and 7% public utility/transportation/roads/water for a total of approximately 46% of land use in Madison. Remarkably, the Town of Madison is nearly equally divided between the natural and built environments. The remaining 10+% of the land is considered vacant/underdeveloped.

Planning objectives and strategies for promoting a sustainable built environment arose from the following concerns identified during the planning process:

- Housing – supply, quality, needs, affordability
- Economic Development – commercial activity, financial sustainability, attracting new businesses
- Roads, sidewalks, transit and transportation – mobility, connections, safety
- Town facilities – locations, demographics, adaptive reuse
- Emergency facilities and systems – preparations, communications, reliability
- Infrastructure – costs, viability, new technologies.
**Plans and Studies of the Built Environment**

Plans and studies guide smart growth options, preservation of historic resources, and budgeting processes for Madison’s built environment. The plans below characterize the Town’s existing efforts and initiatives related to the built environment.

**Bradley Road Vision Study (2005)**

The Economic Development Commission evaluated strategies for economic development along Bradley Road and the surrounding area bounded by Route 1, Route 79, Wall Street, and Bradley Road.

**Shoreline Greenway Trail Study (2005)**

The Southern Connecticut Regional Council of Governments (SCRCOG) commissioned an engineering study to determine feasibility of a 25-mile, off-road trail between New Haven and Madison. This Plan provided maps through an engineering perspective to show a possible route that could improve bicycle and pedestrian accessibility between these towns.

**2013 Plan of Conservation and Development (2013)**

Madison’s previous Plan of Conservation and Development was adopted in 2013 and has served as the guiding document for the Town’s policy and planning initiatives for the past ten years. The 2013 Plan discusses the built environment in all of its nine chapters.

**Coastal Resilience Plan (2016)**

The plan examines coastal flooding risks and protection for neighborhoods in the following areas: Green Hill Road, Green Hill Place, Garnet Park, Circle Beach, Ridgewood/Soundview, Buffalo Bay, Smith Bay, Surf Club Beach, West Wharf, Middle Beach Road, Middle Beach, Fence Creek, Seaview Beach, and Webster Point from the 2020s to the 2080s.

**Water Pollution Control Authority Water Pollution Control Plan (2018)**

As per CGS 7-246 the plan identifies boundaries of sewerage systems and how the town avoids community pollution problems and describe any programs wherein the local director of health manages subsurface sewage disposal systems.

**Economic Development Commission Action Plan (2019)**

This five-year plan lists 34 recommendations.

**Madison Schools Renewal Plan (2019)**

In September 2019, Madison’s Board of Education adopted the Madison Schools Renewal Plan to address aging school buildings across town. The Plan has initiated the closure of two of the Town’s oldest school buildings, and the construction of a new Pre-K elementary school near the Green Hill Campus. In addition, the Plan transforms Brown Intermediate School into a K-5 school and will result in several different renovations throughout Madison’s schools.
Elementary Educational Specifications for New Elementary School (2021/2022)
In September of 2019, the Madison Public Schools contracted from six schools to five with the closure of Island Avenue Elementary School. The BOE voted to adopt a plan to contract the district further from five schools to four. The earliest point in which this model would be implemented would be for the 2025-2026 school year.

Facilities Assessment, Space Utilization Analysis, Emergency Shelter Review (2021)
The review assessed use and condition of town properties and provided cost estimates for each property from 2021-2041.

Affordable Housing 2022-2027 Plan (2022)
The plan assesses Madison’s current housing and makes recommendations and guidelines for implementation of options to increase the number of affordable housing options as per CGS 8-30.

Water Pollution Control Authority Waste Water Facilities Plan (Update commenced in 2023)
The last Plan update occurred in 1981. The Town has contracted an engineering firm to prepare the Plan for the wastewater management needs of the community for a twenty-year planning horizon. The Plan is to be a long-term planning document that will be utilized by the Town to implement structural, non-structural, and/or programmatic changes necessary to preserve and protect the environment while managing its wastewater treatment needs.

Hazard Mitigation Plan Update (2023)
The South Central Regional Council of Governments (SCRCOG) updated the region’s Hazard Mitigation Plan in January 2023. This Plan’s goal is to ultimately reduce and plan for the risk of various hazards. By creating a framework for decision-making, towns are better prepared for potential disaster. The Plan “identifies risks and develops long-term strategies for people and property from similar events.”

Bicycle-Pedestrian Safety Improvements Study (2023)
With the assistance of the South Central Regional Council of Governments and the Unified Planning Work Program (UPWP), BL Companies assisted the Town to study the Boston Post Road corridor from Route 79 along West Wharf Road and Surf Club Road to assess potential safety improvements available to connect pedestrians and cyclists from the commercial downtown area to Surf Club Park.
Section IV: Built Environment

Existing Inventory and Maps for the Built Environment

**Historic and Architectural Resources Inventory for the Town of Madison, Connecticut (2020)**
This Historic Resources Inventory of approximately 25 buildings in Madison's historic downtown commercial block is a key provision of a 2018 Memorandum of Understanding (MOU) between the library and the State Historic Preservation Office (SHPO) as part of the Scranton Memorial Library's expansion.

**Identification of historic properties (1970s-1980s)**
This inventory was undertaken by local volunteers in an effort to raise public awareness of the importance of preserving these historic structures and prevent their demolition.
Current Boards, Commissions and Departments for the Built Environment

Many of the Town’s plans, studies, and other initiatives have been led by Madison’s Boards and Commissions who work voluntarily on issues associated with the built environment. Below is a short description of each Board and Commission dealing directly with the built environment in Madison.

Advisory Committees
In addition to the above Boards and Commissions, there are several advisory committees that guide specific areas or aspects of the built environment in Town. These committees include: Academy Community Center Building Committee, Advisory Committee on Community Appearance, Affordable Housing Committee, Facilities Committee, Bicycle and Pedestrian Advisory Committee, and the New Elementary School Building Committee.

Beach and Recreation Commission
As Madison is home to several beaches and parks, the role of the Beach and Recreation Commission is vital to ensure the responsible use of Madison’s natural areas for recreation.

Board of Education
The Board meets twice each month, usually on the first and third Tuesdays at 7:30 p.m, to hear public comments, conduct business, and to hear reports from Board Committees and school administrators.

Capital Improvement Program Committee (CIP Committee)
The CIP Committee is charged with producing the Capital Improvement Program (CIP) for each fiscal year. The CIP is comprised of the Town’s Five-Year Capital Expenditure Plan as well as the Town’s Annual Capital Budget. This Program includes capital needs for both the Town of Madison and Madison Public Schools (MPS). CIP is vital for Madison to identify and prioritize future costs and make sound planning decisions when it comes to major capital expenditures.

Economic Development Commission
The EDC monitors economic conditions, researches trends affecting Town revenue/expenses, and prepares recommendations to strengthen and diversify the Town’s tax base.

Historic District Commission
It is the intention of the Historic District Commission to promote excellence in design, and design which is not incongruous with an historic district. The goal of historic preservation is to preserve continuity with the past, not the isolation of the past. Indeed, the continuity of our cultural heritage both anticipates and encourages ongoing change and development. Historic properties are resources important to the ongoing development of our community.
Section IV: Built Environment

Planning and Zoning Commission
The Madison Planning & Zoning Commission works with the Land Use Department staff to plan, evaluate, and implement state and local statutes and regulations regarding residential and commercial development within the municipality while protecting natural and cultural resources.

Water Pollution Control Authority (WPCA)
Madison’s WPCA works to protect ground and surface water through various policies and procedures, including developing and updating a Water Pollution Control Plan and a Wastewater Facilities Plan.

Zoning Board of Appeals
The role of the elected board is to hear and decide appeals where it is alleged there is an error in any order, requirement, or decision made by the official charged with enforcement of state and local statutes, bylaws, ordinance, or regulation. The Board also has the power to determine and vary the application of provisions of the zoning regulations in harmony with their general purpose and intent.

These organizations work to safeguard and support Madison’s built environment. In addition to the Town’s Boards and Commissions, efforts are supported by staff in the following Town departments: Beach and Recreation Department, Building Department, Economic Development, Finance Department, Engineering Department, Facilities Department, Health Department, Land Use Department, and Public Works Department.
Section IV: Built Environment
SECTION V: SEVEN POLICIES FOR MADISON
Section V: Seven Policies for Madison

The Town of Madison proposes seven policies for future development, drawing upon our analysis of both the natural and built environment in town. Given the interconnectedness of the built and natural world, our policies mirror the convergence of topics like climate change, recreation, and cultural landmarks. This interdependence often leads to the collaboration of interdisciplinary teams, comprised of commission members, town staff, and volunteers, who collectively contribute to the creation of plans and studies guiding Madison's development. In essence, these seven policies serve as a comprehensive roadmap, strategically aligning Madison's future development with a holistic understanding of its natural and built environment.

The three goals below represent what Madison will be in the long-term. These three goals guide the seven policies that follow:

1. Madison is a community that exhibits high vitality and connects people to each other, to our history, and to the natural resources around us.

2. Madison is a community that works at sustaining a high quality of life for all and is resilient in the face of current and future challenges.

3. Madison is a community that is growing responsibly and offers all residents the opportunity to participate in that growth.
Below are the seven policies for Madison's 2024-2034 Plan of Conservation and Development.

Policy A: Create an accessible community that fosters easy connections among residents for gatherings, shopping, working, recreation, dining, and relaxing.

Policy B: Enhance connections to nature in Madison and position the town’s natural resources as an attraction.

Policy C: Preserve Madison’s historic and cultural landmarks (public and private).

Policy D: Improve the sustainability of our community's natural resources (public and private).

Policy E: Prepare our community to be resilient in the face of climate change and future economic and environmental challenges.

Policy F: Promote the expansion of commercial and retail businesses that are appropriate for the town.

Policy G: Diversify Madison’s housing supply to meet the needs of households with a range of incomes, family size and ages.
Policy A: Create an accessible community that fosters easy connections among residents for gatherings, shopping, working, recreation, dining, and relaxing

1. Create a downtown development plan to include the entire Downtown Village District. The following must be considered:
   a. Balancing of commercial and residential requirements
   b. Protecting and enhancing public access to natural resources in the downtown area
   c. Consideration of remaining Bradley Road Vision Study recommendations

2. Create a multi-modal transportation master plan, incorporating pedestrian, bicycle, train, cars, and other modes of public transportation, within Madison and the local region. The following must be considered:
   a. Implementing new forms of regional transportation, such as point-to-point shuttles
   b. Working with CT-DOT to improve the Shore Line East Station and expanding service
   c. Maximizing access, connectivity, and safety for Bicycle and pedestrian traffic
   d. Ensuring transportation investments are undertaken in compliance with the Complete Streets Policy
   e. Assessing possibility of connecting municipal properties and recreational opportunities through multi-use trails, including connections to the Shoreline Greenway

3. Update and implement the Beach and Recreation Facility Master Plan. The plan must consider the following:
   a. Assessing current inventory of public amenities (for both passive and active recreation) ability to meet needs of community
   b. Building on investments and resources at the Rockland Preserve

Policy B: Enhance connections to nature in Madison and position the town’s natural resources as an attraction

1. Conduct an inventory of Madison's natural resources, ongoing and planned programs, and public and private organizations focused on natural resources

2. Support education on natural resources in Madison with a focus on environmental stewardship. The following must be considered:
   a. Incorporating education programs into the Madison school curriculum
   b. Establishing a public portal to educate the public and provide resources about Madison’s natural environment
   c. Expanding the community’s engagement in natural resource stewardship programs

3. Develop an Open Space Plan. The following must be considered:
   a. Including a land acquisition strategy for open space, supported by a budget line item in support of goals
b. Collaborating with the Land Trust, Regional Water Authority, DEEP, and other entities for property acquisition projects of mutual benefit
c. Selling “surplus,” small, or non-contiguous easements or parcels held by the Town, with proceeds going into the Town’s Open Space Fund
d. Establishing a standard Fee-In-Lieu Policy for Open Space acquisitions
e. Working closely with the Land Trust and Conservation Commission on stewardship plans for existing holdings
f. Providing support for Madison’s working agricultural lands

Policy C: Preserve and promote Madison’s historic and cultural landmarks (public and private)

1. Develop a long-range preservation plan for Madison. The following must be considered:
   a. Updating and unifying Madison’s inventories of historic and cultural landmarks
   b. Obtaining state funding for a cultural resources inventory.

2. Promote Madison's history to residents and visitors by working with the Historical Society, Madison’s schools, and Economic Development
3. Publicize and facilitate preservation resources available to residential and commercial property owners to promote preservation and discourage demolition through adaptive reuse and other options
4. Establish funding for the protection and restoration of historic landmarks through grants and other sources
5. Increase and protect Madison’s designated scenic roads and vistas

Policy D: Improve the sustainability of our community’s natural resources (public and private)

1. Create a Harbor Management Plan and Waterfront Public Use Plan. The following must be considered:
   a. Investigating and employ, as possible, the use of natural resources to stabilize the shoreline and assist in the creation of a harbor
   b. Improving water accessibility to the general public
   c. Highlighting use and safety policies for watercraft
   d. Working with the State of Connecticut to protect public beaches from erosion

2. Support remediation and restoration of tidal wetlands. The following must be considered:
   a. Providing technical and financial resources to address invasive species
   b. Reducing adverse impacts such as water quality degradation and significant alteration of natural characteristics and functions.

3. Ensure that inland wetland integrity is protected through sustainable collaborations. The following must be considered:
   a. Continuing to support Inland Wetlands and Watercourses Agency
Section V: Seven Policies for Madison

b. Continuing to work with Connecticut Water Company to ensure resilient, sufficient, and high-quality water

c. Implementing the recommendations of the Wastewater Facilities Plan

d. Encourage use of green infrastructure and low-impact development techniques to manage stormwater

4. Increase active management and preservation of trees along the public way and within town properties, including the development of forest management plans for Town properties.

5. Achieve Silver Certification from Sustainable CT:
   a. Consider reduction of carbon footprint as part of early planning of any major municipal infrastructure or facility investment
   b. Employ sustainability principles of equity, environment, and economy in public sector development, and encourage them in private sector development.

Policy E: Prepare our community to be resilient in the face of climate change and future economic and environmental challenges

1. Establish a Plan to address the impacts of Climate Change in Madison. The following must be considered:
   a. Building on the 2016 Coastal Resiliency Plan
   b. The recommendations of the State’s Natural Hazard Mitigation Plan, particularly relative to public infrastructure’s preparedness for sea-level rise, storm frequency and intensity
   c. Using updated modeling for storm and climate change projections
   d. Implementing the recommendations in the SCRCOG Regional Multi-Jurisdiction Hazard Mitigation Plan

2. Create a risk management program that addresses vulnerabilities from future climate challenges. The following must be considered
   a. Working with neighboring shoreline communities to share resources and coordinate emergency response plans
   b. Educating property owners in vulnerable areas on preparedness, evacuation planning, and structural improvements to reduce risk
   c. Developing a new emergency operations center and emergency shelter
   d. Maintaining municipal emergency management preparedness for major flood, drought, heat emergency, winter storm and other extreme weather events
   e. Working with State and Federal Government and service providers to expand broadband and cell service coverage for improved data communications during disaster

3. Review major municipal investments in current and future infrastructure and physical facilities to address vulnerabilities.
4. Focus on property acquisition, seeking FEMA and other funds, to limit vulnerable development along the shoreline and in coastal wetland areas.
5. Encourage resilience through improved zoning regulations and other relevant town ordinances relative to stormwater, flood, and other projectable natural hazards for which data is available.

**Policy F: Promote the expansion of commercial and retail businesses that are appropriate for the town**

1. Identify opportunities for expanding appropriate-scale economic development and services. The following must be considered:
   a. Creating pathways to allow home-based businesses to grow and flourish in Madison
   b. Supporting establishment of small, well-designed businesses outside of the Downtown Village District

2. Enhance development in the Downtown Village District. The following must be considered:
   a. Studying the availability and economic impacts of parking downtown and the creation of a “park once and walk” model, consider exploring shared parking arrangements.
   b. Considering the economic development potential of sewer infrastructure, or small community wastewater systems, downtown to facilitate increased activities and study the feasibility of these systems if appropriate
   c. Exploring ways to improve Bradley Road parking area (owned by New Haven & Shoreline Railway Co)

3. Update zoning regulations to allow appropriate-scale economic development. The following must be considered:
   a. Revising the Zoning Regulations to simplify the targeted zoning districts that were developed for individual projects and convert to a more comprehensive Special Development District approach
   b. Considering overlaying Planned Development Districts on Commercial, Light Industry, and Transition zones in addition to all residential zones on a case-by-case basis

4. Support existing business owners to facilitate growth of local businesses through the Economic Development Commission, staff, Chamber of Commerce, and other relevant stakeholders.
Policy G: Diversify Madison’s housing supply to meet the needs of households with a range of incomes, family size and ages

1. Undertake empirical assessment of housing conditions and projections in Madison. The following must be considered:
   a. Establishing a baseline of current housing stock, including all undeveloped public and private land;
   b. Creating a detailed projection of changes to Madison's population over the next 10 - 20 years and housing types needed to meet the needs of the changing population
   c. Conducting a gap analysis between demand and availability, considering available undeveloped land, regulations, cost pressures, etc.

2. Propose a suite of programs to bridge the gap and achieve the goal of a housing demand plan (zoning changes, tax abatement, cost reduction, public-private partnerships, etc.).

3. Continue to implement the Affordable Housing Plan.
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SECTION VI: IMPLEMENTATION
Section VI: Implementation

Implementation Guidelines
Giving serious consideration to a multitude of factors, we developed goals and accompanying policies, and a wide range of actions for the 2024-2034 Plan of Conservation and Development. The interconnections and complexities of the policies led us to develop a new systems approach using a matrix diagram. The following policy guidelines and action items are intended to be easily accessed, enacted in a timely manner, performed by lead organizations with partner entities, reviewed at regular intervals, and updated as needed.

The process of updating the Madison Plan of Conservation and Development was guided by three key themes to develop high priority goals:

- Madison is a community that exhibits high vitality and connects people to each other, to our history and to the natural resources around us.
- Madison is a community that works at sustaining a high quality of life and is resilient in the face of current and future challenges.
- Madison is a community that is growing responsibly and offers all the opportunity to participate in that growth.

The 2024-2034 Plan of Conservation and Development established the following policies:

**Policy A**: Create an accessible community that fosters easy connections among residents for gatherings, shopping, working, recreation, dining, and relaxing.

**Policy B**: Enhance connections to nature in Madison and position the town’s natural resources as an attraction.

**Policy C**: Preserve and promote Madison’s historic and cultural landmarks (public and private).

**Policy D**: Improve the sustainability of our community’s natural resources (public and private).

**Policy E**: Prepare our community to be resilient in the face of climate change and future economic and environmental challenges.

**Policy F**: Promote the expansion of commercial and retail businesses that are appropriate for the town.

**Policy G**: Diversify Madison’s housing supply to meet the needs of households with a range of incomes, family size and ages.
### Implementation Table

Each Policy represents a direction that the town will pursue in its efforts to achieve the three goals stated above. Our success requires alignment of the resources available to the Town in support of the strategies. Under each Policy are a number of goals. The goals are intended to make progress along the strategy a measurable event. Goals are assigned to, and lead by, different teams that support the town. These include the commissions, committees and agencies doing the work of the town. Completing any goal may require additional resources beyond those identifies as the owner. These resources are identified as Partners. The Lead entity owns the goal. The partner entities support the goal.

<table>
<thead>
<tr>
<th>Policies and Goals</th>
<th>Lead Entity</th>
<th>Partner Entity</th>
<th>Priority</th>
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<tbody>
<tr>
<td><strong>Policy A: Create an accessible community that fosters easy connections among residents for gatherings, shopping, recreation, dining, and relaxing</strong></td>
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<tr>
<td>1. Create a downtown development plan to include the entire Downtown Village District</td>
<td>Economic Development Commission</td>
<td>Planning &amp; Zoning Commission</td>
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<td>2. Create a multi-modal transportation master plan, incorporating pedestrian, bicycle, train, cars, and other modes of public transportation, within Madison and the local region</td>
<td>Board of Selectmen</td>
<td>BPAC</td>
<td>High</td>
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<td>River Valley Transit District</td>
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<td>SCRCOG</td>
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<td>3. Update and implement the Beach and Recreation Facility Master Plan</td>
<td>Beach &amp; Rec Commission</td>
<td>BPAC</td>
<td>Moderate</td>
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<td>Town Staff</td>
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<td><strong>Policy B: Enhance connections to nature in Madison and position the town’s natural resources as an attraction</strong></td>
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<tr>
<td>1. Conduct an inventory of Madison’s natural resources, ongoing and planned programs, and public and private organizations focused on natural resources</td>
<td>Conservation Commission</td>
<td>Madison Land Conservation Trust</td>
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<td>2. Support education on natural resources in Madison with a focus on environmental stewardship.</td>
<td>Conservation Commission</td>
<td>Board of Education</td>
<td>Moderate</td>
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<td></td>
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<td>Town Staff</td>
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### Policy C: Preserve and promote Madison’s historic and cultural landmarks (public and private)

| 3. Develop a formal Open Space Plan | Conservation Commission | Facilities Committee Planning & Zoning Commission Town Staff | Moderate |

#### Policy C: Preserve and promote Madison’s historic and cultural landmarks (public and private)

| 1. Develop a long-range preservation plan for Madison | Board of Selectmen | Historic District Commission Historical Society Town Staff Conservation Commission | High |
| 2. Promote Madison’s history to residents and visitors by working with the Historical Society, Madison’s schools, and Economic Development | Historic District Commission | Economic Development Commission | Moderate |
| 3. Publicize and facilitate preservation resources available to residential and commercial property owners to promote preservation and discourage demolition through adaptive reuse and other options | Historic District Commission | Town Staff | High |
| 4. Establish funding for the protection and restoration of historic landmarks through grants and other sources | Board of Selectmen | Historic District Commission Board of Finance Town Staff | Moderate |
| 5. Increase and protect Madison’s designated scenic roads and vistas | Board of Selectmen | Historic District Commission Town Staff | Moderate |

### Policy D: Improve the sustainability of our community’s natural resources (public and private)

| 1. Create a Harbor Management and Waterfront Public Use Plan | Board of Selectmen | Harbor Master Beach and Recreation Commission Planning and Zoning Commission Coastal Resiliency Commission | Moderate |
## Section VI: Implementation

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<tr>
<th>POLICIES AND GOALS</th>
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<th>PARTNER ENTITY</th>
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<tbody>
<tr>
<td>2. <strong>Support remediation and restoration of tidal wetlands</strong></td>
<td>Board of Selectmen</td>
<td>Conservation Commission</td>
<td>High</td>
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<td>Water Pollution Control Authority</td>
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<td>Town Staff</td>
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<tr>
<td>3. <strong>Ensure that inland wetland integrity is protected through sustainable collaborations</strong></td>
<td>Inland Wetlands and Watercourses Agency</td>
<td>Conservation Commission</td>
<td>High</td>
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<td>Planning &amp; Zoning Commission</td>
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<td>Town Staff</td>
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<td>4. <strong>Increase active management of trees along the public way and within town properties, including the development of forest management plans for Town properties</strong></td>
<td>Board of Selectmen</td>
<td>Conservation Commission</td>
<td>High</td>
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<td>Town Staff</td>
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<td>5. <strong>Achieve Silver Certification from Sustainable CT</strong></td>
<td>Board of Selectmen</td>
<td>Conservation Commission</td>
<td>High</td>
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<td>Board of Education</td>
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<td>Facilities Committee</td>
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<td>Economic Development Commission</td>
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<td>Town Staff</td>
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**Policy E: Prepare our community to be resilient in the face of climate change and future economic and environmental challenges**

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<th>POLICIES AND GOALS</th>
<th>LEAD ENTITY</th>
<th>PARTNER ENTITY</th>
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</thead>
<tbody>
<tr>
<td>1. <strong>Establish a Plan to address the impacts of Climate Change in Madison</strong></td>
<td>Board of Selectmen</td>
<td>Coastal Resiliency Commission</td>
<td>High</td>
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<td>Town Staff</td>
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<tr>
<td>2. <strong>Create a risk management program that addresses vulnerabilities from future climate challenges</strong></td>
<td>Board of Selectmen</td>
<td>Coastal Resiliency Commission</td>
<td>Moderate</td>
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<td>Town Staff</td>
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### Section VI: Implementation

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<th>LEAD ENTITY</th>
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<th>PRIORITY</th>
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<tbody>
<tr>
<td>3. Review major municipal investments in current and future infrastructure and physical facilities to address vulnerabilities</td>
<td>Board of Selectmen</td>
<td>Coastal Resiliency Commission</td>
<td>High</td>
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<td>Facilities Committee</td>
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<td>Town Staff</td>
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<tr>
<td>4. Focus on property acquisition, seeking FEMA and other funds, to limit vulnerable development along the shoreline and in coastal wetland areas</td>
<td>Coastal Resiliency Commission</td>
<td>Town Staff</td>
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<tr>
<td>5. Encourage resilience through improved zoning regulations and other relevant town ordinances relative to stormwater, flood, and other projectable natural hazards for which data is available.</td>
<td>Planning &amp; Zoning Commission</td>
<td>Coastal Resiliency Commission</td>
<td>High</td>
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<td>Town Staff</td>
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**Policy F: Promote the expansion of commercial and retail businesses that are appropriate for the town**

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<th>POLICIES AND GOALS</th>
<th>LEAD ENTITY</th>
<th>PARTNER ENTITY</th>
<th>PRIORITY</th>
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<tbody>
<tr>
<td>1. Identify opportunities for expanding appropriate-scale economic development and services</td>
<td>Economic Development Commission</td>
<td>Planning &amp; Zoning Commission</td>
<td>High</td>
</tr>
<tr>
<td>2. Enhance development in the Downtown Village District</td>
<td>Planning &amp; Zoning Commission</td>
<td>Economic Development Commission</td>
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<td>WPCA</td>
<td>Medium</td>
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<td>3. Update zoning regulations to allow appropriate-scale economic development:</td>
<td>Planning &amp; Zoning Commission</td>
<td>Economic Development Commission</td>
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<td></td>
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<td>Town Staff</td>
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<tr>
<td>4. Support existing business owners to facilitate growth of local businesses through the Economic Development Commission, staff, Chamber of Commerce, and other relevant stakeholders</td>
<td>Economic Development Commission</td>
<td>Town Staff</td>
<td>High</td>
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**Policy G: Diversify Madison’s housing supply to meet the needs of households with a range of incomes, family size and ages**

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<tr>
<th>POLICIES AND GOALS</th>
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<th>PARTNER ENTITY</th>
<th>PRIORITY</th>
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<tbody>
<tr>
<td>1.  <em>Undertake empirical assessment of housing conditions and projections in Madison</em></td>
<td>Affordable Housing Committee</td>
<td>Planning and Zoning Commission</td>
<td>High</td>
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<tr>
<td>2.  <em>Propose a suite of programs to bridge the gap and achieve the goal of a housing demand plan (zoning changes, tax abatement, cost reduction, public-private partnerships, etc.)</em></td>
<td>Affordable Housing Committee</td>
<td>Planning &amp; Zoning Commission</td>
<td>High</td>
</tr>
<tr>
<td>3.  <em>Continue to implement the Affordable Housing Plan</em></td>
<td>Affordable Housing Committee</td>
<td>Planning &amp; Zoning Commission</td>
<td>High</td>
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SECTION VII: CONCLUSIONS
Section VII: Conclusions

Sustainability is defined as the ability of a community to provide for the needs of the current generation without sacrificing the ability of future generations to meet their own needs, balancing environmental stewardship and social equity with economic growth. As we aim for a balance in conservation and development, we appreciate that the natural and built environments are intertwined, and combined, they impact the social fabric, or human environment, of our community.

While the 2020 Census showed a slight decline in Madison’s population, during the Covid-19 pandemic, Madison experienced an influx of new residents, including seasonal and weekend homeowners, and an increase in real estate prices. Current 2023 market rates report that the median price of a home in Madison is hovering around $700,000. As housing for young families and seniors becomes less affordable, the need for housing for everyone who wants to work and live in Madison becomes more urgent.

Yet Madison’s growth remains influenced by nature, by design, and by economics. The natural environment in Madison includes significant areas of inland and tidal wetlands that are not buildable land and are vulnerable to flooding. As for the built environment, the southern portion of Madison has public water provided, north of I-95 relies on private drinking wells, and though the Town provides some stormwater management, wastewater management consists primarily of individual septic systems throughout the Town. This intentional and at one time cost-effective infrastructure may not be sustainable and limits development. The current economy in Madison is illustrated by the fact that businesses concentrated along the Boston Post Road in the center of town are predominantly realtors, banks, and investment companies while some restaurants and shops have limited potential to expand due to sewer and water limitations; other commercial areas in Madison show considerable turnover, underdevelopment, and vacant properties. Effective planning strategies can foster a more vital, connected, resilient, and sustainable community where opportunities for growth are available to all.

Statement of Compliance with Connecticut’s Growth Management Principles

This Plan of Conservation and Development is consistent with the State’s six growth management principles. To underscore the Town’s compliance, each principle is listed below, followed by a brief explanation of how the plan’s goals and actions comply.

1. **Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure**

   Threaded throughout many of Madison’s seven policies are references to improving Madison’s downtown and focusing development efforts on areas with existing infrastructure. Through actions like updating the downtown development plan and creating a multi-modal transportation plan in Policy A, this PoCD makes meaningful efforts to promote vibrancy, connection, and accessibility in Madison and within the region at large.

2. **Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs**

   This plan is committed to expanding housing opportunities and design options to suit a variety of households. Policy G seeks to diversify Madison’s housing supply through researching and analyzing the town’s housing stock, as well as current and future needs. This evidence-based approach would result in tailored initiatives to expand housing opportunities in Madison via zoning changes, public-private partnerships, tax abatements, and more.

3. **Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options**

   This PoCD promotes transit-oriented development by establishing goals and actions to make improvements to the Shore Line East Station, expand services, create a multi-modal transportation plan, and focus efforts on improving bicycle and pedestrian connectivity in town. These policies and actions would allow better access and different transportation options for residents and visitors.
4. **Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands**
   Policy B aims to enhance connections to nature in Madison by conducting an inventory of natural resources and supporting education on environmental stewardship. In establishing an open space plan, the PoCD supports the conservation of traditional rural lands. In terms of cultural and historic resources, Policy C focuses on preserving historic and cultural landmarks and integrating them into daily life when possible. Policy D aims to improve the sustainability of the community's natural resources through measures such as creating a Harbor Management Plan, supporting remediation and restoration of tidal wetlands, and increasing active management of trees. These policies and actions collectively contribute to conserving and restoring the natural environment, cultural and historical resources, and traditional rural lands in Madison.

5. **Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety**
   This PoCD supports the protection and maintenance of Madison's environmental assets through Policy B, which proposes the creation of an open space plan, an inventory of natural resources, and the expansion of stewardship programs in town. These actions work to protect these assets systematically by establishing inventories and permanent programming.

6. **Promote Integrated Planning Across all Levels of Government to Address Issues on a Statewide, Regional and Local Basis.**
   Recognizing the inter-disciplinary and extensive nature of planning, this PoCD promotes the integration of multiple agencies and organizations across all levels of government. By including organizations and agencies like the State of Connecticut, Connecticut Water Company, and Sustainable CT throughout the plan's policies and actions, this PoCD ensures that all appropriate entities are involved in this plan's implementation. This ensures that this plan maintains compliance with state and regional plans as well.
APPENDICES
APPENDIX A: MAPS
Madison’s Natural and Built Environments

Legend
- Natural Environment
- Water
- Built Environment
- Vacant

For zoning information, please see the current zoning map online at madisonct.org.
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APPENDIX B: STAKEHOLDER LIST
Appendix B: Stakeholder List

2024 POCD Update Stakeholders

Advisory Committee on Community Appearance
  Bauer Park Advisory Committee
  Beach & Recreation Commission
Bicycle and Pedestrian Advisory Committee
  Board of Education
  Board of Selectmen
  Chamber of Commerce
Charlotte L. Evarts Memorial Archives
Conservation Commission
Coastal Resiliency Commission
Economic Development Commission
Emergency Management
Historic District Commission
Ad-hoc Affordable Housing Committee
Inland Wetlands and Watercourse Agency

Madison Historical Society
Madison Land Conservation Trust
Madison Little League
Madison Youth Lacrosse
Madison Youth Football
Madison Youth Soccer
Planning & Zoning Commission
Residents
Rockland Preserve Advisory Committee
Salt Meadow Park Advisory Committee
Scranton Memorial Library
Senior Services Commission
Shellfish Commission
Water Pollution Control Authority
Youth & Family Services
APPENDIX C: STATUTORY BASIS FOR THE POCD
Sec. 8-23. Preparation, amendment or adoption of plan of conservation and development. 

(a)(1) At least once every ten years, the commission shall prepare or amend and shall adopt a plan of conservation and development for the municipality. Following adoption, the commission shall regularly review and maintain such plan. The commission may adopt such geographical, functional or other amendments to the plan or parts of the plan, in accordance with the provisions of this section, as it deems necessary. The commission may, at any time, prepare, amend and adopt plans for the redevelopment and improvement of districts or neighborhoods which, in its judgment, contain special problems or opportunities or show a trend toward lower land values.

(2) If a plan is not amended decennially, the chief elected official of the municipality shall submit a letter to the Secretary of the Office of Policy and Management and the Commissioners of Transportation, Energy and Environmental Protection and Economic and Community Development that explains why such plan was not amended. A copy of such letter shall be included in each application by the municipality for discretionary state funding submitted to any state agency.

(b) On and after July 1, 2016, a municipality that fails to comply with the requirements of subdivisions (1) and (2) of subsection (a) of this section shall be ineligible for discretionary state funding unless such prohibition is expressly waived by the secretary.

(c) In the preparation of such plan, the commission may appoint one or more special committees to develop and make recommendations for the plan. The membership of any special committee may include: Residents of the municipality and representatives of local boards dealing with zoning, inland wetlands, conservation, recreation, education, public works, finance, redevelopment, general government and other municipal functions. In performing its duties under this section, the commission or any special committee may accept information from any source or solicit input from any organization or individual. The commission or any special committee may hold public informational meetings or organize other activities to inform residents about the process of preparing the plan.

(d) In preparing such plan, the commission or any special committee shall consider the following: (1) The community development action plan of the municipality, if any, (2) the need for affordable housing, (3) the need for protection of existing and potential public surface and ground drinking water supplies, (4) the use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity within the municipality, (5) the state plan of conservation and development adopted pursuant to chapter 297, (6) the regional plan of conservation and development adopted pursuant to section 8-35a, (7) physical, social, economic and governmental conditions and trends, (8) the needs of the municipality including, but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation and cultural and interpersonal communications, (9) the objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation, (10) protection and preservation of agriculture, (11) the most recent sea level change scenario updated pursuant to subsection (b) of section 25-68o, and (12) the need for technology infrastructure in the municipality.

(e) (1) Such plan of conservation and development shall (A) be a statement of policies, goals and standards for the physical and
economic development of the municipality, (B) provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate, (C) be designed to promote, with the greatest efficiency and economy, the coordinated development of the municipality and the general welfare and prosperity of its people and identify areas where it is feasible and prudent (i) to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and (ii) to promote such development patterns and land reuse, (D) recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, agricultural and other purposes and include a map showing such proposed land uses, (E) recommend the most desirable density of population in the several parts of the municipality, (F) note any inconsistencies with the following growth management principles: (i) Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure; (ii) expansion of housing opportunities and design choices to accommodate a variety of household types and needs; (iii) concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse; (iv) conservation and restoration of the natural environment, cultural and historical resources and existing farmlands; (v) protection of environmental assets critical to public health and safety; and (vi) integration of planning across all levels of government to address issues on a local, regional and state-wide basis, (G) make provision for the development of housing opportunities, including opportunities for multifamily dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16a-4a, (H) promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the state's consolidated plan for housing and community development prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to chapter 297, and (I) consider allowing older adults and persons with a disability the ability to live in their homes and communities whenever possible. Such plan may: (i) Permit home sharing in single-family zones between up to four adult persons of any age with a disability or who are sixty years of age or older, whether or not related, who receive supportive services in the home; (ii) allow accessory apartments for persons with a disability or persons sixty years of age or older, or their caregivers, in all residential zones, subject to municipal zoning regulations concerning design and long-term use of the principal property after it is no longer in use by such persons; and (iii) expand the definition of “family” in single-family zones to allow for accessory apartments for persons sixty years of age or older, persons with a disability or their caregivers. In preparing such plan the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.

(2) For any municipality that is contiguous to Long Island Sound, such plan shall be (A) consistent with the municipal coastal program requirements of sections 22a-101 to 22a-104, inclusive, (B) made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound, and (C) designed to reduce hypoxia, pathogens, toxic contaminants and floatable debris in Long Island Sound.

(f) Such plan may show the commission's and any special committee's recommendation for (1) conservation and preservation of traprock and other ridgelines, (2) airports, parks, playgrounds and other public grounds, (3) the general location, relocation and improvement of schools and other public buildings, (4) the general location and extent of public utilities and terminals, whether
publicly or privately owned, for water, light, power, transit and other purposes, (5) the extent and location of public housing projects, (6) programs for the implementation of the plan, including (A) a schedule, (B) a budget for public capital projects, (C) a program for enactment and enforcement of zoning and subdivision controls, building and housing codes and safety regulations, (D) plans for implementation of affordable housing, (E) plans for open space acquisition and greenways protection and development, and (F) plans for corridor management areas along limited access highways or rail lines, designated under section 16a-27, (7) proposed priority funding areas, and (8) any other recommendations as will, in the commission's or any special committee's judgment, be beneficial to the municipality. The plan may include any necessary and related maps, explanatory material, photographs, charts or other pertinent data and information relative to the past, present and future trends of the municipality.

(g) Any municipal plan of conservation and development scheduled for adoption on or after July 1, 2015, shall identify the general location and extent of any (1) areas served by existing sewerage systems, (2) areas where sewerage systems are planned, and (3) areas where sewers are to be avoided. In identifying such areas, the commission shall consider the provisions of this section and the priority funding area provisions of chapter 297a.

(h) (1) A plan of conservation and development or any part thereof or amendment thereto prepared by the commission or any special committee shall be reviewed, and may be amended, by the commission prior to scheduling at least one public hearing on adoption.

(2) At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto for review and comment to the legislative body or, in the case of a municipality for which the legislative body of the municipality is a town meeting or representative town meeting, to the board of selectmen. The legislative body or board of selectmen, as the case may be, may hold one or more public hearings on the plan and shall endorse or reject such entire plan or part thereof or amendment and may submit comments and recommended changes to the commission. The commission may render a decision on the plan without the report of such body or board.

(3) At least thirty-five days prior to the public hearing on adoption, the commission shall post the plan on the Internet web site of the municipality, if any.

(4) At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto to the regional council of governments for review and comment. The regional council of governments shall submit an advisory report along with its comments to the commission at or before the hearing. Such comments shall include a finding on the consistency of the plan with (A) the regional plan of conservation and development, adopted under section 8-35a, (B) the state plan of conservation and development, adopted pursuant to chapter 297, and (C) the plans of conservation and development of other municipalities in the area of operation of the regional council of governments. The commission may render a decision on the plan without the report of the regional council of governments.

(5) At least thirty-five days prior to the public hearing on adoption, the commission shall file in the office of the town clerk a copy of such plan or part thereof or amendment thereto but, in the case of a district commission, such commission shall file such information in the offices of both the district clerk and the town clerk.
(6) The commission shall cause to be published in a newspaper having a general circulation in the municipality, at least twice at intervals of not less than two days, the first not more than fifteen days, or less than ten days, and the last not less than two days prior to the date of each such hearing, notice of the time and place of any such public hearing. Such notice shall make reference to the filing of such draft plan in the office of the town clerk, or both the district clerk and the town clerk, as the case may be.

(i) (1) After completion of the public hearing, the commission may revise the plan and may adopt the plan or any part thereof or amendment thereto by a single resolution or may, by successive resolutions, adopt parts of the plan and amendments thereto.

(2) Any plan, section of a plan or recommendation in the plan that is not endorsed in the report of the legislative body or, in the case of a municipality for which the legislative body is a town meeting or representative town meeting, by the board of selectmen, of the municipality may only be adopted by the commission by a vote of not less than two-thirds of all the members of the commission.

(3) Upon adoption by the commission, any plan or part thereof or amendment thereto shall become effective at a time established by the commission, provided notice thereof shall be published in a newspaper having a general circulation in the municipality prior to such effective date.

(4) Not more than thirty days after adoption, any plan or part thereof or amendment thereto shall be posted on the Internet web site of the municipality, if any, and shall be filed in the office of the town clerk, except that, if it is a district plan or amendment, it shall be filed in the offices of both the district and town clerks.

(5) Not more than sixty days after adoption of the plan, the commission shall submit a copy of the plan to the Secretary of the Office of Policy and Management and shall include with such copy a description of any inconsistency between the plan adopted by the commission and the state plan of conservation and development and the reasons therefor.

(j) Any owner or tenant, or authorized agent of such owner or tenant, of real property or buildings thereon located in the municipality may submit a proposal to the commission requesting a change to the plan of conservation and development. Such proposal shall be submitted in writing and on a form prescribed by the commission. Notwithstanding the provisions of subsection (a) of section 8-7d, the commission shall review and may approve, modify and approve or reject the proposal in accordance with the provisions of subsection (h) of this section.


History: 1959 act added provisions re districts; 1969 act substituted “shall” for “may” thereby requiring that recommendation for most
desirable land uses and population density be included in development plan, but did leave optional the inclusion of other recommendations re streets, bridges etc. and further clarified contents of plan re economic development, schedules, budgets, various codes and regulations and community needed and deleted requirement that report be filed annually; 1971 act changed public hearing notice requirements from publication at least seven days before hearing to publication “twice at intervals of not less than two days, the first not more than fifteen days nor less than ten days, and the last not less than two days” before hearing; P.A. 78-314 allowed consideration of energy-efficient development, renewable forms of energy and energy conservation in development plan; P.A. 80-327 allowed consideration of water supplies and their protection in development plan; P.A. 85-279 made consideration of surface and ground drinking water supplies in preparation of the plan mandatory rather than discretionary; P.A. 88-13 allowed consideration of affordable housing and open space acquisition in the plan of development and required that the plan of development be reviewed and updated at least once every 10 years; P.A. 91-392 added provisions re development of housing opportunities and promotion of housing choice and economic diversity in housing; P.A. 91-395 designated existing provisions as Subsec. (a) and amended them to require that municipal plans take into account the state plan and that plans adopted under this section be reviewed for consistency with the state plan of development and added Subsec. (b) requiring municipalities to consider use of cluster development; P.A. 91-398 added provision re plans in municipalities contiguous to Long Island Sound; P.A. 95-239 amended Subsec. (a) to provide that the plan may make regulations re traprock ridgelines; P.A. 95-335 amended Subsec. (a) to change the name of the plan of development to the plan of conservation and development and authorized the plan to include provisions re greenways protection and development, effective July 1, 1995; P.A. 99-117 divided existing Subsec. (a) into (a) and (b), redesignating existing Subsec. (b) as (c), and amended Subsec. (b) by adding provision regarding explanation of failure to conduct review of the plan, effective January 1, 2000; P.A. 01-197 deleted former provisions and inserted new Subsecs. (a) to (h) which reorganized former provisions and authorized planning commissions to appoint special committees and to submit the plan to the legislative body of the town, broadened the scope of the plan to include cluster development, traprock and other ridgelines and neighborhood and district plans and made technical changes to form and content, effective July 1, 2001, and applicable to municipal plans of conservation and development adopted after that date; P.A. 03-19 made a technical change in Subsecs. (f) and (g), effective May 12, 2003; P.A. 05-205 amended Subsec. (c) to add Subdiv. (10) re protection and preservation of agriculture, amended Subsec. (d)(1) to redesignate subparagraphs and require the commission to consider focusing development and revitalization in areas with infrastructure, adding new Subpara. (C) re system of principal thoroughfares, revising new Subpara. (C) to add provisions re identification and promotion of areas of mixed use development patterns and land reuse, and revising new Subpara. (F) re growth management principles, amended Subsec. (e) to eliminate provisions re principal thoroughfares consistent with changes in Subsec. (d), revising Subdiv. (3) to add recommendations for schools and adding new Subdiv. (6)(F) re corridor management areas and new Subdiv. (7) re priority funding areas, amended Subsec. (f) to require posting of plan on Internet web site of the municipality, change the number of days the regional planning agency has for review from 65 to 35, require the regional planning agency to make specific findings and add provisions re revision of the plan and submission to the legislative body, amended Subsec. (g) to add provisions re Internet posting and notice to the Office of Policy and Management, replaced former Subsec. (h) re hearings and endorsement with new Subsec. (h) authorizing an owner or tenant to request changes to the plan and made technical changes throughout the section, effective July 1, 2005 (Revisor's note: In Subsec. (d) (1)(C)(ii), the words “land and reuse” were changed editorially by the Revisors to “and land reuse” for consistency); P.A. 06-17 amended Subsec. (f) by revising provisions re submission to the legislative body or board of selectmen and organizing subsection into subdivisions, amended Subsec. (g) by adding requirement that a plan of conservation and development not endorsed by the
legislative body or board of selectmen be approved by a two-thirds majority of the commission, making conforming changes and organizing subsection into subdivisions and amended Subsec. (h) by making conforming changes, effective October 1, 2006, and applicable to plans of conservation and development adopted after that date; P.A. 06-24 amended Subsec. (g) by replacing requirement that the commission notify the Secretary of the Office of Policy and Management of inconsistencies of the municipal plan with the state plan with requirement that the commission submit to the secretary a copy of the plan and a description of any such inconsistencies not more than 60 days after adoption of the plan; P.A. 07-239 divided existing Subsec. (a) into Subsecs. (a) and (b), added provisions re discretionary funding therein, deleted provision re application for funding for conservation or development submitted to secretary or commissioners in said Subsec. (b) and redesignated existing Subsecs. (b) to (h) as Subsecs. (c) to (i), effective July 1, 2010; June Sp. Sess. P.A. 07-5 amended Subsec. (a)(2) to insert “state” re discretionary funding, effective July 1, 2010; P.A. 08-182 amended Subsecs. (c)(6) and (f)(4)(A) to change “regional plan of development” to “regional plan of conservation and development” and, effective July 1, 2010, amended Subsecs. (d)(6) and (g)(4)(A) to change “regional plan of development” to “regional plan of conservation and development”; P.A. 09-230 amended Subsec. (b) to delete provision re plan amendment and provide that municipality shall be ineligible for discretionary state funding for failure to comply with Subsec. (a) following adoption of state plan, effective July 1, 2010; P.A. 10-138 added Subsec. (a)(3) providing that no commission shall be obligated to prepare a plan from July 1, 2010, to June 30, 2013, and amended Subsec. (b) to make technical changes and provide that municipalities that do not prepare a plan pursuant to Subsec. (a)(3) shall continue to be eligible for discretionary state funding unless such municipalities fail to comply with Subsec. (a)(1) and (2) on or after July 1, 2014, effective July 1, 2010; P.A. 11-124 amended Subsec. (e)(1)(H) by replacing “housing plan” with “state’s consolidated plan for housing and community development”; P.A. 11-188 amended Subsec. (e)(1)(D) by adding “agricultural” re use of land; P.A. 13-179 amended Subsec. (d) to add Subdiv. (11) re consideration of sea level change scenarios published by the National Oceanic and Atmospheric Administration in Technical Report OAR-CPO-1; P.A. 13-247 amended Subsec. (a)(3) by changing “2013” to “2014” and amended Subsec. (b) by changing “2014” to “2015”, effective June 19, 2013, and amended Subsec. (g)(4) by substituting “council of governments” for “planning agency”, effective January 1, 2015; P.A. 13-250 amended Subsec. (e)(1) by adding Subpara. (l) re zoning considerations for allowing older adults and persons with a disability to live in their homes and communities whenever possible and by defining “disability”, effective July 1, 2013; P.A. 15-95 deleted former Subsec. (a)(3) re plan moratorium, amended Subsec. (b) by deleting former provisions re plan and amendment deadlines and municipal eligibility for state funding and by adding “July 1, 2016”, added new Subsec. (g) re identification of sewerage systems, redesignated existing Subsecs. (g) to (i) as Subsecs. (h) to (j) and made technical and conforming changes, effective June 22, 2015; P.A. 16-144 amended Subsec. (d) to add Subdiv. (12) re need for technology infrastructure in municipality; P.A. 17-96 amended Subsec. (e)(1) to delete provision re definition of “disability”, effective July 1, 2017; P.A. 18-82 amended Subsec. (d)(11) by replacing reference to sea level change scenarios published by the National Oceanic and Atmospheric Administration with reference to sea level change scenario updated pursuant to Sec. 25-68o(b), effective June 6, 2018.
Sec. 16a-27. Revision of existing plan. (a) The secretary, after consultation with all appropriate state, regional and local agencies and other appropriate persons, shall, prior to March 1, 2012, complete a revision of the existing plan and enlarge it to include, but not be limited to, policies relating to transportation, energy and air. Any revision made after July 1, 1995, shall take into consideration the conservation and development of greenways that have been designated by municipalities and shall recommend that state agencies coordinate their efforts to support the development of a state-wide greenways system. The Commissioner of Energy and Environmental Protection shall identify state-owned land for inclusion in the plan as potential components of a state greenways system.

(b) Any revision made after August 20, 2003, shall take into account (1) economic and community development needs and patterns of commerce, and (2) linkages of affordable housing objectives and land use objectives with transportation systems.

(c) Any revision made after March 1, 2006, shall (1) take into consideration risks associated with natural hazards, including, but not limited to, flooding, high winds and wildfires; (2) identify the potential impacts of natural hazards on infrastructure and property; and (3) make recommendations for the siting of future infrastructure and property development to minimize the use of areas prone to natural hazards, including, but not limited to, flooding, high winds and wildfires.

(d) Any revision made after July 1, 2005, shall describe the progress towards achievement of the goals and objectives established in the previously adopted state plan of conservation and development and shall identify (1) areas where it is prudent and feasible (A) to have compact, transit accessible, pedestrian-oriented mixed-use development patterns and land reuse, and (B) to promote such development patterns and land reuse, (2) priority funding areas designated under section 16a-35c, and (3) corridor management areas on either side of a limited access highway or a rail line. In designating corridor management areas, the secretary shall make recommendations that (A) promote land use and transportation options to reduce the growth of traffic congestion; (B) connect infrastructure and other development decisions; (C) promote development that minimizes the cost of new infrastructure facilities and maximizes the use of existing infrastructure facilities; and (D) increase intermunicipal and regional cooperation.

(e) Any revision made after October 1, 2008, shall (1) for each policy recommended (A) assign a priority; (B) estimate funding for implementation and identify potential funding sources; (C) identify each entity responsible for implementation; and (D) establish a schedule for implementation; and (2) for each growth management principle, determine three benchmarks to measure progress in implementation of the principles, one of which shall be a financial benchmark.

(f) Any revision made after October 1, 2009, shall take into consideration the protection and preservation of Connecticut Heritage Areas.

(g) Any revision made after December 1, 2011, shall take into consideration (1) the state water supply and resource policies established in sections 22a-380 and 25-33c, and (2) the list prepared by the Commissioner of Public Health pursuant to section 25-33q.

(h) Any revision made after October 1, 2019, shall (1) take into consideration risks associated with increased coastal flooding and
erosion, depending on site topography, as anticipated in the most recent sea level change scenario updated pursuant to subsection (b) of section 25-68o, (2) identify the impacts of such increased flooding and erosion on infrastructure and natural resources, (3) make recommendations for the siting of future infrastructure and property development to minimize the use of areas prone to such flooding and erosion, and (4) take into consideration the state's greenhouse gas reduction goals established pursuant to section 22a-200a.

(i) Any revision made after October 1, 2016, shall take into consideration the need for technology infrastructure in the municipality.

(j) Thereafter on or before March first in each revision year the secretary shall complete a revision of the plan of conservation and development, provided no revision year may be later than four years subsequent to the year in which the plan was last adopted in accordance with the process established in this chapter.


History: P.A. 77-614 replaced commissioner of planning and energy policy with secretary of the office of policy and management; P.A. 83-203 provided for the revision of the plan every five years instead of every three, updating obsolete reference to March 1, 1978, as completion date for revision; P.A. 91-101 required revisions to identify major transportation proposals contained in the master transportation plan; P.A. 95-307 amended Subsec. (a) to extend the deadline for revision to 1997, effective July 6, 1995; P.A. 95-335 amended Subsec. (a) to add provisions re greenways, effective July 1, 1995; June Sp. Sess. P.A. 01-9 amended Subsec. (a) to extend the deadline for revision from March 1, 1997, to March 1, 2003, effective July 1, 2001; June 30 Sp. Sess. P.A. 03-4 amended Subsec. (a) to require that revisions to existing plan made after August 20, 2003, take into account matters specified in new Subdivs. (1) and (2), effective August 20, 2003; P.A. 04-144 designated provision in Subsec. (a) re revision made after August 20, 2003, as new Subsec. (b), added new Subsec. (c) requiring revisions made after March 1, 2006, to have provisions re natural hazards and redesignated existing Subsec. (b) as new Subsec. (d); P.A. 05-205 amended Subsec. (a) to make a technical change and extend the deadline for revision from March 1, 2003, to March 1, 2009, effective July 6, 2005, and added new Subsec. (d) re revisions after July 1, 2005, and redesignated existing Subsec. (d) as Subsec. (e), effective July 1, 2005; P.A. 08-182 made a technical change in Subsec. (d), added new Subsec. (e) re revisions made after October 1, 2008, and redesignated existing Subsec. (e) as Subsec. (f); P.A. 09-221 added new Subsec. (f) re Connecticut Heritage Areas and redesignated existing Subsec. (f) as Subsec. (g), effective July 8, 2009; P.A. 09-230 amended Subsec. (a) by making a technical change and extending deadline for revision from March 1, 2009, to March 1, 2011, effective July 8, 2009; P.A. 10-138 amended Subsec. (a) by extending deadline for revision from March 1, 2011, to March 1, 2012, effective June 8, 2010; pursuant to P.A. 11-80, “Commissioner of Environmental Protection” was changed editorially by the Revisors to “Commissioner of Energy and Environmental Protection” in Subsec. (a), effective July 1, 2011; P.A. 11-242 added new Subsec. (g) re revisions made after December 1, 2011, and redesignated existing Subsec. (g) as Subsec. (h), effective July 13, 2011; P.A. 12-101 added new Subsec. (h) re revisions to the plan after October 1, 2012, and redesignated existing Subsec. (h) as Subsec. (i); P.A. 13-179 amended Subsec. (h) by replacing “October 1, 2012,” with “October 1, 2013,” and, in Subdiv. (1), replacing provision re rise in sea level as defined in Sec. 22a-93 with provision re sea level change scenarios published by the National Oceanic and Atmospheric Administration; P.A. 13-277
amended Subsec. (a) to delete provision re identification of major transportation proposals contained in master transportation plan, effective July 1, 2013; P.A. 16-144 added new Subsec. (i) re any revision made after October 1, 2016, taking into consideration need for technology infrastructure in municipality and redesignated existing Subsec. (i) as Subsec. (j); P.A. 18-82 amended Subsec. (h) by changing “October 1, 2013” to “October 1, 2019”, adding references to flooding, replacing sea level change scenarios published by National Oceanic and Atmospheric Administration with most recent sea level change scenario updated pursuant to Sec. 25-68o(b) in Subdiv. (1), adding Subdiv. (4) re taking into consideration state's greenhouse gas reduction goals established pursuant to Sec. 22a-200a, and making a conforming change, effective June 6, 2018; P.A. 22-71 amended Subsec. (j) by specifying that no revision year may be later than 4 years after year in which plan was last adopted, effective May 24, 2022.