



STATE OF MAINE
DEPARTMENT OF AGRICULTURE, CONSERVATION & FORESTRY

22 STATE HOUSE STATION
AUGUSTA, MAINE 04333-0022

PAUL R. LEPAGE
GOVERNOR

WALTER E. WHITCOMB
COMMISSIONER

May 20, 2014

Tim Curtis
Consultant for Community/Economic Development
Town of Madison
P.O. Box 190
Madison, ME 04950

Dear Mr. Curtis,

On March 31, 2014 the Department of Agriculture, Conservation and Forestry (Department) received and accepted for review the Comprehensive Plan for the town of Madison. We understand that organizing, processing, writing, debating, and eventually completing a Comprehensive Plan is an arduous task, and for doing this we extend our sincere appreciation to you, committee members, and residents. With great pleasure, I inform you that this Department has found the 2014 Town of Madison Comprehensive Plan to be both '*complete*' and **consistent** with the Maine Growth Management Act.

According to state law, our review process consists of two phases. First, we review all elements of the Plan, save the Future Land Use Plan. This is called a review for 'completeness.' If we determine that the Comprehensive Plan is 'complete,' we undertake phase two, which is a focused review of the Future Land Use Plan, ultimately leading to a determination of consistency with the Growth Management Act. This process was created to encourage collaboration with municipalities, and, if necessary, giving opportunities to modify the Comprehensive Plan prior to official notification of whether a Plan is consistent with the Growth Management Act. Fortunately, this plan does not require any extra modification. Rather than write two separate letters, I am combining both the review for 'completeness' and review for consistency with the Growth Management Act in this single letter.

The Department has completed our review of the Madison Comprehensive Plan for consistency with the Growth Management Act using the Comprehensive Planning Criteria Rule (Chapter 208). Using this rule, we have found the 2014 Madison Comprehensive Plan **consistent** with the Maine Growth Management Act.

Though we find the Plan consistent with the Growth Management Act, please note that there are multiple areas in which to improve the Madison Comprehensive Plan. Specifically, more detail and analysis relative to ecological characteristics in town would be beneficial to future residents. Also, strip development along roadways is strongly discouraged. There are some growth areas identified on the Land Use Plan Map that are dangerously close to being deemed "strip development." I strongly recommend you work with the Planning Board to reduce the length of some RR and HC districts in eastern Madison.

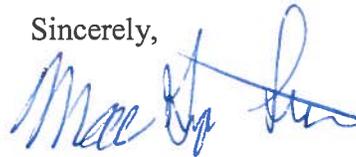
As prescribed by state law, our Department has solicited comments on the Plan from other state agencies. These comments provide additional detail and other suggestions that the Planning Board should find useful. The comments are meant as recommendations, actions you can take to improve the Plan, but not requirements from the Department. Our finding of consistency is not conditioned on their inclusion. The following agencies provided comments on the Comprehensive Plan:

- Department of Transportation
- Maine Forest Service
- Department of Environmental Protection
- Department of Inland Fisheries and Wildlife

We also understand the complexity of the comprehensive planning process. Our goal in developing the rules that govern this process is to help each town (or towns) end with a plan that reflects that town's (or region's) unique character and style while also supporting the State's goals and policies for managed growth. We appreciate any input you wish to make on the Comprehensive Planning Criteria Rule and your experience with it so that we may continue to refine the process.

Thank you.

Sincerely,

A handwritten signature in blue ink, appearing to read "MacGregor Stocco".

MacGregor Stocco, AICP
Senior Planner

cc: Chris Huck, Kennebec Valley Council of Governments

Enclosure: Comments from other agencies



Paul R. LePage,
Governor

**Maine Department of
Transportation**

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David Bernhardt,
Commissioner

Date: May 5, 2014
To: MacGregor Stocco, Senior Planner, Dept. Agriculture, Conservation and Forestry
From: Penny Vaillancourt, Bureau of Planning (PV)
Re: Town of Madison Comprehensive Plan Review

On behalf of the Maine Department of Transportation, I reviewed the Town of Madison's 2014 Comprehensive Plan Update and find it to be accurately represented in the Self Assessment Checklist.

- **Appropriate use of data provided by MaineDOT**

The Town of Madison has appropriately used transportation data for comprehensive plan purposes.

- **Relation of plan's policies and implementation strategies to MaineDOT principal objectives and directives**

The Town of Madison's 2014 Comprehensive Plan includes several policies and related strategies that, if successfully implemented, will effectively utilize transportation facilities and resources.

- **Consistency of plan with MaineDOT programs and policies**

Pursuant to the goals, guidelines and policies of the Growth Management Act (30-A M.R.S.A. §4312 et seq.) and the Sensible Transportation Policy Act (23 M.R.S.A. §73) the Town of Madison's 2014 Comprehensive Plan is consistent with MaineDOT programs and policies in carrying out the goals of these Acts. Please feel free to contact me should you have any questions regarding this information.

cc: Duane Scott, MaineDOT
File



STATE OF MAINE
DEPARTMENT OF AGRICULTURE, CONSERVATION & FORESTRY
MAINE FOREST SERVICE
 22 STATE HOUSE STATION
 AUGUSTA, MAINE 04333-0022

PAUL R. LEPAGE
GOVERNOR

WALTER E. WHITCOMB
COMMISSIONER

Comprehensive Plan Review
Town of Madison
 Maine Forest Service
 6 May 2014

One goal of the Maine Forest Service (MFS) is to ensure that Maine’s forests, both urban and rural, will continue to provide benefits for present and future generations of Maine citizens. We do this by:

- a) developing, advocating for, and promoting activities that encourage sound, long-term management of forest resources;
- b) protecting forest resources from the effects of fire, insects, disease, and misuse; and,
- c) Providing accurate, relevant, and timely information about forest resources.

MFS respectfully submits these comments and observations for consideration.

Agricultural and Forest Resources	✓	Page
Analyses		
How important is agriculture and/or forestry and are these activities growing, stable, or declining?	✓	76,77
Is the community currently taking regulatory and/or non-regulatory steps to protect productive farming and forestry lands? Are there local or regional land trusts actively working to protect farms or forest lands in the community?	✓	77
Are farm and forest land owners taking advantage of the state's current use tax laws?	✓	77
Has proximity of new homes or other incompatible uses affected the normal farming and logging operations?	✓	77
Are there large tracts of agricultural or industrial forest land that have been or may be sold for development in the foreseeable future? If so, what impact would this have on the community?	✓	77
Does the community support community forestry or agriculture (i.e. small woodlots, community forests, tree farms, community gardens, farmers' markets, or community-supported agriculture)? If so, how?	✓	76
Does the community have town or public woodlands under management, or that would benefit from forest management?	✓	36, 77

DOUGLAS P. DENICO
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Condition and Trends		
The community's Comprehensive Planning Agriculture and Forestry Data Set prepared and provided to the community by the Department of Agriculture, Conservation and Forestry or their designees.	✓	77, 78
A map and/or description of the community's farms, farmland, and managed forest lands and a brief description of any that are under threat.	✓	Maps - 89
Information on the number of parcels and acres of farmland, tree growth, and open space enrolled in the state's farm, tree growth, and open space law taxation programs, including changes in enrollment over the past 10 years.	✓	77
A description of any community farming and forestry activities (e.g. community garden, farmer's market, or community forest).	✓	76
Policies		
To safeguard lands identified as prime farmland or capable of supporting commercial forestry.	✓	75
To support farming and forestry and encourage their economic viability.	✓	75
Strategies		
Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.	✓	75
Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	✓	75
Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.	✓	75
Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.	✓	75
Encourage owners of productive farm and forest land to enroll in the current use taxation programs.	✓	75
Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.	✓	76
Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.	✓	75
<p>Comments: MFS appreciates the town's attention to the retention of working forests and their contributions to the local economy, as well as providing water quality protection in the plan. For landowners who choose to be long-term stewards of forest land, well-planned and managed timber harvesting can be economically rewarding to landowner and logger alike. Providing a policy and regulatory environment that rewards the beneficial outcomes of forest management will help with stated goals concerning open space and rural character.</p> <p>MFS also administers the WoodsWISE program, directed toward family forest landowners with ownerships of less than 1000 acres. District Foresters are available to walk and talk with these landowners, to get them started on a path of stewardship and responsible forest management. MFS will help landowners secure consulting services from a licensed forester. Cost-share assistance is available to help with obtaining a Forest Management Plan, prepared by consultants. When harvesting is recommended, further advice and referral to trained and certified logging companies is</p>		

available.

The plan references Best Management Practices. MFS's "[Best Management Practices for Forestry: Protecting Maine's Water Quality](#)" is an appropriate reference manual for forestry and road, trail and driveway construction in and around Madison's waters. Copies are available from MFS at www.maine.gov/doc/mfs/pubs.htm.

Public Facilities and Services	✓	Page
Analyses		
Does the community have a street tree program?	✓	63
Condition and Trends		
<p>the following information related to each of these public facilities and services:</p> <ul style="list-style-type: none"> a. Sewerage and/or Water Supply – Identify number and types of users, and percent of households served b. Septage – Identify any community policies or regulations regarding septage collection and disposal. c. Solid Waste – Describe the community's solid waste management system. Identify types and amounts of municipal solid waste and recycled materials for the past five (5) years. d. Stormwater Management – Identify combined sewer overflows. For Municipal Separate Stormwater System (MS4) communities, describe plan and status of the major goals of the MS4 requirements. e. Power and Communications – Availability of 3-phase power, Internet (including broadband), and cable within the community. f. Emergency Response System –Average call response times for fire, police, and emergency/rescue. g. Education – Identify school administrative unit. Include primary/secondary school system enrollment for the most recent year information is available and for the ten (10) years after the anticipated adoption of plan. h. Health Care - Describe major health care facilities (hospitals, clinics) and other providers serving the community. Identify public health and social services supported by the community through municipal subsidy. i. Municipal Government Facilities and Services – Describe facilities and staffing for municipal administrative, enforcement, and public works operations. j. Street Tree Program - Describe the community's street tree program. 	✓	63
<p>Comments: MFS encourages towns to consider street and shade trees in reference to community character and beautification. Strong municipal street tree programs and street trees support a number of state goals for comprehensive planning. Street trees are part of the public infrastructure supported by comprehensive planning. Numerous studies have demonstrated the value of street trees beyond shade and beauty. Street trees play an important role in air filtration, stormwater interception, and increasing both property values and business. All of these values support the state's goals of encouraging orderly growth and development, making efficient use of public services, planning for, financing and developing an efficient system of public facilities, and promoting an economic climate that increases overall economic well-being. Communities with town forests can also benefit economically from active management of their forest resources.</p>		

MFS administers several programs that have and can continue to benefit both the town and its residents. **Project Canopy**, MFS's community forestry assistance program, is available to all Maine towns and cities. Project Canopy can assist financially with street tree planting and maintenance and continued forest management planning of city-owned parcels. MFS encourages planners to recognize street trees and shade trees as part of the infrastructure, particularly in village and historical districts. Tree planting and maintenance is a viable way to improve downtown appearance, reduce pollution, and mitigate storm water runoff. Project Canopy provides cost share assistance for management planning on parcels such as these. Cost-share grants are available on a limited, competitive basis. Grant applications typically are available annually. For more information, go to: www.projectcanopy.me or contact Jan Santerre at 207-287-4987.

Use of inventory information:

MFS's Forest Policy and Management Unit supports sustainable forest management by providing technical assistance, information and educational services to the public, forest landowners, forest products processors and marketers, municipalities, and others.

MFS has ten District Foresters who provide technical assistance, conduct educational workshops, field demonstrations, media presentations, and can provide one-on-one contact with individual landowners. Patty Cormier is the District Forester who assists landowners in Madison. She can be contacted by phone at 207-592-2238; or by e-mail at patty.cormier@maine.gov.

Please direct questions or comments to:

Jan Ames Santerre

Project Canopy Coordinator

Department of Agriculture, Conservation, and Forestry - Maine Forest Service

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STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION

PAUL R. LEPAGE
GOVERNOR

PATRICIA W. AHO
COMMISSIONER

Date: April 16, 2014
To: MacGregor Stocco – Dept. Of Agriculture, Conservation, and Forestry
From: Greg Beane – Maine DEP - Eastern Maine Regional Office, Bangor
Re: Town of Madison's Draft Comprehensive Plan Review

On behalf of the Maine Department of Environmental Protection, I reviewed the Town of Madison's Draft Comprehensive Plan in regards to surface freshwater resources and have the following comments.

- **Appropriate use of data provided by MDEP**

The Town of Madison provided a modest inventory and analysis of its surface freshwater resources. Please see (below) the description from the MDEP checklist regarding lakes and streams as to the information which should be included in a draft plan. The Town of Madison addressed some of the items on the checklist. Please ignore items in the checklist that are not applicable or are already addressed in the draft.

Items to include for lakes:

- Description of each lake in the town, including the following:
 - Surface area, mean and maximum depth, watershed area, direct drainage area, flushing - rate*
 - Upstream lake(s) and downstream lake
 - Significant tributary streams and outlet stream
 - Other towns that share the watershed
 - Brief description of current land use in the watershed
 - Public access
 - Summary of water quality information*
 - Documented water quality or invasive plant problems*

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- Current or ongoing activities to monitor lake water quality, assess sources of polluted runoff to the lake, mitigate sources of runoff or improve water quality
- Lake associations or other resource advocacy groups
- General discussion of the value of the lakes, lake sensitivity and threats affecting lakes (this should include a discussion of phosphorus)
- Map showing lakes and the watershed boundaries of any lakes, in town or out of town, that have all or a portion of their watersheds in the town
- Information from DEP for Per Acre Phosphorus Allocations for the town's portion of all lake watersheds located within the town*

Items to include for rivers/streams:

- List of rivers and streams in the municipality
- Classification of the rivers and streams and discussion of what this means*
- Water quality data and assessment of water quality conditions (DEP will provide any information they have available)*
- General discussion of the value of rivers and stream
- General discussion of potential threats and concerns
- Information on fishery (committee may want to contact Department of Inland Fisheries & Wildlife or Department of Marine Resources)
- Mention of advocacy organizations working on protection or restoration of the resource

*Department of Environmental Protection will provide this information as part of a packet to Comprehensive Planning Committees

- **Relation of Plan's policies and implementation strategies to MDEP principal objectives and directives**

The Town of Madison's Comprehensive Plan does not include policies and related strategies that, if successfully implemented, would effectively protect surface freshwater resources. The Comprehensive Plan should go deeper on this subject, below is a list of policy and implementation strategies that may be helpful (please ignore those already addressed).

Policy strategies

Items to include for lakes:

- Maintain and, where needed, improve the quality of the water and habitat in the town's lakes by:
 - Supporting efforts to reduce inputs of phosphorus from existing sources in the watershed
 - Guiding future development so that additional inputs of phosphorus are minimized
 - Educating the residents in lake watersheds about their potential impacts on lake water quality and opportunities to avoid or mitigate these impacts
 - Effectively implementing and enforcing local land use laws
- Prevent the introduction of the lakes with nuisance invasive plant and animal species

Items to include for rivers/streams:

- Maintain and, where needed, improve the quality of the water and habitat in the town's rivers and streams by:
 - Minimizing sources of erosion and polluted runoff
 - Protecting and maintaining streamside or riparian areas
 - In urban or urbanizing areas, addressing concerns for stormwater quality and quantity
 - Effectively implementing and enforcing local land use laws

Implementation strategies

Items to include for lakes:

- Incorporate requirements for stormwater phosphorus impact analysis and mitigation for new development within the town's lake watersheds into subdivision and site review (or equivalent) ordinances, using DEP's Phosphorus Allocation Method as described in "Phosphorus Control in Lake Watersheds: A Technical Guide for Evaluating New Development" or an effective alternative. Note: This level of new development phosphorus control at the local level may not be justified in towns with very low absolute growth rates (i.e. some parts of Washington, Aroostook, Penobscot, Piscataquis, Somerset and Franklin Counties).
- Incorporate considerations of the special requirements for lake watersheds into the identification of growth and rural areas or any land use zoning adopted by the town
- Encourage and support activities of local resource groups (i.e. lake associations) and the local Soil and Water Conservation District to monitor lake water quality and to identify and address sources of phosphorus in lake watersheds. In particular, support efforts to mitigate sources of phosphorus identified in lake watershed surveys.
- Post signs educating users about invasive aquatic plant laws and risks at lake access points
- Maintain town roads so as to minimize erosion of ditches and maximize distribution of stormwater runoff into adjacent natural buffer areas
- Strictly administer and enforce local administered land use laws and ordinances including:
 - Shoreland zoning

Letter to
(date)
Page 4 of 4

- Subdivision
- Site review
- Subsurface Wastewater Disposal

Provide adequate resources for effective administration and enforcement of these laws and ordinances.

Items to include for rivers/streams:

- Upgrade Shoreland Zoning to include protection of streamside areas along first order streams.
- Encourage and promote conservation easements for sensitive streamside areas
- Maintain town roads so as to minimize erosion of ditches and maximize distribution of stormwater runoff into adjacent natural buffer areas rather than into streams.
- Strictly administer and enforce local administered land use laws and ordinances including:
 - Shoreland Zoning
 - Subdivision
 - Site Review
 - Subsurface Wastewater Disposal

Provide adequate resources for effective administration and enforcement of these laws and ordinances.

- Encourage and support activities of local resource and advocacy groups.

- **Consistency of Plan with MDEP programs and policies**

Pursuant to the goals, guidelines and policies of the MDEP the Town of Madison's Draft Comprehensive Plan is not consistent with MDEP programs and policies in carrying out the goal of protecting surface water quality. Please feel free to contact me if you have questions.

cc: file



Maine Department of Inland

Fisheries and Wildlife

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Paul LePage, Governor

Chandler Woodcock,
Commissioner

Date: May 2014
To: Mac Stocco
From: Bethany Atkins
Re: Madison Comprehensive Plan Review

On behalf of the Maine Department of Inland Fisheries and Wildlife (MDIFW), the Beginning with Habitat program (BwH), and the Maine Natural Areas Program (MNAP), we have reviewed the Town of the Madison Comprehensive Plan and provide the following comments.

As you are aware, MDIFW's mission is focused on the protection and enhancement of the State's freshwater fisheries and wildlife. MNAP has a commitment to conserving lands in Maine that support rare, threatened, and endangered plants and animals, and rare or exemplary natural communities. The BwH program provides objective and comprehensive habitat information to equip local decision-makers with the necessary tools to make informed and responsible land use decisions that mesh wildlife habitat conservation with future town growth needs. The comments submitted below are based on the Dept. of Agriculture, Conservation, and Forestry instructions for agency commentors.

Please feel free to contact me should you have any questions regarding this information.

- **Appropriate use of data provided by MDIFW & MNAP**

This plan includes very little specific information related to the rich assemblage of habitats and species known in Madison. Specific recommendations to improve the plan, wildlife and fisheries information and opportunities to incorporate available data are provided below.

Data depicting high value plant, wildlife and fisheries habitats is available to all Maine towns through the Beginning with Habitat program. We encourage the town to contact Beginning with Habitat (<http://www.beginningwithhabitat.com/contacts/index.html>) for the most-up-to date data and for assistance with more completely incorporating this information into their comprehensive plan.

Relation of plan's policies and implementation strategies to MDIFW & MNAP principal objectives and directives

This plan includes very few specific strategies that address the conservation of plant, wildlife, and fishery resources and, with species and habitat-related data missing from the plan, it is difficult to evaluate the effectiveness of the proposed strategies. We encourage the Town to work closely with Beginning with Habitat to identify more specific approaches that would effectively protect the town's habitat-related resources.

- **Consistency of plan with MDIFW & MNAP programs and policies**

We feel this plan could be significantly improved with a more complete inventory and analysis of the town's habitats and with the identification of more specific policies and strategies related to habitat conservation. At this time, we feel the plan is not consistent with MDIFW and MNAP programs and policies.

Specific plan comments and recommendations are provided below. Comments provided by Bob Cordes and Bethany Atkins, MDIFW and Don Cameron, MNAP.

Transportation p. 40

We encourage the town to include information on how roads can affect wildlife, to identify conflicts between the Madison transportation system and wildlife, and to identify local strategies to minimize transportation related habitat disturbance. Roads can be a hazard and barrier for terrestrial wildlife species traveling across the land and to aquatic species moving up and down streams. Wildlife need to be able to freely move across the landscape and through the waterways to find food, find a mate, access different habitats, and to adapt to range shifts as a result of a changing climate. For more information on the effects of roads on wildlife visit:

http://www.maine.gov/doc/mfs/fpm/water/docs/stream_crossing_2008/MaineStreamCrossingsPoster.pdf and http://www.beginningwithhabitat.org/pdf/Conserving_Wildlife_in_MDL.pdf. Town road maintenance and construction projects (ie. culverts) often inadvertently impede fish (and wildlife) passage. The Maine Stream Connectivity Working Group has collected some information related to road-stream crossings and has surveyed several sites in Madison, including some that are identified as potential barriers to fish. See <http://mapserver.maine.gov/streamviewer/streamdocHome.html> to find more information and for contact information for organizations and individuals who can assist with use of this information.

Natural Resources p. 81

Shorelands-

Just a clarification here- State mandated Shoreland Zoning generally extends 250' feet from rivers, lakes and large wetlands, but only 75' from larger streams.

Wildlife/Fisheries and Unique Botanicals-

The Town of Madison supports a rich assemblage of wildlife, fish, and plant habitats. This plan, however, includes very little information describing these resources. At a minimum, this plan should include background information discussing the importance of wetlands and water resources as wildlife and fisheries habitat and the value of large blocks and habitat connections. It should also identify the high value habitats documented within Madison and include a description of their importance. High value habitats include Significant Wildlife Habitats, fishery resources, rare plant and animal species, and rare and exemplary natural communities. In addition, we'd like the Town to identify and describe the state and local regulations, if any, that protect these habitats and species. The town should also clearly identify the strategies they plan to use to protect these resources and to maintain functioning wildlife habitat into the future. A map depicting the location of these resources should also be provided in the plan.

Below is a list of the important plant and wildlife habitats documented in Madison:

Rare Animals		
Common Name	Scientific Name	State Status
Bald Eagle	<i>Haliaeetus leucocephalus</i>	SC
Brook Floater	<i>Alasmidonta varicosa</i>	T
Creeper	<i>Strophitus undulatus</i>	SC
Wood Turtle	<i>Glyptemys insculpta</i>	SC
Rare Plants		
Common Name	Scientific Name	State Status
Bottlebrush Grass	<i>Elymus hystrix</i>	SC
Canada Buffaloberry	<i>Shepherdia canadensis</i>	E
Clinton's Bullrush	<i>Trichophorum clintonii</i>	SC
Long-leaved Bluet	<i>Houstonia longifolia</i> var. <i>longifolia</i>	SC

Wild Garlic	<i>Allium canadense</i>	SC
Wild Leek	<i>Allium tricoccum</i>	SC
Rare/Exemplary Natural Communities		
Silver Maple Floodplain Forest		
Upper Floodplain Hardwood Forest		
Significant Wildlife Habitat		
Inland Wading Bird and Waterfowl Habitats		
Deer Wintering Areas		
Significant Vernal Pools		
Additional Habitat		
Osprey Nest (not mapped, but located on the railroad bridge over the Kennebec)		
Wading Bird Colony (associated with Wesserunsett Lake)		

Because of the unique assemblage of rare species and important habitats present in the floodplain of the Kennebec River in Madison and Anson, this area has been identified as a Statewide Focus Area of Ecological Significance by the Beginning with Habitat program partners. Focus Areas are non-regulatory areas that are intended to build awareness of the unique ecological sites in Maine and to encourage strategic approaches to conservation. In addition to the above listed data, information about this Focus Area should also be incorporated into the Madison Plan. For a description of the Focus Area, please visit: http://www.maine.gov/dacf/mnap/focusarea/kennebec_floodplain_focus_area.pdf.

Information related to wildlife and fisheries habitats and unique botanical features is available through the Beginning with Habitat program. Maps depicting the above resources and more are available online at http://www.beginningwithhabitat.com/the_maps/status-m.html and we encourage the town to contact Beginning with Habitat (<http://www.beginningwithhabitat.com/contacts/index.html>) for assistance updating their plan with relevant wildlife and fisheries information.