MAINE STATE LEGISLATURE

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SECOND REGULAR SESSION

ONE HUNDRED AND THIRTEENTH LEGISLATURE

Legislative Document

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NO. 2316

H.P. 1687 House of Representatives, February 19, 1988
Reference to the Committee on Energy and Natural
Resources suggested and ordered printed.
EDWIN H. PERT, Clerk
Presented by Representative DEXTER of Kingfield.
Cosponsored by Senator RANDALL of Washington,
Representatives McGOWAN of Canaan and HANLEY of Paris.

STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND EIGHTY-EIGHT

AN ACT to Consolidate State Land Use Statutes
into the Natural Resources Protection Act.

Be it enacted by the People of the State of Maine as
follows:

Sec. 1. 38 MRSA c. 3, sub-c. I, Arts. 1-A, 1-C, 2-A and 5, as amended, are repealed.

Page 1-LR4656

1 Sec. 2. 38 MRSA c. 3, sub-c. I, Art. 5-A is
2 enacted to read:

ARTICLE 5-A

PROTECTION OF NATURAL RESOURCES

§480-A. Findings; purpose

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Legislature finds and declares that The rivers and streams, great ponds, fragile areas, freshwater wetlands, coastal wetlands mountain areas, and coastal sand dunes systems are resources of state significance. These resources have great scenic beauty and unique characteristics, unsurpassed recreational, cultural, historical and environmental value of present and future benefit to the citizens of State and that uses are causing the rapid adation and, in some cases, the destruction of degradation these critical resources, producing significant economic and environmental impacts adverse threatening the health, safety and general welfare of the citizens of the State.

The Legislature further finds and declares that need to facilitate research, develop а management programs and establish sound environmental standards that will prevent the degradation of and will encourage the enhancement of these resources. It the intention of the Legislature that existing programs related to Maine's rivers and streams, great ponds, fragile mountain areas, freshwater wetlands, coastal wetlands and sand dunes systems continue and that the Department of Environmental Protection provide coordination and vigorous leadership to develop programs to achieve the purposes of this article. The well-being of the citizens of this State requires the development and maintenance an efficient system of administering this article so to minimize delays and difficulties in evaluating alterations of these resource areas.

§480-B. Definitions

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	1 2 3	As used in this article, unless the context otherwise indicates, the following terms have the following meanings.
	4 5 6 7 8 9 10	1. Coastal sand dune systems. "Coastal sand dune systems" means unconsolidated sand and gravel deposits within a marine beach system above mean low water including, but not limited to, beach berms, frontal dunes, dune ridges, back dunes, eolian flats and other sand and gravel areas deposited by wave or wind action. Coastal sand dunes may extend into the coastal wetlands.
)	12 13 14 15 16 17 18 19 20	2. Coastal wetlands. "Coastal wetlands" means all intertidal and subtidal lands, including all areas below any identifiable debris line left by tidal action; all areas with vegetation present that is tolerant of salt water and occurs primarily in a salt water habitat; and any swamp, marsh, bog, beach, flat or other contiguous lowland which is subject to tidal action or annual storm flowage at any time excepting periods of maximum storm activity. Coastal wetlands may include portions of coastal sand dunes.
	22 23 24	3. Fragile mountain areas. "Fragile mountain areas" means areas above 2,700 feet in elevation from mean sea level.
	25 26 27	4. Freshwater wetlands. "Freshwater wetlands" means freshwater swamps, marshes, bogs and similar areas which are:
	28	A. Of 10 or more contiguous acres;
	29 30	B. Characterized predominately by wetland vegetation; and
	31 32	C. Not considered part of a great pond, coastal wetland, river, stream or brook.
	33 34	These areas may contain small inclusions of land that do not conform to the criteria of this subsection.

5. Great ponds. "Great ponds" means any inland bodies of water which in a natural state have a

- surface area in excess of 10 acres and any inland bodies of water artificially formed or increased which have a surface area in excess of 30 acres.
- 6. Normal high water line. "Normal high water line" means that line along the shore of a great pond, river, stream, brook or other nontidal body of water which is apparent from visible markings, changes in the character of soils due to prolonged action of the water or from changes in vegetation and which distinguishes between predominantly aquatic and predominantly terrestrial land. In the case of great ponds, all land below the normal high water line shall be considered the bottom of the great pond for the purposes of this article.
- 7. Permanent structure. "Permanent structure" means any structure constructed or erected with a fixed location, or attached to a structure with a fixed location, on or in the ground within a fragile mountain area, or having a fixed location in, on or over the water for a period exceeding 7 months each year, including, but not limited to, causeways, piers, docks, concrete slabs, piles, marinas, retaining walls and buildings.
- 8. River, stream or brook. "River, stream or brook" means a channel between defined banks including the floodway and associated floodplain wetlands where the channel is created by the action of the surface water and characterized by the lack of upland vegetation or presence of aquatic vegetation and by the presence of a bed devoid of top soil containing water borne deposits on exposed soil, parent material or bedrock.

§480-C. Prohibitions

No person may perform or cause to be performed any of the following activities in, on or over any natural resource cited in this article or on land adjacent to any freshwater or coastal wetland, great pond, river, stream or brook in such a manner that the material or soil may fall or be washed into them without first obtaining a permit from the Board of Environmental

Protection:

- 2 l. Displacement of materials. Dredging, bulldozing, removing or displacing soil, vegetation or other materials;
 - Draining. Draining or otherwise dewatering;
- 6 3. Filling. Filling, including adding sand or other material to a sand dune; or
- 8 4. Constructing. Any construction or alteration of any permanent structure.
- 10 §480-D. Standards
- The Board of Environmental Protection shall grant
 a permit upon proper application and upon such terms
 as it deems necessary to fulfill the purposes of this
 article. The board shall grant a permit when it finds
 that the applicant has demonstrated that the proposed
 activity meets the following standards.
- 1. Existing uses. The activity will not unreasonably interfere with existing scenic, aesthetic, recreational or navigational uses.
- 20 2. Soil erosion. The activity will not cause unreasonable erosion of soil or sediment nor inhibit the natural transfer of soil from the terrestrial to the marine or freshwater environment.
- 24 3. Harm to habitats; fisheries. The activity
 25 will not unreasonably harm any plant, aquatic or
 26 wildlife habitat, travel corridor, freshwater,
 27 estuarine or marine fisheries or other aquatic life.
- 28 <u>4. Interfere with natural water flow. The</u>
 29 <u>activity will not unreasonably interfere with the</u>
 30 <u>natural flow of any surface or subsurface waters.</u>
- 5. Lower water quality. The activity will not unreasonably lower the quality of any surface or subsurface water.

- 1 6. Flooding. The activity will not unreasonably cause or increase the flooding of the alteration area or adjacent properties.
 - 7. Sand supply. If the activity is on or adjacent to a sand dune, it will not unreasonably interfere with the natural supply or movement of sand within or to the sand dune system.
- 8. Outstanding river segments. If the proposed activity is a crossing of any outstanding river segment as identified in section 480-P, the applicant shall demonstrate that no reasonable alternative exists which would have less adverse effect upon the natural and recreational features of the river segment.
- 9. Public access. The activity will not unreasonably affect customary public access or access rights.
- 17 §480-E. Permits; grants; denials; suspensions

- 18 The department shall process all permits under this article in accordance with chapter 2.
 - The board shall not issue a permit without notifying the municipality in which the proposed activity is to occur and considering any comments filed by the municipality within a reasonable period as established by the board.
 - If the resource subject to alteration or the underlying ground water is utilized by a water company, municipality or water district as a source of supply, the applicant for the permit shall, at the time of filing an application, forward a copy of the application to the water company, municipality or water district by certified mail and the board shall consider any comments filed within a reasonable period, as established by the board.
- When winter conditions prevent the board or municipality from evaluating a permit application, the board or municipality, upon notifying the applicant of that fact, may defer action on the application for a

2	period of deferral alter the resource area in question.
3 4	§480-F. Delegation of permit-granting authority to municipality
5 6 7 8 9 10	All permits shall be issued by the Board of Environmental Protection, subject to delegation to the commissioner as provided by law, except that a municipality may apply to the board for authority to issue such permits. The board shall grant such authority if it finds that the municipality has:
11 12	 Planning board. Established a planning board; Comprehensive plan and related land use
13	ordinances. Adopted a comprehensive plan and related
14	land use ordinances consistent with the criteria set
15	forth in Title 30, subchapter VI;
16 17 18 19 20	3. Notice. Made provision by ordinance or rule for prompt notice to the board and the public upon receipt of application and written notification to the applicant and the board of the issuance or denial of a permit stating the reasons for issuance or denial;
21	4. Application form. Provided that the
22	application form is the same as that provided by the
23	Board of Environmental Protection.
24 25 26 27 28	No permit issued by a municipality may become effective until 30 days subsequent to its receipt by the board, but if approved by the board in less than 30 days, then the effective date shall be the date of approval. A copy of the application for the permit
29	and the permit issued by the municipality shall be
30	sent to the board immediately upon its issuance by
31	registered mail. The board shall review that permit
32	and either approve, deny or modify it as the board
33	deems necessary. If the board does not act within 30
34	days of its receipt of the permit by the municipality,
35 36	this shall constitute its approval and the permit
36	shall be effective as issued, except that within this
37	30-day period the board may extend the time for its
38	review an additional 30 days.

1 §480-G. Periodic review of delegated authority

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- If the board finds that a municipality has faile to satisfy one or more of the criteria listed i section 480-F, the board shall notify the municipality accordingly and make recommendations through which it may establish compliance. The municipality may then submit a modified application for approval.
- 8 If, at any time, the board determines that municipality may be failing to exercise its permit-9 10 granting authority in accordance with its approval procedures or the purposes of this article, the board 11 shall notify the municipality of the specific alleged 12 deficiencies and shall order a public hearing to be 13 held in the municipality to solicit public or official 14 15 comment on the alleged deficiencies. Following the 16 hearing, if the board finds such deficiencies, board shall revoke the municipality's permit granting 17 authority. The municipality may reapply for authority 18 19 at any time.
- 20 §480-H. Rules; performance and use standards
- In fulfilling its responsibilities to adopt rules pursuant to section 343-A, the board shall, to the extent practicable, adopt performance and use standards for activities regulated by this article.
- 25 §480-I. Identification of freshwater wetlands and fragile mountain areas
- 27 <u>l. Identification by maps. The department shall</u>
 28 map areas meeting the definition of freshwater
 29 wetlands and fragile mountain areas set forth in this
 30 article and shall periodically review and revise the
 31 maps identifying these areas.
- 32 <u>2. Procedures. The maps and subsequent</u>
 33 amendments identifying freshwater wetlands and fragile
 34 mountain areas shall be subject to the following
 35 procedures.
 - A. Preliminary maps of the affected area or

1	amendments of a map shall be sent to the municipal
2	officers or their designees.
3	B. Upon receipt of the proposed maps, the
4	municipal officers of each municipality shall take
5	any action they deem appropriate to increase
6	public participation in this identification and
7	delineation, but shall return their comments to
8	the department within a 90-day period.
9	§480-J. Maps
10	Mans delineating the houndaries of freshwater

office of the municipality and of the regional

mountain

of this article shall be available

The Department of Environmental Protection shall

maintain, in cooperation with other state agencies, a

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in which the resources are located.

15 §480-K. Data bank

wetlands

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19	pertaining	g to al	l resou	rces (of stat	te signi	ficano	e, as
20	enumerated	l in t	his art	icle,	withir	n the S	tate.	All
21	government	al age	encies,	state	or f	ederal,	shall	make
22	available	to the	depart	ment s	such in	nformatio	on in	their
23	possession	relati	na to t	hese r	esource	2 C		

- 24 §480-L. Research
- The Department of Environmental Protection, in cooperation with other state agencies, is authorized to conduct research and studies to determine how the resource values of resources of state significance can be restored and enhanced.
- 30 §480-M. Funds
- The Department of Environmental Protection is the public agency of the State authorized to accept funds, public and private, for the purposes of this article.
- 34 §480-N. Lake Restoration and Protection Fund

- Fund purposes and administration. There is 1 nonlapsing Lake 2 established a Restoration 3 Protection Fund, from which the department may pay up to 50% of the eligible costs incurred in a lake restoration or protection project. Eligible costs include all costs except those related to land 4 5 6 acquisition, legal fees and debt service. All money credited to that fund shall be used by the department 7 8 9 for projects to improve or maintain the quality 10 lake waters in the State and for no other purpose. The Commissioner of Environmental Protection 11 authorize the State Controller to draw his warrant 12 13 such funds as may be necessary to pay the restoration 14 expenses of the lake or protection limits of the the 15 project, up to money duly 16 authorized. Any balance remaining in the fund shall continue without lapse from year to year and remain available for the purpose for which the fund is 17 18 19 established and for no other purpose.
- 20 <u>2. Money. Money in the Lake Restoration and</u> 21 <u>Protection Fund may not be used for projects in or on</u> 22 <u>lakes for which public access is not provided.</u>
- 23 §480-0. Bulkheads and retaining walls on Scarborough 24 River; permit requirements

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- Nothing in this article prohibits the rebuilding, replacement or new construction of a bulkhead, retaining wall or similar structure, provided that the applicant for a permit demonstrates to the board or municipality, as appropriate, that the following conditions are met:
- 1. Location. The bulkhead or similar structure to be constructed, rebuilt or replaced is located along some or all of the north-northeasterly property lines of land abutting the Scarborough River from the jetty to the Scarborough town landing; and
- 2. Termination. The terminus of any bulkhead or similar structure, including any wing wall, unless connected to another bulkhead or similar structure, shall terminate at least 25 feet from any abutting property.

permit issued under this section 2 bulkhead or similar structure which is not connected 3 at both ends to another bulkhead or similar structure shall be subject to only the standard conditions applicable to all permits granted under this article 5 well as the following conditions. The permit applicant or applicants shall be 7 responsible 8 reasonably maintaining the bulkhead or similar 9 structure and for repairing damage to the frontal sand 10 dune which occurs between the end of the bulkhead or similar structure and the Scarborough town landing and 11 12 which is caused by the existence of the bulkhead or 13 similar structure. The applicant or applicants shall 14 a report prepared by submit a state-certified 15 geologist to the commissioner every 2nd year following 16 issuance of the permit or until such time as commissioner deems the report need not be filed or may be filed at longer intervals. The report shall 17 18 19 describe the status of the frontal sand dune between the end of the bulkhead or similar structure and the Scarborough town landing and contain whatever 20 21 22 recommendations the geologist determines 23 reasonably required to maintain the frontal sand dune 24 in that area. The applicant or applicants shall 25 follow the recommendations. 26 Special protection for outstanding river 27 segments 28 402,

accordance with Title 12, section 29 outstanding river segments shall include: 30

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1. Aroostook River. The Aroostook River from the Canadian border to the Masardis and T.10, R.6, W.E.L.S. town line, excluding the segment in T.9, R.5, W.E.L.S., including its tributaries the Big Machias River from the Aroostook River to the Garfield Plantation town line and the St. the Ashland and Croix Stream from the Aroostook River in Masardis to the Masardis and T.9, R.5, W.E.L.S. town line;

37 38 Carrabassett River. The Carrabassett River from the Kennebec River to the Carrabassett Valley and Mt. Abram Township town line; 39

1 3. Crooked River. The Crooked River, including 2 the Songo River, from its inlet into Sebago Lake in 3 Casco to the Waterford and Albany Township town lines;

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- 4. Dennys River. The Dennys River from the railroad bridge in Dennysville Station to the outlet of Meddybemps Lake, excluding the western shore in Edmunds Township and No. 14 Plantation;
- 5. East Machias River. The East Machias River, including the Maine River, from the old powerhouse in East Machias to the East Machias and T.18, E.D., B.P.P. town line, from the T. 19, E.D., B.P.P. and Wesley town line to the outlet of Crawford Lake and from the No. 21 Plantation and Alexander town line to the outlet of Pocomoonshine Lake, excluding Hadley Lake, Lower Mud Pond and Upper Mud Pond;
- 6. Fish River. The Fish River from the bridge in Fort Kent Mills to the Fort Kent and Wallagrass Plantation town line, from the T.16, R.6, W.E.L.S. and Eagle Lake town line to the Eagle Lake and Winterville Plantation town line and from the T.14, R.6, W.E.L.S. and Portage Lake town line to the Portage Lake and T.13, R.7, W.E.L.S. town line, excluding Portage Lake;
- 7. Kennebago River. The Kennebago River from its inlet into Cupsuptic Lake to the Rangeley and Lower Cupsuptic Township town line;
- 8. Kennebec River. The Kennebec River from the Route 148 bridge in Madison to the Caratunk and The Forks Plantation town line, excluding the western shore in Concord Township, Pleasant Ridge Plantation and Carrying Place Township and excluding Wyman Lake;
- 9. Machias River. The Machias River from the Route 1 bridge to the Northfield and T.19, M.D., B.P.P. town line, including its tributaries the Old Stream from the Machias River to the northern most crossing of the Wesley and T.31, M.D., B.P.P. town line, excluding the segments in T.25, M.D., B.P.P. and T.31, M.D., B.P.P.;

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Mattawamkeag River.
                                          The Mattawamkeag River
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     from the Penobscot River
                                        to the
                                                  Mattawamkeag
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     Kingman Township town line
                                            and
                                                   from the
     Plantation and Bancroft town line to the East Branch, including its tributaries the West Branch from the Mattawamkeag River to the Haynesville and T.3, R.3,
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 6
     W.E.L.S. town line and from its inlet into Upper
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     Mattawamkeag Lake in Island Falls to the Hersey and
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     Moro Plantation town line; the East Branch from the
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     Mattawamkeag River to the Haynesville and Forkstown
     Township town line and from the T.4, R.3, W.E.L.S. and
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     Oakfield town line to the Smyrna and Dudley Township
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     town line; the Fish Stream from the West Branch of the
     Mattawamkeag River to the Crystal and Patten town line; the Molunkus Stream from the Silver Ridge
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     Township and Benedicta town line to the East Branch
     Molunkus Stream; the Macwahoc Stream from the Silver Ridge Township and Sherman town line to the outlet of
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     Macwahoc Lake; and the Baskehegan Stream from the
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     Mattawamkeag River to the Danforth and Brookton
Township town line, and from the Brookton Township and
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     Topsfield town line to the Topsfield and Kossuth
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     Township town line, excluding Baskehegan Lake
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     Crooked Brook Flowage;
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- 11. Narraguagus River. The Narraguagus River from the ice dam above the railroad bridge in 25 26 27 Cherryfield to the Beddington and Devereaux Township 28 town line, excluding Beddington Lake;
- 29 tributary the East Branch of the Penobscot from the Penobscot River to the East Millinocket and Grindstone 32 33 Township town line;
- 13. Piscataquis River. The Piscataquis River from the Penobscot River to the Monson and Blanchard 34 35 Plantation town line, including its tributaries 36 East and West Branches of the Piscataquis River from the Blanchard Plantation and Shirley town line to the 37 38 39 Shirley and Little Squaw Township town line; the 40 Seboeis Stream from its confluence with the the Howland 41 Piscataquis River in Howland to and

Mattamiscontis Township town line and from the 42

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- Mattamiscontis and Maxfield town line to the Maxfield
 and Seboeis Plantation town line, excluding Shirley
 Pond and West Shirley Bog;
- 4 14. Pleasant River. The Pleasant River from the 5 dam in Columbia Falls, formerly the Hathaway Dam, to 6 the Columbia and T.18, M.D., B.P.P. town line and from 6 the T.24, M.D., B.P.P. and Beddington town line to the 7 outlet of Pleasant River Lake in Beddington;
- 9 <u>15. Rapid River. The Rapid River from the</u> 10 <u>Magalloway Plantation and Upton town line to the</u> 11 outlet of Pond in the River;
- 12 <u>16. Saco River. The Saco River from the Little</u> 13 Ossipee River to the New Hampshire border;
- 14 17. St. Croix River. The St. Croix River from the cotton mill dam in Milltown to the Calais and 15 Baring Plantation town line, from the 16 Baring Plantation and Baileyville town 17 line 18 Baileyville and Fowler Township town line and from the 19 Lambert Lake Township and Vanceboro town line to outlet of Spednik Lake, excluding Woodland Lake 20 and 21. Grand Falls Flowage;
- 22 18. St. George River. The St. George River from
 23 the Route 90 bridge in Warren to the outlet of Lake
 24 St. George in Liberty, excluding White Oak Pond, Seven
 25 Tree Pond, Round Pond, Sennebec Pond, Trues Pond,
 26 Stevens Pond and Little Pond;
- 27 19. St. John River. The St. John River from the Hamlin Plantation and Van Buren town line to the Fort Kent and St. John Plantation town line and from the St. John Plantation and St. Francis town line to the Allagash and St. Francis town line;
- 32 <u>20. Sandy River. The Sandy River from the</u> 33 <u>Kennebec River to the Madrid and Township E town line;</u>
- 21. Sheepscot River. The Sheepscot River from the Head Tide Dam in Alna to the Halldale Road in Montville, excluding Long Pond and Sheepscot Pond, including its tributary the West Branch of the

1 2 3	Sheepscot River from its confluence with the Sheepscot River in Whitefield to the outlet of Branch Pond in China;
4 5 6	22. West Branch Pleasant River. The West Branch Pleasant River from the East Branch to the Brownville and Williamsburg Township town line; and
7 8 9	23. West Branch Union River. The West Branch Union River from the Route 181 bridge in Mariaville to the outlet of Great Pond in the Town of Great Pond.
10	§480-Q. Exemptions
11	The following are exempt from this article:
12 13 14 15	1. Water lines and utility cables. The placement of water lines to serve a single-family house or the installation of cables for utilities, such as telephone and power cables, provided that the:
16 17	A. Excavated trench for access to the water is backfilled and riprapped to prevent erosion;
18 19 20	B. Excavated trench on the landward side of the riprapped area is seeded and mulched to prevent erosion; and
21 22 23	C. Bureau of Public Lands has been contacted to obtain the right to place the cable across the area;
24 25 26 27 28 29	2. Maintenance and repair. Maintenance and minor repair of structures in fragile mountain areas, or to structures above the high water line causing no additional intrusion of an existing structure into the great pond, river, stream or brook, wetland or sand dune;
30 31 32	3. Peat mining. Alteration of a freshwater wetland for the purpose of exploring for or mining peat, subject to article 6, where applicable; and
33 34	4. Interstate pipelines. Alteration of freshwater wetlands associated with the construction,

operation, maintenance or repair of an interstate pipeline, subject to article 6, where applicable.

Notwithstanding section 480-C, a permit or a water quality certificate shall not be required from the board for areas of the State within the jurisdiction of the Maine Land Use Regulation Commission under Title 12, sections 681 to 689.

Notwithstanding section 480-C, a permit shall not be required for panning gold, provided that stream banks are not disturbed and no unlicensed discharge is created.

§480-R. Violations; enforcement

1. Violations. A violation is any activity which takes place contrary to the provisions of a valid permit issued under this article or without a permit having been issued for that activity. Each day of a violation shall be considered a separate offense. A finding that any such violation has occurred shall be prima facie evidence that the activity was performed or caused to be performed by the owner of the property where the violation occurred.

2. Enforcement. Employees of the Department of Environmental Protection, inland fisheries and wildlife game wardens, Department of Marine Resources coastal wardens and all other law enforcement officers enumerated in Title 12, section 7055, shall enforce the terms of this article.

STATEMENT OF FACT

The purpose of this bill is to create a single article in the Maine Revised Statutes consolidating and clarifying the language of those laws protecting resources of state significance that are subject to state permit requirements such as great ponds, stream alteration, coastal wetlands, sand dunes and inland wetlands and to extend similar protection to fragile mountain areas.