# MAINE STATE LEGISLATURE

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# 114th MAINE LEGISLATURE

# SECOND REGULAR SESSION - 1990

# Legislative Document

No. 2008

H.P. 1438

House of Representatives, December 20, 1989

Approved for introduction by a majority of the Legislative Council pursuant to Joint Rule 26.

Received by the Clerk of the House on December 20, 1989. Referred to the Committee on Energy and Natural Resources and 1600 ordered printed pursuant to Joint Rule 14.

EDWIN H. PERT, Clerk

Presented by Representative SIMPSON of Casco.

#### STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND NINETY

An Act to Amend the Watershed District Laws.



Be it	enacted	by	the	People	of the	he	State	of	Maine	as follows:
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38 MRSA c. 23-A is enacted to read:

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#### CHAPTER 23-A

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#### COASTAL WATERSHED DISTRICTS

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# §2021. Watershed districts authorized

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Watershed districts may be created pursuant to this section to protect, restore and maintain water quality of coastal harbors and estuaries and to manage and conserve the land and water resources of coastal watersheds within the jurisdictions of these districts. The term "participating water district," as used in this chapter, means a water district, as defined by Title 35-A, section 6101, subsection 3, included in the application provided for by section 2022.

#### \$2022. Formation

- 1. Application. The municipal officers of the municipality or municipalities, or portions of the municipality or municipalities, or the residents of unorganized territory who desire to form a watershed district shall file an application with the Board of Environmental Protection on a form or forms to be prepared by the board, setting forth the name or names of the municipality or municipalities, or portions of the municipality or municipalities, or, in the case of residents of unorganized territory, the names of those residents who propose to be included in the district and they shall furnish other data that the board determines necessary and proper. The application must contain, but not be limited to, a description of the territory of the proposed district, the names of water districts that use water from surface or ground water supplies within the territory of the proposed district, the name proposed for the district which must include the words "watershed district" and a statement showing the existence in the territory of the need for a coordinated approach to coastal watershed management as provided in this chapter.
- 2. Application by referendum. Residents of a municipality or municipalities, or portions of a municipality or municipalities, who desire to form a watershed district may petition the municipal officers to file an application for a watershed district with the Board of Environmental Protection. The petition must contain a description of the territory of the proposed district.
- 50 Upon receipt of a written petition signed by at least 10% of the number of voters voting for the gubernatorial candidates at the
- 52 <u>last statewide election in that proposed district, the municipal</u>

officers shall submit the question to the voters of the proposed district at the next general, primary or special election within the proposed district. The referendum question must read as follows:

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"Shall the municipal officers representing the proposed watershed district, consisting of (describe the territory of the proposed district), file an application for a watershed district with the Board of Environmental Protection on behalf of the residents of the proposed district?"

If the referendum question is approved by a majority of the legal voters voting at the election, provided that the total number of votes cast for and against the referendum question equals or exceeds 20% of the total number of votes cast in the proposed district in the last gubernatorial election, the municipal officers representing the residents of the proposed watershed district shall file an application for that proposed district in accordance with subsection 1.

3. Public hearing. Upon receipt of the application, the Board of Environmental Protection shall hold or cause to be held a public hearing on the application in one of the municipalities within the proposed district or, in the case of an application made solely by residents of unorganized territory, at some convenient place within the boundaries of the proposed district.

4. Approval of application. After the public hearing on the evidence received at the hearing, the Board of Environmental Protection shall make findings of fact and conclusions and determine of record whether or not the conditions requisite for the creation of a watershed district exist in the territory described in the application. If the board finds that these conditions exist, it shall issue an order approving the proposed district as conforming to the requirements of this chapter and designating the name of the proposed district. The board shall notify participating water districts, the municipal officers within the municipality or municipalities involved and the persons signing the application provided in subsection 1 and the commissioners of the county in which the unorganized territory is located of a date, time and place of a meeting of the municipal officers of the municipality or municipalities involved and, when unorganized territory is involved, a joint meeting of all the persons signing the application mentioned in subsection 1 and the commissioners of the county in which the unorganized territory is located. The notice must be in writing and sent by registered or certified mail, return receipt requested, to the addresses shown on the application provided in subsection 1 and, in the case of county commissioners, to the addresses of those commissioners obtained from the county clerk. A return receipt properly endorsed is evidence of the receipt of notice. The notice must be mailed at least 10 days prior to the date set for the meeting.

5. Denial of application. If the Board of Environmental Protection, after that public hearing, determines that the creation of a watershed district in the territory described in the application is not warranted for any reason, it shall make findings of fact and conclusions and enter an order denying its approval. The board shall give notice of that denial by mailing certified copies of the decision and order to participating water districts, the municipal officers of the municipality or municipalities involved and, when unorganized territory is involved, to the persons signing the application provided in subsection 1 and the commissioners of the county in which the unorganized territory is located. An application for the creation of a watershed district, consisting of exactly the same territory, may not be entertained within one year after the date of the issuance of an order denying approval of the formation of that watershed district, but this provision does not preclude action on an application for the creation of a watershed district embracing all or part of the territory described in the original application, provided that another municipality or fewer municipalities, or other or fewer sections of that municipality or municipalities, are involved or that a different area of unorganized territory is involved or, in the case of an application made solely by residents of unorganized territory, that an allegation of change in circumstances from those existing on the date of the previous application is furnished to the board with the resubmitted application.

6. Joint meeting. The persons, other than participating

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water districts, to whom the notice provided in subsection 3 is directed shall meet at the time and place appointed. When more 32 than one municipality or unorganized territory is involved, the persons shall elect a chair and a secretary. Unless at the time 34 the meeting is convened at least 1/2 of the total number of municipal officers eligible to attend and participate at the 36 meeting is present and, when the proposed district includes or is composed solely of unorganized territory, at least 2/3 of the 38 persons signing the application provided in subsection 1 and at least 2 commissioners of the county in which the unorganized 40 territory is located are present, no action may be taken at the meeting other than to report to the Board of Environmental 42 Protection that a quorum was not present and to request that the board issue a new notice for another meeting. The purpose of the 44 meeting is to determine a fair and equitable number of trustees, subject to section 2024, to be elected by and represent each 46 participating municipality or, in the case of unorganized territory, the residents of that territory within the bounds of 48 the proposed district. When a decision has been reached on the

number of trustees and the number to represent each municipality

or the residents of the unorganized territory within the bounds of the proposed district, subject to the limitations provided,

this decision must be put in writing by the secretary and must be

approved by a 2/3 vote of those present. When 2 or more municipalities or unorganized territory is involved, a record of the vote and the record of the meeting must be signed by the chair and attested by the secretary and filed with the board. When a single municipality is involved, a copy of the vote of the municipal officers duly attested by the clerk of the municipality must be filed with the board.

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- 7. Water district representation. The trustees of each participating water district shall annually appoint one water district official or staff person to serve as a trustee of the watershed district for a one-year term.
- 14 8. Submission. When the record of the municipality or the record of the joint meeting, when municipalities or unorganized 16 territory is involved, has been received by the Board of Environmental Protection and found by it to be in order, the 18 board shall order the question of the formation of the proposed watershed district and other related questions to be submitted to 20 the legal voters residing within that portion of the municipality, municipalities or unorganized territory that falls within the proposed watershed district. The order must be 22 directed to the municipal officers of the municipality or 24 municipalities that propose to form the watershed district and, when the proposed watershed district includes or is composed 26 solely of unorganized territory, to the commissioners of the county in which the unorganized territory is located, directing 28 them to call town meetings, city elections or a meeting of the residents of the unorganized territory within the bounds of the 30 proposed watershed district to vote in favor of or in opposition to each of the following articles or questions, as they may apply, in substantially the following form: 32
  - A. To see if the town (or city) of (name of town or city) will vote to incorporate as a watershed district to be called (name) Watershed District;
  - B. To see if the residents of the following described section of the town (or city) of (name of town or city) will vote to incorporate as a watershed district to be called (name) Watershed District: (legal description of the bounds of section to be included);
  - C. To see if the residents of the (following described section of) (name of town or city) (unorganized territory) will vote to join with the residents of the (following described section of) (name of town or city) (unorganized territory) to incorporate as a watershed district to be called (name) Watershed District: (legal description of the bounds of the proposed watershed district, except where the district is to be composed of entire municipalities);

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- D. To see if the inhabitants of the following described section of that unorganized territory known as Township (number), Range (number) will vote to incorporate as a watershed district to be called (name) Watershed District: (legal description of the bounds of the proposed watershed district);
  - E. To see if the residents of (the above described section of) (name of town or city) will vote to approve the total number of trustees and the allocation of representation among the municipalities (and included section of unorganized territory) on the board of trustees as determined by the municipal officers (and the persons representing the included area of unorganized territory) and listed as follows:

Total number of trustees shall be (number) and the residents

of (the above described section of) (town or city) shall be
entitled to (number) trustees (and the residents of the

above described section of unorganized territory shall be
entitled to (number) trustees); and

F. To choose (number) trustees to represent the residents of (the above described section) of (town or city) (unorganized territory) on the board of trustees of the (name) Watershed District.

At any town meeting, city election or election by the residents of the proposed watershed district, trustees shall be chosen to represent the municipality or the unorganized territory within the proposed watershed district in the manner provided in section 2025.

#### §2023. Approval and organization

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When the residents of the municipality or each municipality, when more than one is involved, or the unorganized territory within the proposed watershed district have voted upon the formation of a proposed watershed district and all of the other questions submitted therewith, the clerk of each municipality and, when the proposed district includes unorganized territory, the county clerk shall make a return to the Board of Environmental Protection in the form the board determines. If the board finds from the returns that a majority of the residents within each of the municipalities involved and, when the proposed district includes unorganized territory, that a majority of the residents of the unorganized territory within the proposed watershed district, voting on each of the articles and questions submitted to them, have voted in the affirmative and have elected the necessary trustees and the names of those elected to represent each municipality, or the residents of the unorganized territory within the proposed watershed district, that each

participating water district has appointed a trustee as provided by section 2022, subsection 7, and that all other steps in the formation of the proposed watershed district are in order and in conformity with law, the board shall make a finding to that effect and record the finding in its records. The board shall issue, immediately after making its findings, a certificate of organization in the name of the watershed district in the form the board determines. The original certificate must be delivered to the trustees on the day that they are directed to organize and a copy of the certificate duly attested by the Commissioner of Environmental Protection must be filed and recorded in the Office of the Secretary of State. The issuance of that certificate by the board is conclusive evidence of the lawful organization of the watershed district. The watershed district is not operative until the date set by the board under section 2026.

#### §2024. Trustees

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1. Authorization. A board of trustees manages all the affairs of a watershed district. The board must consist of not less than 3 trustees, or not less than 5 trustees in watershed districts involving more than one municipality or one or more municipalities and residents of an unorganized territory. In addition, the board shall consist of one trustee representing each participating water district. Trustees, other than those representing participating water districts, are elected as provided in this chapter. The exact number of trustees is determined as provided in section 2022. A watershed district may alter the number of trustees by submitting the proposed alteration to the voters in the same manner as provided in section 2022, subsection 8. A municipality or unorganized territory within any watershed district may not have less than one trustee. A quorum of the trustees may conduct the affairs of the district even if there is a vacancy on the board of trustees.

2. Recall. Trustees may be recalled under the following provisions.

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A. The qualified electors of the watershed district may petition for the recall of any trustee after the first year of the term for which the trustee is elected by filing a petition with the municipal clerk, or the county commissioners in unorganized territory, demanding the recall of the trustee. A trustee may be subject to recall for misfeasance, malfeasance or nonfeasance in office. The petition must be signed by electors of the political subdivision that the trustee represents equal to at least 25% of the vote cast for the office of Governor at the last gubernatorial election within the political subdivision of the trustee being recalled. The recall petition must state the reason for which removal is sought.

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B. Within 3 days after the petition is offered for filing, the official with whom the petition is left shall determine by careful examination whether the petition is sufficient and state that determination in a certificate attached to the petition. If the petition is found to be insufficient, the certificate must state the particulars creating the insufficiency. The petition may be amended to correct any insufficiency within 5 days following the affixing of the original certificate. Within 2 days after the offering of the amended petition for filing, it must again be carefully examined to determine sufficiency and a certificate stating the findings must be attached. Immediately upon finding an original or amended petition sufficient, the official shall file the petition and call a special election to be held not less than 40 days nor more than 45 days from the filing date. The official shall notify the trustee, against whom the recall petition is filed, of the special election.

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C. The trustee against whom the recall petition is filed must be a candidate at the special election without nomination, unless the trustee resigns within 10 days after the original filing of the petition. A primary may not be held. Candidates for the office may be nominated under the usual procedure of nomination for a primary election by filing nomination papers, not later than 5 p.m., 4 weeks preceding the election and have their names placed on the ballot at the special election.

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- D. The trustee against whom a recall petition has been filed shall continue to perform the duties of office until the result of the special election is officially declared. The person receiving the highest number of votes at the special election must be declared elected for the remainder of the term. If the incumbent receives the highest number of votes, the incumbent shall continue in office. If another receives the highest number of votes, that person shall succeed the incumbent, if qualified, within 10 days after receiving notification.
- E. After one recall petition and special election, no further recall petition may be filed against the same trustee during the term for which the trustee was elected.

### §2025. Election of trustees

Except for trustees representing participating water districts, whose selection is governed by section 2022, subsection 7, trustees are nominated and elected in the same manner as municipal officers under Title 30-A, or in accordance with a municipal charter, whichever is applicable; or, in the case of unorganized territory, in accordance with the procedure for the organization of larger townships set forth in Title 30-A,

section 7001. Upon receipt of the names of all the trustees, the Board of Environmental Protection shall set a time, place and date for the first meeting of the trustees to determine the length of their terms. At least 10 days prior to the date set for the meeting, notice of the meeting must be given to the trustees by certified or registered mail, return receipt requested. Except for trustees representing water districts whose terms are set by section 2022, subsection 7, the terms are determined by lot in accordance with the following table:

#### TERM

	W-L-7	number
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ars         3 years           2         2
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The trustees shall enter on their records their determination. The trustees shall serve their terms as determined at the organizational meeting, except that, in the case of trustees representing a municipality, those trustees shall serve an additional period until the next regular election of the municipality and, after that, those trustees' terms of office date from the time of each regular municipal election; and except that, in the case of trustees representing residents of unorganized territory, those trustees shall serve until an election to fill the vacancies caused by the expiration of their terms is called by the county commissioners. The commissioners shall call the election in the same manner provided for the initial election of trustees and hold, or cause to be held, that election on a date closely following the date upon which the terms expire.

The commissioners shall elect from their own members a chair, a vice-chair, a treasurer and a clerk, adopt a corporate seal and choose, employ and fix the compensation of other necessary officers and agents who serve at the commissioners' pleasure. Before the election of the officers, each trustee must be sworn to the faithful performance of the trustee's duties.

At the first organizational meeting, the trustees shall determine the percentage of the watershed district's operating budget to which each participating water district contributes. Any contributions paid by a participating water district must be recovered, with carrying costs, in the district's next rate case. The agreed upon contribution of a participating water district may not be changed during the fiscal year unless the participating water district approves the change. The percentage contribution of a participating water district may be reviewed and changed by the trustees at the end of the fiscal year.

The trustees may from time to time adopt, establish and amend bylaws consistent with the laws of the State and necessary for their own convenience and the proper management of the affairs of the district and perform any other acts within the powers delegated to them by law.

After the original organizational meeting, the trustees shall meet annually at a time determined by their bylaws to elect from among the members a chair, vice-chair, treasurer and clerk to serve until the next annual election and until their successors are elected and qualified. The treasurer shall furnish bond in a sum and with any sureties the trustees approve. The cost of the bond is paid by the district. The chair, vice-chair, treasurer and clerk may receive compensation for serving in these capacities as the trustees determine. This compensation is in addition to the compensation payable to them as trustees. The trustees shall make and publish an annual report that includes a report of the treasurer.

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At the expiration of a term, the vacancy is filled for a term of 3 years and the trustees shall notify the municipal officers of the municipalities within the watershed district before the annual town meeting or before the regular city election if a city falls within the watershed district; or, in the case of unorganized territory, the trustees shall notify the commissioners of the county in which the unorganized territory encompassed by the watershed district is located of the fact that a vacancy is to occur so that the municipal officers in these municipalities or the county commissioners may provide for the election of a trustee to fill that vacancy. All trustees shall serve until their successors are elected and qualified. The trustees are entitled to receive compensation recommended by them and approved by majority vote of the municipal officers in municipalities representing a majority of the population within the district, including compensation for any duties they perform as officers as well as for their duties as trustees. Certification of compensation must be recorded with the Secretary of State and in the bylaws. Their compensation for duties as trustees must be based on the amount specified in the bylaws, each meeting actually attended and reimbursement for travel and expenses, with the total not to exceed the amount specified in

the	bylaws.	Compens	ation	schedules	in	effect	on	January	1,	1988
	effectiv									

4	When a vacancy on the board of trustees occurs by reason of
	death, resignation or otherwise, the municipal officers of the
6	municipality that the trustee represented shall fill the vacancy
•	by electing a trustee from the municipality to serve until the
8	municipality fills the vacancy at its next annual town meeting or
	next regular city election. When there is a vacancy in the office
10	of a trustee representing unorganized territory, the
•	commissioners of the county in which the unorganized territory is
12	located shall fill the vacancy by electing a trustee from the
	unorganized territory and resident within the boundaries of the
14	watershed district until the next election of trustees is held.
	The person chosen shall serve until a successor is elected and
1.6	qualified. If any member of the board of trustees moves from the
	municipality represented, or, in the case of a trustee
L8	representing unorganized territory, if that trustee moves outside
	the boundaries of the watershed district, the board of trustees
20	shall declare the existence of a vacancy and the municipal
	officers or the county commissioners shall choose another trustee
2.2	as provided.

Except as otherwise provided, a member of the board of trustees may not be employed for compensation or in any other capacity by the watershed district of which the member is a trustee, except as otherwise provided.

## §2026. Operational date of watershed districts

The watershed district becomes operative on the date set by
the Board of Environmental Protection as provided in section 2025.

#### \$2027. Powers

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A watershed district has the following powers.

- 1. General. Any district organized under this chapter may sue and be sued; make contracts; accept gifts; purchase, lease, devise or otherwise acquire, hold or dispose of real or personal property; disburse money; contract debt; adopt rules; and do other acts necessary to carry out the purposes of the district.
- 2. Security required. The district may require that a contracting party give adequate security to ensure performance of the contract and to pay all damages that may arise from inadequate performance.

# 3. Responsibilities. The district is responsible for:

A. Initiating and coordinating research and surveys to gather data on coastal harbors and estuaries, related

2	district;
4	B. Planning coastal restoration projects;
6	C. Contacting and attempting to secure the cooperation of municipal officials and state agencies to enact and enforce
8	ordinances and regulations necessary to further the purposes of the district;
10	D. Adopting and implementing coastal protection, management
12	and restoration plans; and
14	E. Adopting and implementing plans and programs to facilitate coordination of water level management and
16	surface water use on coastal harbors and estuaries within the territory of the district.
18	4. Limits on jurisdiction. The limits on jurisdiction are
20	as follows.
22	A. The district has no authority to set a water level regime for a body of water impounded by a dam that is
24	exempt, under section 840, subsection 1, from the authority of the Board of Environmental Protection to set water level
26	regimes.
28	B. The district's authority to set a water level regime for any water body within its boundaries and over any dams
30	within its boundaries is subordinate to the authority of the Department of Environmental Protection under chapter 5,
32	subchapter I, article 1, subarticle 1-B and article 3-A.
34	§2028. Budget meeting
36	Before June 1st of each year, the trustees of a watershed district shall call a district budget meeting to approve the
38	operating budget, reserve fund for a capital outlay purpose or capital outlay appropriations in the following manner.
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42	1. Call and notice. Each district budget meeting must be called by a warrant signed by a majority of the trustees. The warrant must specify the time and place of the meeting and set
44	forth the proposed budget and any other items of business. The warrant must be directed to any resident of the district, by
46	name, ordering that resident to notify all voters within the district to assemble at the time and place appointed. An
48	attested copy of the warrant must be posted by the person to whom it is directed in some conspicuous place in each of the
	municipalities within the district at least 7 days before the

meeting. The person who gives notice of the meeting shall make a

return on the warrant, stating the manner of notice in each municipality and the time it was given.

- 2. Voting list. The trustees shall appoint a resident of the district to serve as registration clerk. The clerk must make and keep a voting list of all residents in the district eligible to vote. The registration clerk shall compile the district voting list from the voting lists of all municipalities within the district. At least 14 days before any budget meeting, the registration clerk shall update that voting list by comparing the list with those voting lists found in the municipalities within the district and by making additions and deletions as necessary. No additions or deletions may be made within the 14-day period prior to the meeting.
- 3. Quorum: meeting rules. Each person whose name appears on the district voting list may attend and vote at a district budget meeting. Twenty-five registered voters constitute a quorum. When a quorum of voters is present, the chair of the trustees shall open the meeting by calling for the election of a moderator, receiving and counting votes for moderator and swearing in the moderator. As soon as a moderator has been elected and sworn, the moderator shall preside at the meeting. The secretary of the district shall record accurately all votes of the meeting.
- 4. Budget approval. The trustees shall thoroughly explain the proposed budget and the voters of the district must be given 28 an opportunity to be heard. At the district budget meeting, only 30 those items dealing with the expenses necessary to operate the district, appropriations for a reserve fund and capital outlay are subject to change by the voters. The initial budget 32 submitted by the trustees of the watershed district following the 34 district's formation and organization must be approved by the voters at the district budget meeting. If the initial budget is not approved by July 1st, the trustees shall make as many 36 revisions and conduct as many meetings as necessary to secure 38 budget approval by the voters. If a budget for the operation of the district is not approved prior to July 1st in any following 40 year, the previous fiscal year's budget is automatically considered the approved budget for that fiscal year. 42

#### §2029. Exemption

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The property, both real and personal, rights and franchises of any watershed district formed under this chapter and held within the boundaries of the district is forever exempt from taxation.

#### \$2030. Assessments

Assessments must be made as follows.

2	1. Method. Following adoption of the district budget, the
	trustees shall issue their warrants, in substantially the same
4	form as the warrant of the Treasurer of State, for taxes to each
	participating municipality requiring it to pay its proportionate
6	part of the district budget. Each municipality's proportionate
	part of the budget is based upon its percentage of shoreline
8	frontage on the coastal harbors and estuaries within the
	district's territory, or an alternative method unanimously agreed
10	upon by all the municipalities.
12	2. Fiscal year; payments. The fiscal year of the district
	is July 1st to June 30th. In the fiscal year in which the
14	assessment is levied, the treasurer of each municipality shall
	pay the amount of the assessment in 3 equal installments to the

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3. Water utility benefiting. Any water utility benefiting from the services of this district has the right to contribute funds to the district as a utility operating expense.

treasurer of the district. Installments shall be paid by August

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### §2031. Liability

1st, December 1st and March 31st.

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Any watershed district formed under this chapter is a governmental entity for the purposes of Title 14, chapter 741.

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#### STATEMENT OF FACT

This bill allows coastal harbors and estuaries to form or be part of watershed districts. The bill's language is adopted from existing laws governing lake watershed districts.