



# **119th MAINE LEGISLATURE**

# **FIRST REGULAR SESSION-1999**

Legislative Document

No. 2246

S.P. 846

In Senate, May 27, 1999

An Act to Amend the Nutrient Management Laws.

## (EMERGENCY)

Reported by Senator NUTTING of Androscoggin for the Joint Standing Committee on Agriculture, Conservation and Forestry pursuant to Public Law 1997, chapter 642, section 8, subsection 3 and ordered printed pursuant to Joint Rule 401.

Hour

JOY J. O'BRIEN Secretary of the Senate

**Emergency preamble. Whereas,** Acts of the Legislature do not 2 become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, the nutrient management laws need to be amended prior to full implementation of those laws; and

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Whereas, implementation is important to the agriculture community and the waters of this State; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

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

Sec. 1. 7 MRSA §4201, sub-§6, as enacted by PL 1997, c. 642, 20 §2, is amended to read:

6. Regulated residual. "Regulated residual" means a residual regulated by the Department of Environmental Protection
 pursuant to Title 38, chapter 13 that is used primarily for its nitrogen and phosphorous value as determined by the Department of
 Agriculture, Food and Rural Resources. "Regulated residual" does not include wood ash or compost.

Sec. 2. 7 MRSA §4202, sub-§§2 and 3, as enacted by PL 1997, c. 30 642, §2, are amended to read:

 Certification of persons to prepare nutrient management plans. The commissioner shall develop a program to train and certify persons in the preparation of nutrient management plans. The commissioner may establish minimum educational requirements for persons eligible for certification. <u>The commissioner may</u> revoke a certification in accordance with section 4210.

3. Livestock operations permits. The commissioner shall
 40 issue livestock operations permits in accordance with section
 4205. The commissioner may revoke a livestock operations permit
 42 in accordance with section 4211.

44 Sec. 3. 7 MRSA §4203, sub-§1, ¶B, as enacted by PL 1997, c. 642, §2, is amended to read:

в. aggrieved party within When an 30 days of the commissioner's 48 decision appeals а decision of the commissioner regarding a <u>livestock operations</u> permit 50 required under section 4205, a request for a variance under

section 4204, subsection 8 or a certification under section 4210, the board shall hold a hearing in accordance with 2 Title 5, chapter 375, subchapter IV. The board may affirm, amend or reverse a permit or certification decision made by 4 the commissioner. The board's decision is a final agency action.

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Sec. 4. 7 MRSA §§4204 and 4205, as enacted by PL 1997, c. 642, §2, are amended to read:

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#### §4204. Nutrient management plan

12 Nutrient management plan required. Except-as-provided 1. 14 in-subsection-4,-beginning-on-December-1,-1998,-a A person who owns or operates a farm that meets the criteria established in 16 subsection 2 shall have a nutrient management plan for that farm and shall implement the provisions in that plan by the dates 18 specified for that category of farm in subsection 4, 5, 6 or 7. The nutrient management plan must be prepared by a person certified in accordance with section 4202, subsection 2 and must 20 address the storage and utilization of all farm nutrients generated on or transported to the farm. A nutrient management 22 plan developed by a farm owner or operator is deemed to have been prepared by a certified nutrient management specialist if a 24 certified nutrient management specialist reviews the plan for 26 compliance with this chapter, signs the plan and notifies the department in accordance with subsection 3. For livestock farms, the nutrient management plan must address storage and utilization 28 of farm nutrients for the entire farm operation including leased or rented land. For crop farms, the plan must address storage 30 and utilization of farm nutrients on land on which manure is The plan must establish minimum distances 32 utilized or stored. between manure storage, stacking and spreading areas and property lines and surface water based on site-specific factors. The plan 34 must provide for manure storage for a minimum of 180 days. A copy of a nutrient management plan required under this section 36 must be available to the commissioner or the commissioner's designee upon request. A nutrient management plan must include 38 the following:

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- A. Provisions for soil erosion control:
- 42 в. Minimum distances between manure storage, stacking and spreading areas and property lines and surface waters; 44
- 46 Results of soil tests for land designated in the plan с. for manure spreading or manure irrigation;
  - - D. Results of manure tests;
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E. Statement of yield goals for land receiving farm
 2 nutrients; and

- 4 F. Additional information established through rulemaking.
- 6G. Site-specific dates recommended for the spreading of<br/>manure and spraying or irrigation of liquid manure. In<br/>compliance with section 4207, the plan may not recommend<br/>spreading between December 1st of a calendar year and March1015th of the following calendar year; and
- 12 H. A recommended timetable for implementing the plan.

14 2. Farms requiring a nutrient management plan. A farm that meets one or more of the following criteria is required to have a nutrient management plan:

18 A. A farm that confines and feeds 50 or more animal units at any one time;

B. A farm that utilizes more than 100 tons of manure per 22 year not generated on that farm;

- 24 C. A farm that,-after-December-1,-1998, is the subject of a verified complaint of improper manure handling; or
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D. A farm that stores or utilizes regulated residuals.

Responsibility of person preparing nutrient management 3. Upon completion of a nutrient management plan, a person 30 plans. certified to prepare nutrient management plans in accordance with 32 this chapter shall notify the department. The notification must include the name and address of the owner or operator of the farm and the location of the farm for which the plan was prepared. A 34 person preparing a nutrient management plan required by this 36 chapter shall adhere to rules adopted in accordance with this chapter pertaining to the preparation and requirements of the plan. 38

Compliance date for farms operational on March 31, 40 4. 1998. Notwithstanding-the-provisions-of--subsections-l-to--3, 42 Except for a farm requiring a livestock operations permit under section 4205, an owner or operator of a farm that is was operational on the-effective-date-of-this-chapter March 31, 1998 44 and meets the criteria established in subsection 2, paragraph A, 46 or B er-D-is-net-required-te shall have a nutrient management plan prepared for that farm until no later than January 1, 2001. A-nutriont--management-plan--must-be--prepared-in-accordance-with 48 this--chapter-no--later--than--January--1,--2001,---The Except as 50 provided in subsection 8, the plan must be implemented no later than October 1, 2005 2007.

2	5. Compliance date for farms that were operational on March
	31, 1998 that store or use regulated residuals. An owner or
4	<u>operator of a farm that is required to have a nutrient</u> management plan under subsection 2, paragraph D and that was
6	operational on March 31, 1998 shall have that plan prepared by
0	January 1, 2000. Except as provided in subsection 8, the plan
8	must be implemented no later than January 1, 2000.
10	6 (ampliance John For Forme benering exemptions) often
10	6. Compliance date for farms becoming operational after March 31, 1998. An owner or operator of a farm that is required
12	to have a nutrient management plan under subsection 2 and that
	was not operational on March 31, 1998 shall have a nutrient
14	management plan prepared before the farm becomes operational.
	Except as provided in subsection 8, the plan must be implemented
16	at the time the farm becomes operational.
18	7. Compliance date for farms subject of verified complaint.
2.0	When a farm is required to have a nutrient management plan under
20	subsection 2, paragraph C, the commissioner shall establish a date by which the plan must be developed and a date for
22	implementation of the plan.
24	8. Variances. The commissioner may grant a variance from
	the implementation date in subsection 4, 5 or 6 when the
26	commissioner finds that implementation of the plan would cause
	undue hardship. A person requesting a variance shall submit a
28	request in writing to the commissioner at least 90 days prior to
20	the applicable implementation date. The commissioner shall
30	establish by rule criteria and a process for granting a variance. Factors considered must include protection of groundwater and
32	surface water, cost of implementing the plan and availability of
02	financial assistance to implement the plan. Rules adopted
34	pursuant to this subsection are routine technical rules as
	defined in Title 5, chapter 375, subchapter II-A.
36	Notwithstanding the provisions of this subsection, a variance may
	not extend an implementation date beyond December 31, 2008. A
38	person denied a variance by the commissioner may appeal that
40	decision to the board.
40	§4205. Livestock operations permit
42	34203. hivescock operations permit
	1. Operations requiring a livestock operations permit.
44	Beginning on May-1,-1999 January 1, 2000, a permit issued by the
	commissioner pursuant to subsection 2 is required for an animal
46	feeding operation that meets one or more of the following
	criteria:
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50	A. The operation is a concentrated animal feeding operation
50	as defined by rules adopted pursuant to this section;

B. The operation confines and feeds 300 or more animal units and prior to April 15, 1998 the operation did not confine and feed 300 or more animal units; or

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C. Proposes an expansion beyond the operation's manure storage capacity or land base used for spreading.

Criteria for issuing permits; rulemaking. An applicant 8 2. for a permit required under this section must submit to the nutrient management plan that meets the 10 commissioner а requirements established pursuant to section 4204. A nutrient management plan submitted in accordance with this subsection is 12 confidential and is not a public record as defined in Title 1, Prior to issuing a permit, the section 402, subsection 3. 14 commissioner or a designee of the commissioner shall inspect the operation and determine that the operation is in compliance with 16 the nutrient management plan. The commissioner may issue a provisional permit in accordance with subsection 3. 18 The commissioner shall adopt rules in accordance with Title 5, chapter 375 to establish a process for application review and 20 issuing permits required under this section. The rules may 22 establish permit application fees, inspection requirements and procedures for review by the board of permitting decisions. Rules initially adopted pursuant to this section are major 24 substantive rules as defined in Title 5, chapter 375, subchapter II-A. After July 1, 1999, rules adopted pursuant to this section 26 are routine technical rules as defined in Title 5, chapter 375, 28 subchapter II-A.

3. Provisional permit. The commissioner may issue a 30 provisional permit to an operation that is not in compliance with the farm's nutrient management plan at the time of inspection. 32 In issuing a provisional permit, the commissioner shall consider 34 existing nutrient management practices on the farm, the protection of groundwater and surface water, the cost of 36 implementing the plan and the availability of financial assistance to implement the plan. A provisional permit must state 38 the date by which the farm must be in compliance with the plan and may not be issued for a period of more than one year. Upon 40 inspection and determination of compliance, the commissioner shall issue a permit in accordance with subsection 3 and the 42 provisional permit expires. The commissioner shall adopt rules in accordance with Title 5, chapter 375 to establish a process for 44 application review and issuing of provisional permits. Rules adopted in accordance with this subsection are routine technical 46 rules as defined in Title 5, chapter 375, subchapter II-A.

48 Sec. 5. 7 MRSA §4206, as enacted by PL 1997, c. 642, §2, is repealed.

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Sec. 6. 7 MRSA §4209, as enacted by PL 1997, c. 642, §2, is amended to read:

### 4 §4209. Penalties

 Failure to develop a nutrient management plan in accordance with section 4204 or to obtain a manure--management livestock
 <u>operations</u> permit in accordance with section 4205 constitutes a civil violation for which a forfeiture of up to \$1,000 plus up to
 \$250 per day for every day that the violation continues may be adjudged.

12 Failure to implement a nutrient management plan according to 14 the requirements of section 4204 and the rules adopted pursuant 16 to that section constitutes a civil violation for which a 16 forfeiture of up to \$1900 \$1,000 with an additional penalty of up 18 to \$250 per day for every day that the violation continues may be 18 adjudged. Prior to development of a plan, a person is not 19 subject to a penalty for failure to implement a nutrient 20 management plan.

- Failure to comply with the conditions set forth in a livestock operations permit or a variance constitutes a civil violation for which a forfeiture of up to \$1000 with an additional penalty of up to \$250 per day for every day that the violation continues may be adjudged.
- 28 Winter spreading of manure in violation of section 4207 constitutes a civil violation for which a forfeiture of up to 30 \$1000 \$1,000 per day for every day that spreading occurs may be adjudged.
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Sec. 7. 7 MRSA §§4210 to 4213 are enacted to read:

#### §4210. Revocation of certification

If the commissioner finds that a person certified to prepare nutrient management plans has failed to comply with section 4204, subsection 3, the commissioner may revoke that person's certification in accordance with this section.

1. Notice. The commissioner shall give written notice of a revocation immediately following a decision to revoke. A notice
 of revocation must state the reason the certification is being revoked and the effective date of the revocation and must inform
 the person of the hearing provisions under subsection 2 and the appeals process before the board.

~	2. Hearing. A person receiving a notice of revocation
2	under subsection 1 may request a hearing on that revocation. A
	request for a hearing must be in writing and must be made no
4	later than 30 days after receipt of the revocation notice
	required under subsection 1. The commissioner shall notify the
б	person of the date and location of the hearing.
8	A person may present evidence at a hearing that might justify
	reinstatement of the certification.
10	2. Desistance manual. Desistance of the completioner much
10	3. Decisions: appeal. Decisions of the commissioner must
12	be in writing. The commissioner may reinstate the certification
	if the commissioner finds that the person has complied with
14	section 4204, subsection 3. A person whose certification is
	revoked by the commissioner may appeal that decision to the board.
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	§4211. Revocation of livestock operations permit
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• •	If the commissioner finds that a person issued a livestock
20	operations permit has failed to comply with the provisions of
	that permit, the commissioner may revoke that person's permit.
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	1. Notice. The commissioner shall give written notice of a
24	revocation immediately following a decision to revoke. A notice
	of revocation must state the reason the permit is being revoked
26	and the effective date of the revocation and must inform the
	person of the hearing provisions under subsection 2 and the
28	appeals process before the board.
30	2. Hearing. A person receiving a notice of revocation
	under subsection 1 may request a hearing on that revocation. A
32	request for a hearing must be in writing and must be made not
	later than 30 days after receipt of the revocation notice
34	required under subsection 1. The commissioner shall notify the
	person of the date and location of the hearing.
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	A person may present evidence at a hearing that might justify
38	reinstatement of the permit.
40	3. Decisions: appeal. Decisions of the commissioner must
10	be in writing. A person whose permit is revoked by the
42	commissioner may appeal that decision to the board.
1 44	commissioner may appear ende decision to the board.
44	<u>§4212. Moratorium on swine feeding operation</u>
11	JADIAS MOLOCOLIUM ON SWIME ACCOUNT OPERALION
46	Notwithstanding section 4205, a person may not construct or
TU	operate a new swine feeding operation that confines and feeds 500
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48	or more swine. For the purposes of this section, "new swine
50	feeding operation that confines and feeds 500 or more swine"
50	means a lot or facility where 500 or more swine are confined and

fed that was not operating as a swine feeding operation on March 1, 1998. This section is repealed October 1, 2001.

#### 4 <u>§4213. Annual report; Department of Agriculture, Food and Rural</u> <u>Resources</u>

- The commissioner shall report to the joint standing 8 committee having jurisdiction over agricultural matters no later than February 15th of each year on the implementation of this 10 chapter. The report must include the number of people certified to prepare nutrient management plans, a summary of the notifications received for nutrient management plans, the number 12 of applications for livestock operations permits and the number of permits issued, availability of financing or financial assistance for animal waste storage facilities and barriers to 14 implementation of this chapter. The report must also include a 16 summary of permitting activity for animal feeding operations in this State under the National Pollutant Discharge Elimination 18 System.
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Sec. 8. 12 MRSA §685-A, sub-§5, as amended by PL 1997, c. 642, 22 §3, is further amended to read:

Considerations, application and exemptions. A land use 24 5. standard may not deprive an owner or lessee or subsequent owner or lessee of any interest in real estate of the use to which it 26 is lawfully devoted at the time of adoption of that standard. 28 Year-round and seasonal single residences and operating farms in existence and use as of September 23, 1971, while so used, and 30 new accessory buildings or structures or renovations of the buildings or structures that are or may be necessary to the 32 satisfactory and comfortable continuation of these residential and farm uses are exempt from the requirements of section 685-B, subsection 1. 34

36 Land use standards adopted pursuant to this chapter for management districts may not limit the right, method or manner of 38 cutting or removing timber or crops, the construction and maintenance of hauling roads, the operation of machinery or the 40 erection of buildings and other structures used primarily for agricultural or commercial forest product purposes, including tree farms. Notwithstanding this subsection, a permit from the 42 commission is required for roads covering a ground area of 3 acres or more constructed in management districts, unless those 44 roads are constructed and maintained in accordance with the 46 guidelines of the commission's Land Use Handbook, Section 6, "Erosion Control on Logging Jobs," or as revised. The commission may require a person constructing a road to notify the commission 48 of the location of the road within 21 days. Netwithstanding-this 50 subsection,--the-commission--may--adopt--rules--in-accordance--with

Title--7,--section-4206--to--regulate--large--concentrated--animal 2 feeding-operations.

4 Land use standards adopted pursuant to this chapter must establish a minimum setback of 100 feet for all structures within
6 a commercial sporting camp complex that are constructed solely for the housing of guests, including structures within a main
8 sporting camp complex and an outpost camp. The standards must establish a minimum setback of 150 feet for all other structures
10 within a sporting camp complex, including, but not limited to, a main lodge, a dining area, a workshop and a parking area.

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In adopting district boundaries and land use standards, the commission shall give consideration to public and private planning reports and other data available to it, and shall give weight to existing uses of land and to any reasonable plan of its owner as to its future use.

A permit from the commission is not required for the repair or 20 maintenance of county-owned roads, bridges or culverts as long as the repair or maintenance is conducted in accordance with 22 commission standards that pertain to these activities.

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Sec. 9. 36 MRSA §656, sub-§1, ¶J is enacted to read:

 J. An animal waste storage facility. For the purposes of this section, "animal waste storage facility" means a structure or pit constructed and used solely for storing manure, animal bedding waste or other wastes generated by animal production. For a facility to be eligible for this exemption, the Commissioner of Agriculture, Food and Rural Resources must certify that a nutrient management plan has been prepared in accordance with Title 7, section 4204 for the farm utilizing that animal waste storage facility.

36 Sec. 10. 36 MRSA §1760, sub-§81 is enacted to read:

38 81. Animal waste storage facility. Any materials for the construction, repair or maintenance of an animal waste storage
40 facility. For the purposes of this section, "animal waste storage facility" means a structure or pit constructed and used
42 solely for storing manure, animal bedding waste or other wastes generated by animal production. For a facility to be eligible
44 for this exemption, the Commissioner of Agriculture, Food and Rural Resources must certify that a nutrient management plan has
46 been prepared in accordance with Title 7, section 4204 for the farm utilizing that animal waste storage facility.

2 4 6 8 10 12	Sec. 11. Memorandum of understanding after the effective date of this Agriculture, Food and Rural Resource Environmental Protection shall enter understanding, setting forth a process review of animal feeding operations environmental and land use laws, inclu National Pollutant Discharge Eliminatio it applies to animal feeding operations Sec. 12. Appropriation. The follow:	Act, the Depa s and the Depa c into a memo s to ensure a o pursuant to ding administrat n System permit ing funds are ap	artment of artment of orandum of coordinated applicable ion of the program as
14	from the General Fund to carry out the	purposes of this	Act.
14		1999-00	2000-01
16	AGRICULTURE, FOOD AND RURAL		
18	RESOURCES, DÉPARTMENT OF		
20	Office of Agricultural, Natural and Rural Resources		
22			
24	Positions - Legislative Count Personal Services All Other	(2.000) \$83,600 163,000	(2.000) \$87,793 163,000
26		100,000	103,000
28	Appropriates funds for one Nutrient Management Specialist position, one		
30	Agricultural Compliance Officer position and		
32	operating costs necessary to administer certain nutrient		
34	management laws.		
36	DEPARTMENT OF AGRICULTURE, FOOI AND RURAL RESOURCES	)	
38	TOTAL	\$246,600	\$250,793
40			
42	ADMINISTRATIVE AND FINANCIAL SERVICES, DEPARTMENT OF		
44	Waste Facility Tax Reimbursement		
46	Keminul Sement		
48	All Other		\$5,650

2	Provides funds to reimburse municipalities for 50% of the		
4	property tax revenue lost as a result of the new property		
б	tax exemption for qualified animal waste storage		
8	facilities.		
10	DEPARTMENT OF ADMINISTRATIVE AND FINANCIAL SERVICES TOTAL		\$5,650
12			
14	TOTAL APPROPRIATIONS	\$246,600	\$256,443
16	<b>Emergency clause.</b> In view of the preamble, this Act takes effect when app		cited in the
18	FISCAL NOTE		
20		1999-00	2000-01
22		1999-00	2000-01
24	APPROPRIATIONS/ALLOCATIONS		
	General Fund	\$246,600	\$256,443
26	REVENUES		
28	Courses L Fund	(420 005)	(*20 800)
30	General Fund Other Funds	(\$20,095) (1,080)	( <b>\$2</b> 0,899) (1,123)
32	This bill includes additional General Fund appropriations of \$246,600 and \$250,793 in fiscal years 1999-00 and 2000-01,		
34	respectively, for the Department of Ag Resources for one additional Nutries	riculture, F	food and Rural
36	position, one additional Agricultural Co	ompliance Of	ficer position
38	and operating costs necessary to adm management laws.	inister cer	cain nutrient
40	The Department of Environmental P minor additional costs to enter into		
42	understanding with the Department of Ac	griculture, 1	Food and Rural
44	Resources. These costs can be absorbe existing budgeted resources.	d within th	e department's
46	This bill creates a property tax		
48	animal waste storage facilities. Pursua Maine, the State is required to reimbur	cse municipa	
50	exemptions. Additional General Fund		

reimbursements. These reimbursements will increase to \$11,300 in fiscal year 2001-02 and \$16,950 in fiscal year 2002-03.

In addition to the reimbursement for the revenue lost, the 4 additional administrative costs that will be incurred by municipalities to implement these changes to the property tax 6 assessments for certain farms require reimbursement as a state mandate pursuant to the Constitution of Maine. Unless General 8 Fund appropriations are provided to fund at least 90% of the additional administrative costs or a Mandate Preamble is amended 10 to the bill and two thirds of the members of each House vote to exempt this mandate from the funding requirement for the 12 administrative costs, municipalities may not be required to The amount of the additional local 14 implement these changes. administrative costs are expected to be minor.

The new sales tax exemption for qualifying animal waste storage facilities will decrease sales and use tax collections by \$21,175 in fiscal year 1999-00 and \$22,022 in fiscal year 20 2000-01. The reduction of these tax collections will decrease the amounts transferred to the Local Government Fund for 22 state-municipal revenue sharing in those years by \$1,080 and \$1,123, respectively. The resulting net reductions of General 24 Fund revenue will be \$20,095 in fiscal year 1999-00 and \$20,899 in fiscal year 2000-01.

The Bureau of Revenue Services will incur some minor 28 additional costs to implement these tax changes. These costs can be absorbed within the bureau's existing budgeted resources.

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#### **SUMMARY**

34 This bill is a unanimous committee report of the Joint Standing Committee on Agriculture, Conservation and Forestry as 36 authorized by Public Law 1997, chapter 642, section 8, subsection 3. This bill extends the moratorium on swine feeding operations 38 until October 1, 2001. requires It the Department of Environmental Protection and the Department of Agriculture, Food 40 and Rural Resources to enter into a memorandum of agreement on a process for issuing permits under the National Pollutant 42 Discharge Elimination System.

44 In addition, it does the following:

46 1. Clarifies when utilization of a regulated residual requires a nutrient management plan;

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 Provides a process for the Commissioner of Agriculture,
 Food and Rural Resources to revoke a person's certification to prepare nutrient management plans;

2 Provides a process for the Commissioner of Agriculture, 3. Food and Rural Resources to revoke a livestock operations permit; 4 Clarifies that minimum setbacks for manure storage, 4. stacking and spreading must be site-specific; 6 Requires that a nutrient management plan provide for 8 5. storage of manure for a minimum of 180 days; 10 6. Establishes compliance dates for nutrient management plans and authorizes the Commissioner of Agriculture, Food and 12 Rural Resources to grant variances; 14 7. Authorizes the issuance of provisional livestock 16 operations permits; Specifies that a person is not subject to the penalty 18 8. for failure to implement a nutrient management plan prior to the 20 development of a nutrient management plan. Only the penalty for failure to develop a plan would apply; 22 Requires the Commissioner of Agriculture, Food and Rural 9. Resources to submit an annual report on implementation of 24 nutrient management laws; 26 Grants an exemption from property tax for animal waste 10. 28 storage facilities; 30 Grants an exemption from sales tax for materials to 11. construct, repair or maintain an animal waste storage facility; 32 and 34 12. Requires the Department of Environmental Protection and the Department of Agriculture, Food and Rural Resources to enter 36 into a memorandum of agreement on a process to review and issue

permits issued under the National Pollutant Discharge Elimination

System.

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