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By: Delegate Frush (Chairman, Joint Committee on the Chesapeake and Atlantic Coastal Bays Critical Area) and Delegates Cadden, James, Owings, Walkup, Barkley, Barve, Bobo, Bronrott, Brown, Busch, Cane, V. Clagett, Conroy, Cryor, Doory, Dumais, Feldman, Gaines, Gilleland, Glassman, Goldwater, Gordon, Griffith, Healey, Holmes, Howard, Hubbard, Hurson, Jennings, Jones, King, Lee, Leopold, Madaleno, Malone, Mandel, McConkey, McIntosh, McKee, Menes, Moe, Montgomery, Morhaim, Murray, Nathan-Pulliam, Niemann, Parker, Patterson, Pendergrass, Petzold, Proctor, Quinter, Ramirez, Ross, Shank, Simmons, Sophocleus, Sossi, Stern, Stull, Taylor, F. Turner, V. Turner, Vallario, Vaughn, and Weir

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Assigned to: Environmental Matters

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House action: Adopted

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CHAPTER

1 AN ACT concerning

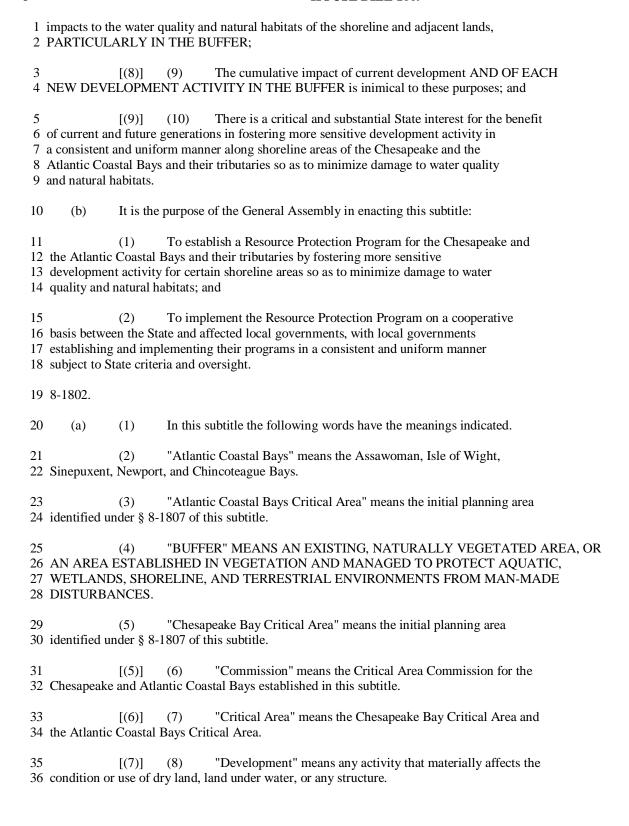
Chesapeake and Atlantic Coastal Bays Critical Area Protection Program Miscellaneous Enforcement Provisions

- 4 FOR the purpose of requiring a local jurisdiction to make a certain presumption when
- 5 considering a variance application under the Chesapeake and Atlantic Coastal
- 6 Bays Critical Area Protection Program; establishing certain burdens of proof
- 7 and persuasion in an application for a certain variance; requiring a local
- 8 jurisdiction to make certain findings and authorizing the findings to be based on
- 9 certain evidence and testimony; authorizing a local jurisdiction to consider
- 10 certain facts when making certain findings; requiring a local jurisdiction's
- critical area program to include certain buffer requirements and penalty
- provisions; <u>authorizing a local jurisdiction to consider certain factors in</u>
- determining the amount of a certain penalty; authorizing a local jurisdiction
- under certain circumstances to request certain enforcement assistance from the
- 15 Chairman of the Chesapeake and Atlantic Coastal Bays Critical Area
- 16 Commission or the Attorney General; declaring and clarifying certain findings of
- the General Assembly; altering the application of a certain defined term;
- 18 providing for the application of this Act; and generally relating to the

- 1 enforcement of the Chesapeake and Atlantic Coastal Bays Critical Area
- 2 Protection Program.
- 3 BY repealing and reenacting, with amendments,
- 4 Article Natural Resources
- 5 Section 8-1801, 8-1802(a), 8-1808, 8-1808.5(a), 8-1815, and 8-1815.1
- 6 Annotated Code of Maryland
- 7 (2000 Replacement Volume and 2003 Supplement)
- 8 Preamble
- 9 WHEREAS, With the enactment of the Chesapeake Bay Critical Area
- 10 Protection Act in 1984, State lawmakers recognized the major detrimental impact of
- 11 development activity along the shoreline of the Chesapeake Bay and its tributaries,
- 12 an area that is pivotal to the preservation and protection of water quality and natural
- 13 habitat; and
- WHEREAS, Two years later, in approving the State Critical Area program and
- 15 its criteria, the General Assembly specified the need for a shoreline buffer of at least
- 16 100 feet, and this minimum buffer has been an essential critical area component ever
- 17 since that time; and
- 18 WHEREAS, Also considered fundamental to the critical area criteria since their
- 19 inception in the mid-1980s is, under certain circumstances, the allowance of
- 20 variances to a local jurisdiction's critical area program; and
- 21 WHEREAS, In keeping with an equitable application of critical area
- 22 requirements, on average 90% or more of the variances requested each year have
- 23 been granted; and
- 24 WHEREAS, The General Assembly has always recognized, nevertheless, that
- 25 attainment of critical area program goals necessitates a clear authority in support of
- 26 local jurisdictions when, in their discretion, a variance must be denied; and
- WHEREAS, From the beginning of the critical area program in the mid-1980s
- 28 through 1999, courts consistently interpreted the variance standard of unwarranted
- 29 hardship in accordance with the intent of the General Assembly, that is, as a
- 30 deprivation of the reasonable use of the entire property which is equivalent to an
- 31 unnecessary or unreasonable hardship; and
- 32 WHEREAS, In 2002, with a particular awareness of the growing danger to
- 33 water quality and natural habitat presented by the magnitude of waterfront
- 34 development, the General Assembly expanded the application of critical area
- 35 protections so as to include the ecologically sensitive Atlantic Coastal Bays and their
- 36 tributaries; and
- 37 WHEREAS, Also in During that same legislative session, in Chapter 431 of the
- 38 Acts of 2002, the General Assembly overruled three then-recent decisions by the
- 39 Maryland Court of Appeals that, by undermining the variance standard of

- 1 unwarranted hardship, had, in effect, substantially weakened undermined the
- 2 authority of local jurisdictions' critical area programs in the denial of to deny
- 3 variances; and
- WHEREAS, Despite the authority of Chapter 431 and its clear direction that
- 5 local jurisdictions are to consider the entire parcel or lot in determining if a variance
- 6 applicant would be subject to unwarranted hardship, some courts and administrative
- 7 decisionmakers continue to focus on only part of the property, the 100-foot buffer; and
- 8 WHEREAS, In its recent decision of Lewis v. Department of Natural Resources,
- 9 the Court of Appeals suggested that a prohibition on new development in the buffer,
- 10 even when viable alternatives exist elsewhere on the parcel, may constitute a taking
- 11 of property without just compensation, and the General Assembly profoundly
- 12 disagrees with this suggestion; and
- WHEREAS, A recent decision by Moreover, in its Lewis ruling, the Court of
- 14 Appeals, Lewis v. Department of Natural Resources, has: rejected the finding of the
- 15 General Assembly that the cumulative impact of development is harmful to the
- 16 critical area; shifted the burdens of proof and persuasion to local jurisdictions with
- 17 respect to the denial of a critical area variance application, thus adding burdensome
- 18 requirements and unnecessary expenses to their consideration of variance
- 19 applications; and opened the door for citizens to view unpermitted development
- 20 activity in the critical area as viable due to the lack of detrimental consequence; and
- 21 WHEREAS, The Although the Lewis ruling is holding and its associated dicta
- 22 are clearly contrary to the intent of the General Assembly's enactment of both the
- 23 Chesapeake Bay Critical Area Protection Act and the Atlantic Coastal Bays
- 24 Protection Act, these erroneous understandings have already been cited by lower
- 25 courts and administrative decisionmakers as binding precedent or at least as
- 26 persuasive authority, and it is the goal of the General Assembly to put an end to this
- 27 developing trend as soon as possible; and
- WHEREAS, Over the past two decades, despite the vigilant efforts of the State
- 29 and local critical area programs and the ongoing focus of the General Assembly, State
- 30 agencies, advocacy groups, and private citizens, the health of the Chesapeake Bay has
- 31 continued to deteriorate, as has water quality overall, and this fact has been
- 32 substantiated in dozens of studies by a variety of government and private interest
- 33 groups; and
- WHEREAS, It has become readily apparent that local jurisdictions must have
- 35 more viable enforcement options available to them if their critical area programs are
- 36 to be implemented as intended by the General Assembly; and
- 37 WHEREAS, Acting out of this long-standing and consistent commitment to the
- 38 preservation of the Chesapeake and Atlantic Coastal Bays and their ecosystems,
- 39 which are among Maryland's most precious resources, it is the intent of the General
- 40 Assembly that this Act shall overrule the Lewis decision and re-establish critical area
- 41 variance standards, particularly the historic understanding of unwarranted hardship,
- 42 that existed until weakened by the Court of Appeals, as well as enhance the

	critical area programs; now, therefore,
3 4	SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Laws of Maryland read as follows:
5	Article - Natural Resources
6	8-1801.
7	(a) The General Assembly finds and declares that:
8 9	(1) The Chesapeake and the Atlantic Coastal Bays and their tributaries are natural resources of great significance to the State and the nation;
	(2) The shoreline and adjacent lands constitute a valuable, fragile, and sensitive part of this estuarine system, where human activity can have a particularly immediate and adverse impact on water quality and natural habitats;
	(3) The capacity of these shoreline and adjacent lands to withstand continuing demands without further degradation to water quality and natural habitats is limited;
18 19 20 21 22 23	(4) HUMAN ACTIVITY IS ESPECIALLY HARMFUL IN THESE SHORELINE AREAS, WHERE THE NEW DEVELOPMENT OF NONWATER-DEPENDENT STRUCTURES OR THE ADDITION OF IMPERVIOUS SURFACES IS PRESUMED TO BE CONTRARY TO THE PURPOSE OF THIS SUBTITLE, BECAUSE EACH ACTIVITY CAUSES THESE ACTIVITIES MAY CAUSE ADVERSE IMPACTS, OF BOTH AN IMMEDIATE AND A LONG-TERM NATURE, TO THE CHESAPEAKE AND ATLANTIC COASTAL BAYS, AND THUS IT IS NECESSARY WHEREVER POSSIBLE TO MAINTAIN A BUFFER OF AT LEAST 100 FEET LANDWARD FROM THE MEAN HIGH WATER LINE OF TIDAL WATERS, TRIBUTARY STREAMS, AND TIDAL WETLANDS;
27 28	(5) National studies have documented that the quality and productivity of the waters of the Chesapeake Bay and its tributaries have declined due to the cumulative effects of human activity that have caused increased levels of pollutants, nutrients, and toxics in the Bay System and declines in more protective land uses such as forestland and agricultural land in the Bay region;
32	[(5)] (6) Those portions of the Chesapeake and the Atlantic Coastal Bays and their tributaries within Maryland are particularly stressed by the continuing population growth and development activity concentrated in the Baltimore-Washington metropolitan corridor and along the Atlantic Coast;
	[(6)] (7) The quality of life for the citizens of Maryland is enhanced through the restoration of the quality and productivity of the waters of the Chesapeake and the Atlantic Coastal Bays, and their tributaries;
37 38	[(7)] (8) The restoration of the Chesapeake and the Atlantic Coastal Bays and their tributaries is dependent, in part, on minimizing further adverse



3	Chesapeake Bay Critica jurisdiction may use to	al Area or	Growth allocation" means the number of acres of land in the Atlantic Coastal Bays Critical Area that a local rintensely developed areas and new limited	
5	development areas. [(9)] (and not by way of limit		ncludes" means includes or including by way of illustration	
9 10	Chesapeake Bay Critica with the criteria adopted	al Area or all by the C	and classification" means the designation of land in the Atlantic Coastal Bays Critical Area in accordance ommission as an intensely developed area or ea or district, or a resource conservation area or	
	with planning and zoni	ng powers	ocal jurisdiction" means a county, or a municipal corporation, in which any part of the Chesapeake Bay Critical Critical Area, as defined in this subtitle, is located.	
15 16	[(12)] local jurisdiction.	(13) (i)	"Program" means the critical area protection program of a	
17	(ii) "P	rogram" includes any amendments to the program.	
20	[(13)] (14) (i) "Program amendment" means any change to an adopted program that the Commission determines will result in a use of land or water in the Coesapeake Bay Critical Area or the Atlantic Coastal Bays Critical Area in a manner not provided for in the adopted program.			
	`		rogram amendment" includes a change to a zoning map that for using the growth allocation contained in an	
27	program that the Comr	al Area or	termines will result in a use of land or water in the the Atlantic Coastal Bays Critical Area in a manner	
29	(ii) "P	rogram refinement" includes:	
30 31	development area desig	1. gnation of	A change to a zoning map that is consistent with the an adopted program; and	
32 33	adopted program.	2.	The use of the growth allocation in accordance with an	
36	other than developmen		"Project approval" means the approval of development, e or local government agency, in the Chesapeake Coastal Bays Critical Area by the appropriate local	

1	(ii)	"Project	approval" includes:
2		1.	Approval of subdivision plats and site plans;
3		2.	Inclusion of areas within floating zones;
4 5	use permits; and	3.	Issuance of variances, special exceptions, and conditional
6		4.	Approval of rezoning.
7	(iii)) "Project	approval" does not include building permits.
8	8-1808.		
		r developing a	his subtitle that each local jurisdiction shall have nd implementing a program, subject to review
	(2) (i) used for grants to reimbu a program under this sect	rse local jurisd	ernor shall include in the budget a sum of money to be ictions for the reasonable costs of developing
	(ii) request for funds that are the program under this se	equivalent to t	al jurisdiction shall submit to the Governor a detailed he additional costs incurred in developing
20		grants to reimb	ernor shall include in the fiscal year 2003 budget a sum urse local jurisdictions in the Atlantic Coastal osts of developing a program under this
24 25	be used for grants to assist implementing a program	st local jurisdic under this sect of each year a d	all include in the budget annually a sum of money to etions with the reasonable costs of ion. Each local jurisdiction shall submit to etailed request for funds to assist in the section.
27 28	(b) A program s appropriate:	shall consist of	those elements which are necessary or
			erse impacts on water quality that result from ctures or conveyances or that have run off
32	(2) To	conserve fish,	wildlife, and plant habitat; and
35	Critical Area or the Atlan and also address the fact	tic Coastal Ba that, even if po	use policies for development in the Chesapeake Bay ys Critical Area which accommodate growth ollution is controlled, the number, movement, a create adverse environmental impacts.

1 2	(c) (1) subsection (b) of this			program sufficient to meet the goals stated in
3	(1)	<u>(I)</u>	A map o	designating the critical area in a local jurisdiction;
4	(2)	<u>(II)</u>	A comp	rehensive zoning map for the critical area;
5	(3)	<u>(III)</u>	As nece	ssary, new or amended provisions of the jurisdiction's:
6		(i)	<u>1.</u>	Subdivision regulations;
7		(ii)	<u>2.</u>	Comprehensive or master plan;
8		(iii)	<u>3.</u>	Zoning ordinances or regulations;
9		(iv)	<u>4.</u>	Provisions relating to enforcement; and
10 11	development at the	(v) time the p	<u>5.</u> rogram is	Provisions as appropriate relating to grandfathering of adopted or approved by the Commission;
	findings that project section;	(IV) as are cons		ons requiring that project approvals shall be based on the hard the standards stated in subsection (b) of this
	roads, parking lots, development, where		npervious	ons to limit the amount of land covered by buildings, a surfaces, and to require or encourage cluster opriate;
20	agriculture will be p	y other us	only if bea	hment of buffer areas along shorelines within which st management practices are used, provided which is necessary for adjacent agriculture ea;
24		M THE M	UDING T IEAN HI	ments for minimum setbacks for structures and septic THE ESTABLISHMENT OF A MINIMUM BUFFER GH WATER LINE OF TIDAL WATERS, TRIBUTARY S.
			refuges,	ation of shoreline areas, if any, that are suitable for scenic drives, public access or assembly, and ips, piers, and beaches;
	ports, marinas, and benefits from shore			ation of shoreline areas, if any, that are suitable for water for transportation or derive economic
			or the A	ons requiring that all harvesting of timber in the tlantic Coastal Bays Critical Area be in district forestry board;

		noff of p	Provisions establishing that the controls in a program which are ollutants will not be required on sites where the m directly or indirectly reaching tidal waters;
6 7 8	basis of physical disal require removal of a s	accommo pility, inc tructure t restoration	Provisions for reasonable accommodations in policies or dations are necessary to avoid discrimination on the luding provisions that authorize a local jurisdiction to hat was installed or built to accommodate a physical on when the accommodation permitted by this ry; [and]
12		ce to the loted by th	Except as provided in subsection (d) of this section, provisions ocal jurisdiction's critical area program, in accordance e Commission concerning variances set forth in
16		LTY AP	PENALTY PROVISIONS ESTABLISHING THAT, IN ADDITION TO PLICABLE UNDER STATE OR LOCAL LAW, A PERSON WHO OF THIS SUBTITLE OR OF A PROGRAM IS SUBJECT TO A FINE
	(2) UNDER PARAGRA CONSIDER:		ERMINING THE AMOUNT OF THE PENALTY TO BE ASSESSED IV) OF THIS SUBSECTION, A LOCAL JURISDICTION MAY
21		<u>(I)</u>	THE GRAVITY OF THE VIOLATION;
22 23	VIOLATION; AND	<u>(II)</u>	ANY WILLFULNESS OR NEGLIGENCE INVOLVED IN THE
24		(III)	THE ENVIRONMENTAL IMPACT OF THE VIOLATION.
27		ANCE, A	SUBSECTION, "UNWARRANTED HARDSHIP" MEANS THAT, IN APPLICANT WOULD BE DENIED REASONABLE AND ENTIRE PARCEL OR LOT FOR WHICH THE VARIANCE IS
31 32 33	ACTIVITY IN THE WHICH A VARIAN GENERAL PURPOS	CRITIC <i>A</i> CE IS RE SE AND I	IN CONSIDERING AN APPLICATION FOR A VARIANCE, A LOCAL SUME THAT ANY NEW THE SPECIFIC DEVELOPMENT AL AREA THAT IS SUBJECT TO THE APPLICATION AND FOR EQUIRED DOES NOT CONFORM WITH THE LOCAL PROGRAM INTENT OF THIS SUBTITLE, REGULATIONS ADOPTED UNDER REQUIREMENTS OF THE LOCAL JURISDICTION'S PROGRAM.
37 38	INCLUDING THE C	THAT A COMMEN	IF THE VARIANCE REQUEST IS BASED ON CONDITIONS OR RE THE RESULT OF ACTIONS BY THE APPLICANT, ICEMENT OF DEVELOPMENT ACTIVITY BEFORE AN IANCE HAS BEEN FILED, A LOCAL JURISDICTION MAY

	(3) (I) OF PERSUASION TO OVI PARAGRAPH (2)(I) OF TH	ERCOME T	PLICANT HAS THE BURDEN OF PROOF AND THE BURDEN THE PRESUMPTION ESTABLISHED UNDER CCTION.
6		OME THE	BASED ON COMPETENT AND SUBSTANTIAL EVIDENCE, A KE WRITTEN FINDINGS AS TO WHETHER THE PRESUMPTION ESTABLISHED UNDER PARAGRAPH
			WITH DUE REGARD FOR THE PERSON'S EXPERIENCE, SPECIALIZED KNOWLEDGE, THE WRITTEN FINDINGS TRODUCED AND TESTIMONY PRESENTED BY:
11		A.	THE APPLICANT;
12 13	AGENCY; OR	В.	THE LOCAL JURISDICTION OR ANY OTHER GOVERNMENT
14 15	LOCAL JURISDICTION.	C.	ANY OTHER PERSON DEEMED APPROPRIATE BY THE
16 17	(4) A var granted unless:	iance to a l	ocal jurisdiction's critical area program may not be
	circumstances peculiar to the	ne applicant	special features of a site, or special conditions or t's land or structure, a literal enforcement of in unwarranted hardship to the applicant;
21 22	(ii) one of the variance provision		al jurisdiction finds that the applicant has satisfied each
	` ,		t the variance, the applicant would be deprived of a use rs in accordance with the provisions of the
			n application for a variance, a local jurisdiction shall re parcel or lot for which the variance is
		xemption p	bsection does not apply to building permits or activities lan or buffer management plan of a local by the Commission.
34 35	1985 criteria for program de appropriate to achieve the s developing its criteria and a	evelopment tandards sta dso prior to	a shall adopt by regulation on or before December 1, and approval, which are necessary or ated in subsection (b) of this section. Prior to adopting its criteria, the Commission shall s, 1 in each of the following areas:
37	(i)	Harford	I, Cecil, and Kent counties;

"Community pier" does not include a private pier or a

Violators of the provisions of programs approved or adopted by the

29

32

30 mooring.

31 8-1815.

(a)

(1)

[(ii)]

(2)

34 invoke the sanctions and remedies afforded by State or local law.

33 Commission shall be subject to prosecution or suit by local authorities, who may

37 TO BRING AN ACTION:

1	(2)	A LOC	AL AUTHORITY MAY REQUEST:			
2 3	ACTION; OR	(I)	ASSISTANCE FROM THE COMMISSION IN AN ENFORCEMENT			
4 5	THE ATTORNEY G	(II) ENERAI	THAT THE CHAIRMAN REFER AN ENFORCEMENT ACTION TO			
8 9 10	(b) Whenever the chairman has reason to believe that a local jurisdiction is failing to enforce the requirements of a program applicable to a particular development, the chairman shall serve notice upon the local enforcement authorities. If within 30 days after service of the notice, the local authorities have failed to initiate an action to remedy or punish the violation, the chairman may refer the matter to the Attorney General.					
14	section, the Attorney	General urt of co	an alleged violation under subsection (A) OR (b) of this may invoke any sanction or remedy available to local mpetent jurisdiction in which the local authorities would sue the violator.			
18 19	In addition to any other sanction or remedy available, the Attorney General may bring an action in equity to compel compliance or restrain noncompliance with the requirements of approved project plans, and to compel restoration of lands or structures to their condition prior to any modification which was done in violation of approved project plans.					
23 24 25	Notwithstanding any other provision of this section, whenever a development in the Critical Area is proceeding in violation of approved project plans and threatens to immediately and irreparably degrade the quality of tidal waters or fish, wildlife, or plant habitat, the Attorney General, upon request of the chairman, may bring an action to restrain the violation and, as appropriate, to compel restoration of any land or water areas affected by the development.					
27	8-1815.1.					
28 29	(a) (1) remedy, or penalty p		visions of this section are in addition to any other sanction, by law.			
30 31	` /		ction does not apply to any cutting or clearing of trees that is opted by the Commission under this subtitle.			
34 35	Chesapeake Bay Crit AN APPROVED LC Commission, the local	ical Area CAL CR al jurisdic	or clears or plans to cut or clear trees within the a or Atlantic Coastal Bays Critical Area in violation of RITICAL AREA PROGRAM OR OF regulations adopted by the ction may bring an action OR REQUEST THAT THE MISSION REFER THE MATTER TO THE ATTORNEY GENERAL			

33 effect June 1, 2004.

HOUSE BILL 1009

1 To require the person to replant trees where the cutting or clearing (1) 2 occurred in accordance with a plan prepared by the State Forester, a registered professional forester, or a registered landscape architect; 4 (2) To restrain the planned violation; or 5 (3) For damages: To be assessed by a circuit court in an amount equal to the 6 (i) estimated cost of replanting trees; and 8 To be paid to the Department by the person found to have (ii) violated the provisions of this subsection. 10 If the Chairman of the Commission has reason to believe that the local 11 jurisdiction is failing to enforce the requirements of subsection (b) of this section, the 12 Chairman shall refer the matter to the Attorney General as provided under § 8-1815 13 (b) of this subtitle. 14 (d) On the Chairman of the Commission's referral of an alleged violation 15 under subsection (c) of this section to the Attorney General, the Attorney General may 16 invoke the remedies available to the local jurisdiction under subsection (b) of this section in any court of competent jurisdiction in which the local jurisdiction would be authorized to prosecute or sue. 19 (e) On the request of a local jurisdiction or the Chairman of the Commission, 20 the State Forester, a registered professional forester, or a registered landscape 21 architect may prepare, oversee, and approve the final implementation of a plan to: 22 Replant trees in any part of the Chesapeake Bay Critical Area where (1)23 trees in the Chesapeake Bay Critical Area are cut or cleared in violation of subsection 24 (b) of this section; and 25 Replant trees in any part of the Atlantic Coastal Bays Critical Area (2)26 where trees in the Atlantic Coastal Bays Critical Area are cut or cleared in violation 27 of subsection (b) of this section. SECTION 2. AND BE IT FURTHER ENACTED, That this Act shall be 28 29 construed to apply only prospectively and may not be applied or interpreted to have 30 any effect on or application to any dwelling unit in existence or for which all necessary 31 permits for construction had been issued before the effective date of this Act. SECTION 3.-2. AND BE IT FURTHER ENACTED, That this Act shall take 32