SENATE BILL 1029

P1, M1, M3 9lr3408

By: Senator Colburn

Introduced and read first time: March 6, 2009

Assigned to: Rules

A BILL ENTITLED

1 AN ACT concerning

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Reorganization of State Government - Consolidating the Departments of Agriculture and the Environment into the Department of Natural Resources

FOR the purpose of restructuring State government by the consolidation of the Department of Agriculture and the Department of the Environment into the Department of Natural Resources; abolishing the Department of Agriculture and the Department of the Environment by a certain date; abolishing certain positions under these departments by a certain date; transferring all of the functions, powers, duties, equipment, assets, and liabilities of these departments to the Department of Natural Resources as of a certain date; transferring all of the boards, commissions, programs, funds, and units of these departments to the Department of Natural Resources as of a certain date, subject to a certain plan; providing for the meaning of certain names and titles in certain documents; requiring the Secretary of Budget and Management, in conjunction with the Secretary of Natural Resources, Secretary of Agriculture, and Secretary of the Environment, to develop the plan and to include certain elements, including necessary legislation, certain provisions, a certain inventory, and a certain budget reduction goal by a certain year; requiring the plan to provide certain employees with a transfer option meeting certain requirements; providing for the transfer of certain appropriations to the Department of Natural Resources on or before a certain date; providing certain transitional provisions relating to the continuity of certain terms of office in a certain division, board, commission, authority, council, committee, office, or unit; providing for the continuity of certain rights, duties, or interests flowing from certain transactions entered into before a certain date; requiring the publisher of the Annotated Code of Maryland, in consultation with, and subject to the approval of, the Department of Legislative Services, to correct certain cross-references and terminology; providing for the continuity of certain laws and regulations, proposed regulations, and other duties and responsibilities; providing continuity for a certain license, registration, or certification; providing continuity for certain bonds and other financial instruments; requiring the



1	Governor to include a certain appropriation in the State budget for a certain
2	year that is consistent with the plan and that conforms to certain budget figures
3	for a certain other year; repealing certain inconsistent laws; requiring the
4	Secretary of Natural Resources to submit a report containing certain
5	information to the Governor and the General Assembly on or before certain
6	dates; making the provisions of this Act severable; defining a certain term;
7	making certain stylistic changes and deleting an obsolete reference; and
8	generally relating to restructuring State government by the consolidation of the
9	Department of Agriculture and the Department of the Environment into the
10	Department of Natural Resources.

- 11 BY repealing and reenacting, with amendments,
- 12 Article Natural Resources
- 13 Section 1–101, 1–102(a) and (b), and 1–104(a), (c), (d), (g), and (i)
- 14 Annotated Code of Maryland
- 15 (2005 Replacement Volume and 2008 Supplement)
- 16 BY repealing
- 17 Article Natural Resources
- 18 Section 1–104(1)
- 19 Annotated Code of Maryland
- 20 (2005 Replacement Volume and 2008 Supplement)
- 21 SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF
- 22 MARYLAND, That the Laws of Maryland read as follows:
- 23 Article Natural Resources
- 24 1–101.
- 25 (a) In this title, "natural resources" means all natural RESOURCES IN THE STATE, INCLUDING AGRICULTURAL, LAND, AND WATER RESOURCES.
- (B) There is a Department of Natural Resources, established as a principal department of the State government. The head of the Department is the Secretary of Natural Resources, who shall be appointed by the Governor with the advice and consent of the Senate. The Secretary shall be an individual with administrative ability, whose reputation and experience demonstrate his interest in the field of natural resources.
- [(b)] (C) It is the intention of the General Assembly, in providing for a Department of Natural Resources, to establish a State department which, in addition to its other functions, shall:

- 1 (1) Review and evaluate all natural resources policies, plans, 2 programs, and practices of State, county, regional, and federal agencies and 3 institutions;
 - (2) Coordinate natural resources activities within the State;

- 5 (3) Be a center for collecting and organizing information on natural resources for the guidance of the Governor and the General Assembly; and
 - (4) Otherwise unify, coordinate, and promulgate policies, plans, programs, and practices which insure the preservation, development, wise use, and enjoyment of all the natural resources for greatest benefits to the State and its citizens.
 - [(c)] (D) The Secretary serves at the pleasure of the Governor. He is directly responsible to the Governor and shall counsel and advise him on all matters assigned to the Department. The Secretary is responsible for carrying out the Governor's policies in the areas of natural resources research and development, management, and administration. The Secretary shall receive the salary and have the assistants, employees, and professional consultants provided in the State budget.
- [(d)] (E) (1) (i) The Secretary is responsible for the operation of the Secretary's office and shall establish guidelines and procedures to promote its orderly and efficient administration.
- 20 (ii) The Secretary may establish areas of responsibility within 21 the Secretary's office and may reorganize or abolish them as necessary to fulfill the 22 duties assigned to the Secretary.
 - (iii) The Secretary may appoint such staff assistants as are necessary to administer these areas of responsibility.
 - (2) The Secretary shall appoint, with the approval of the Governor, a deputy secretary who shall have the duties provided by law or delegated by the Secretary. The deputy secretary is in the executive service of the State Personnel Management System, serves at the pleasure of the Secretary, and shall receive the compensation provided in the State budget. All assistant secretaries, staff assistants, and professional consultants are in the executive service, management service, or are special appointments in the State Personnel Management System and are appointed by and serve at the Secretary's pleasure. Wherever it is provided by law that the Secretary makes an appointment to a particular office within the Department with the approval of the Governor, the Secretary may not remove the appointee without first obtaining the Governor's approval.
 - (3) Except as otherwise provided by law, the Secretary shall appoint and remove all other personnel in accordance with the provisions of the State

- Personnel and Pensions Article. The Secretary may delegate his authority to appoint or remove personnel of any unit to the administrator of the unit.
- 3 [(e)] **(F)** The Attorney General is the legal adviser to the Department. The Attorney General shall assign the number of assistant Attorneys General authorized 4 by law to be assigned to the units of the Department. One of the assistant Attorneys 5 General shall be designated by the Attorney General as counsel to the Department of 6 7 Natural Resources. The counsel to the Department shall have no other duty than to render, subject to the discretion and control of the Attorney General, the legal aid, 8 9 advice, and counsel required by the Secretary and the other officials of the Department and, also subject to the discretion and control of the Attorney General, to 10 supervise the other assistant Attorneys General assigned to the Department. After the 11 Attorney General has designated an assistant Attorney General to serve as counsel to 12 13 the Department of Natural Resources, the Attorney General may not reassign the counsel without consultation with the Secretary. This subsection does not apply to any 14 15 unit of government within the Department of Natural Resources if the unit is authorized by law to employ its own legal adviser or counsel. 16
- 17 1–102.

- 18 (a) The Department shall include all units, programs, boards, commissions, and advisory boards and commissions referenced in this article, THE AGRICULTURE ARTICLE, AND THE ENVIRONMENT ARTICLE.
 - (b) The following units are also included in this Department:
- [(1) The Maryland Membership Unit of the Interstate Commission of the Potomac River Basin;
- 24 (2) The Maryland Membership Unit of the Susquehanna River Basin 25 Commission;
- 26 (3) The Maryland Membership Unit of the Atlantic States Marine 27 Fisheries Commission;
- 28 (4) The Maryland Membership Unit of the Potomac River Fisheries 29 Commission;
- 30 (5) The Maryland Membership Unit of the Interstate Oil and Gas 31 Compact Commission; and
- 32 (6) The Maryland Membership Unit of the Interstate Mining 33 Commission.]
- 34 (1) THE AIR QUALITY CONTROL ADVISORY COUNCIL;
- 35 (2) THE AQUACULTURE COORDINATING COUNCIL;

1	(3) THE AQUACULTURE REVIEW BOARD;
2	(4) THE BOARD OF ENVIRONMENTAL SANITARIANS;
$\frac{3}{4}$	(5) THE BOARD OF REVIEW OF THE DEPARTMENT OF AGRICULTURE;
5 6	(6) THE BOARD OF WATERWORKS AND WASTE SYSTEM OPERATORS;
7	(7) THE BOARD OF WELL DRILLERS;
8	(8) THE CHIEF OF WEIGHTS AND MEASURES;
9	(9) THE ENVIRONMENTAL NOISE ADVISORY COUNCIL;
10	(10) THE HAZARDOUS SUBSTANCES ADVISORY COUNCIL;
11	(11) THE HAZARDOUS WASTE FACILITIES SITING BOARD;
12	(12) THE MARYLAND AGRICULTURAL COMMISSION;
13	(13) THE MARYLAND AGRICULTURAL FAIR BOARD;
14	(14) THE MARYLAND HORSE INDUSTRY BOARD;
15 16	(15) THE MARYLAND MEMBERSHIP UNIT OF THE ATLANTIC STATES MARINE FISHERIES COMMISSION;
17 18	(16) THE MARYLAND MEMBERSHIP UNIT OF THE INTERSTATE COMMISSION OF THE POTOMAC RIVER BASIN;
19 20	(17) THE MARYLAND MEMBERSHIP UNIT OF THE INTERSTATE MINING COMMISSION;
21 22	(18) THE MARYLAND MEMBERSHIP UNIT OF THE INTERSTATE OIL AND GAS COMPACT COMMISSION;
23 24	(19) THE MARYLAND MEMBERSHIP UNIT OF THE POTOMAC RIVER FISHERIES COMMISSION;
25 26	(20) THE MARYLAND MEMBERSHIP UNIT OF THE SUSQUEHANNA RIVER BASIN COMMISSION;

1 2	(21) THE MARYLAND WINERY AND GRAPE GROWERS' ADVISORY BOARD;
3	(22) THE RADIATION CONTROL ADVISORY BOARD;
4	(23) THE SCIENCE AND HEALTH ADVISORY GROUP;
5	(24) THE SEAFOOD MARKETING ADVISORY COMMISSION;
6 7	(25) THE SEAFOOD MARKETING AND AQUACULTURE DEVELOPMENT PROGRAM AND DIVISION OF MARKET DEVELOPMENT;
8	(26) THE STATE BOARD OF VETERINARY MEDICAL EXAMINERS;
9	(27) THE STATE CHEMIST;
LO	(28) THE STATE SOIL CONSERVATION COMMITTEE;
1	(29) THE STATE VETERINARIAN; AND
12	(30) THE TOBACCO AUTHORITY OF THE STATE OF MARYLAND.
13	1–104.
14 15 16 17 18 19	(a) The Secretary is responsible for the development of coordinated policies for the preservation, conservation, enhancement, wise use, and perpetuation of the natural resources of the State. [He] THE SECRETARY is responsible for the efficient coordination of all the natural resources activities of the State including the settlement of conflicts that may arise among units within the Department of Natural Resources. In the discharge of [his responsibility] THESE RESPONSIBILITIES the Secretary shall:
21 22 23 24	(1) Provide a forum of communication among natural resources units OF THE DEPARTMENT and a source of information for the Governor and General Assembly as to the preservation, conservation, development, and use of all the State's natural resources;
25 26 27 28 29	(2) Study and evaluate any plan, program, or activity or any combination of plans, programs, or activities within one or more of the units of the Department, and recommend any legislative, budgetary, or administrative changes to provide more effective administration, clarify responsibilities, terminate obsolete programs, establish desirable programs, or alter or amend programs to meet changed or changing conditions;

(3) Review federal statutes, policies, programs, and activities which affect or may affect natural resources in the State and recommend to federal, State, and local agencies and institutions procedures for the coordination of these programs;

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- (4) Study the natural resources activities of the subdivisions of the State and recommend procedures for coordination of the natural resources activities of the State and its subdivisions;
- (5) Maintain a catalog classified by use, of public land acquired or used in the preservation, conservation, development, management, or enjoyment of the natural resources; review and approve all plans and proposals of the units of the Department for the acquisition of additional land for such purposes, taking into account public land owned and managed for identical or similar purposes by federal agencies and by counties, municipalities, and other political subdivisions of the State;
 - (6) Establish and maintain, for the use of the Department, a natural resources library, cataloged according to a recognized library system and containing legal, scientific, and administrative reports, books, documents, photographs, records, and other information on the natural resources and natural resources administration; and
 - (7) Provide technical assistance to other State units, counties, municipalities, corporations, organizations, groups, and individuals in planning, organizing, and conducting leisure activities and recreation programs.
 - (c) The Secretary may transfer, assign or reassign any function or activity of any unit within the Department, together with the staff, funds and equipment associated with that function or activity, either to the office of the Secretary or to any other unit within the Secretary's jurisdiction, in order to increase efficiency and economy in administering natural resources in the State. Whenever the Secretary believes any transfer of function or activity renders misleading or inadequate the name of any unit within the Department as enumerated in § 1–102 of this subtitle, [he] **THE SECRETARY**, with the Governor's approval, may assign a new name or names to the affected unit. If this is done, the Secretary shall cause to be submitted to the next ensuing session of the General Assembly a legislative proposal for appropriate amendment of § 1–102 of this subtitle.
 - (d) The Secretary shall publish books, pamphlets, maps, and other materials on the subject of natural resources and encourage and assist the Department's units in the preparation of these materials for publication. [He] **THE SECRETARY** shall maintain a supply of the publications and other materials for sale at cost to schools, libraries, and the general public, and establish policies for the Department on the gratuitous distribution of publications issued by the Department and its member units.

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- (g) The Secretary is responsible for promulgating rules and regulations for the Department. [He] **THE SECRETARY** shall review and have the power to approve, disapprove, issue, or revise the rules and regulations of every unit of the Department.
- (i) The office of Secretary of Natural Resources shall have a seal for purposes of authentication of copies of records or papers in [his] THE SECRETARY'S office.
 - [(1) For fiscal year 2007, the Governor shall include in the annual budget bill submitted to the General Assembly an appropriation in an amount equal to at least \$88,000 for the Department to maintain a natural resources library as required under subsection (a)(6) of this section.]

SECTION 3. AND BE IT FURTHER ENACTED, That:

- (a) As of June 30, 2010, and subject to the provisions of subsection (b) of this section, the Department of Agriculture and the Department of the Environment are hereby abolished as independent units in the Executive Branch, and that as of July 1, 2010, the Department of Natural Resources shall be the successor of the Department of Agriculture and the Department of the Environment.
- (b) As of July 1, 2010, the positions of Secretary of Agriculture, Secretary of the Environment, Deputy Secretary of Agriculture, and Deputy Secretary of the Environment are abolished, and the Secretary of Natural Resources shall be the successor of the Secretary of Agriculture and the Secretary of the Environment. This section may not be construed to prevent the Governor from appointing an individual serving in one of these positions as of June 30, 2010, to serve as the Secretary of Natural Resources.
 - (c) Subject to the provisions of Section 4 of this Act, on July 1, 2010, all the functions, powers, duties, equipment, assets, and liabilities of the Department of Agriculture and the Department of the Environment shall be transferred to the Department of Natural Resources.
- (d) Subject to the provisions of the plan and legislation developed and implemented in accordance with Section 4 of this Act, all boards, commissions, programs, funds, and other units in the Department of Agriculture and the Department of the Environment that were created by statute, regulation, executive order, secretarial or unit directive, or other executive action and in existence on June 30, 2010, shall be transferred to the Department of Natural Resources as of July 1, 2010.
 - (e) In every law, executive order, regulation, policy, or document created by any official, employee, or unit of this State, the names and titles of those officials, employees, or units mean the names and titles of the successor official, employee, or unit, as provided in this Act.

SECTION 4. AND BE IT FURTHER ENACTED, That:

- (a) (1) On or before November 1, 2009, the Secretary of Budget and Management, in conjunction with the Secretary of Natural Resources, the Secretary of Agriculture, and the Secretary of the Environment, shall develop and submit to the Legislative Policy Committee a comprehensive and practicable plan for the consolidation of all powers, duties, functions, and staff of the departments, officers, and units administered in the Department of Agriculture, the Department of the Environment, and the Department of Natural Resources.
- (2) The plan required under paragraph (1) of this section shall include:
- 10 (i) all necessary legislation to fully implement the provisions of 11 this Act on or before July 1, 2010;
- 12 (ii) provisions for the elimination or modification of duplicative 13 units, programs, and services and unnecessary management, professional and skilled 14 services, and special appointment positions in existence in the Department of 15 Agriculture, the Department of the Environment, and the Department of Natural 16 Resources on or before October 1, 2009; and
 - (iii) an inventory of all capital facilities operated by the Department of Agriculture, the Department of the Environment, and the Department of Natural Resources, and provisions for the consolidation of the facilities and all satellite operations and the disposition of property and supplies rendered excessive as a result of the abolishment of the Department of Agriculture and the Department of the Environment.
 - (b) The plan developed in accordance with subsection (a)(1) of this section, and any legislation to implement it, shall establish a target percentage budget reduction of 20% of the total of the combined general funds originally appropriated in fiscal year 2010 for the Department of Agriculture, the Department of the Environment, and the Department of Natural Resources. The target percentage established by this subsection:
 - (1) shall become effective in the fiscal year 2011 State budget; and
- 30 (2) is not intended to affect allocations related to grants received from 31 sources other than State government.
- 32 SECTION 5. AND BE IT FURTHER ENACTED, That the plan required by 33 Section 4 of this Act shall contain specific proposals related to:
 - (a) the continued advancement of the interests of Maryland agriculture and the environment;

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- 1 (b) services, programs, or functions currently offered by the Department of 2 Agriculture, the Department of the Environment, and the Department of Natural 3 Resources that shall:
- 4 (1) become fiscally self-sustaining through the imposition or enhancement of application, registration, license, service, or other appropriate fees;
- 6 (2) be eliminated because they are no longer in demand or are 7 duplicated elsewhere;
- 8 (3) be transferred to other agencies currently responsible for related 9 public purposes and responsibilities, including the Department of Business and 10 Economic Development, the Department of Health and Mental Hygiene, and any other 11 appropriate Executive agency;
- 12 (4) by consolidation, be reduced in size, staffing, and other financial 13 requirements while still maintaining the essential nature of the service, program, or 14 function; and
- 15 (5) by privatization, shift the delivery of services or programs from the public sector to the private sector; and
- 17 (c) any other areas in which financial savings may be realized through the internal realignment of functions, including personnel and procurement.

19 SECTION 6. AND BE IT FURTHER ENACTED, That:

- 20 (a) The plan required by Section 4 of this Act shall give due consideration to providing, to the extent possible, employees, other than those at the Deputy or Assistant Secretary level, who will be affected by the reorganization encompassed in the plan, the option of transferring to another position in State service.
 - (b) An employee transferred under this Act shall be appointed without further examination or qualification. To the extent possible, the employee shall be placed in a classification that is comparable in duties and responsibilities to the employee's former position. The employee may not suffer a diminution of salary or wages, accrued leave, whether earned or granted, retirement status, or seniority rights.
 - SECTION 7. AND BE IT FURTHER ENACTED, That all appropriations, including State and federal funds, held by the Department of Agriculture and the Department of the Environment to carry out the functions and programs transferred under this Act shall be transferred to the Department of Natural Resources on the effective date of this Act.
 - SECTION 8. AND BE IT FURTHER ENACTED, That nothing in this Act affects the terms of office of an appointed or elected member of any division, board, commission, authority, council, committee, office, or unit. An individual who is a

member of a division, board, commission, authority, council, committee, office, or unit on the effective date of this Act shall remain a member for the balance of the term to which the member is appointed or elected, unless the member sooner dies, resigns, or is removed under provisions of law.

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SECTION 9. AND BE IT FURTHER ENACTED, That, except as expressly provided to the contrary in this Act, any transaction affected by or flowing from any statute here amended, repealed, or transferred, and validly entered into before the effective date of this Act, and every right, duty, or interest following from the transaction, remains valid after the effective date of this Act and may be terminated, completed, consummated, or enforced in accordance with law.

SECTION 10. AND BE IT FURTHER ENACTED, That the publishers of the Annotated Code of Maryland, in consultation with and subject to the approval of the Department of Legislative Services, shall correct, with no further action required by the General Assembly, cross–references and terminology rendered incorrect by this Act or by any other Act of the General Assembly of 2009 that affects provisions enacted by this Act. The publishers shall adequately describe any such correction in an editor's note following the section affected.

SECTION 11. AND BE IT FURTHER ENACTED, That, except as otherwise provided by law, all existing laws, regulations, proposed regulations, standards and guidelines, policies, orders and other directives, forms, plans, memberships, contracts, property, investigations, administrative and judicial responsibilities, rights to sue and be sued, and all other duties and responsibilities associated with the functions of the Department of Agriculture and the Department of the Environment before the effective date of this Act shall continue in effect under the Department of Natural Resources until completed, withdrawn, canceled, modified, or otherwise changed in accordance with law.

SECTION 12. AND BE IT FURTHER ENACTED, That any person licensed, registered, permitted, or certified under any department, agency, office, or unit transferred by this Act is considered for all purposes to be licensed, registered, permitted, or certified for the duration of the term for which the license, registration, permit, or certification was issued, and may renew that authorization in accordance with the appropriate renewal provisions provided under this Act. Any person that was originally licensed, registered, permitted, or certified under a provision of law that has been repealed by this Act as obsolete or inconsistent with this Act continues to meet the requirements of the license, registration, permit, or certification to the same extent as though that provision had not been repealed.

SECTION 13. AND BE IT FURTHER ENACTED, That all bonds, notes, bond anticipation notes, notes in the nature of commercial paper, or other instruments, certificates or evidence of indebtedness or obligation issued by the Department of Agriculture, the Department of the Environment, or any division, agency, authority, body corporate or politic, or public instrumentality within or under the Department of Agriculture or the Department of the Environment, or issued on behalf of either of these departments or the State, are valid, legal, binding, and enforceable obligations to

the extent of the obligation as provided in the bonds, notes, instruments, certificates, or evidence of indebtedness.

SECTION 14. AND BE IT FURTHER ENACTED, That:

- (a) For fiscal year 2011, the Governor shall include in the State budget an appropriation for the Department of Natural Resources that is consistent with the plan and legislation submitted to the General Assembly in accordance with this Act.
- (b) In order to facilitate comparison between expenditures in previous years and the fiscal year 2011 allowance, the budget submitted for the Department of Natural Resources for fiscal year 2011 shall conform to the actual budget figures for fiscal year 2009 and the appropriation figures for fiscal year 2010 to a budget code structure newly formulated to reflect the consolidation and restructuring required under this Act.
- SECTION 15. AND BE IT FURTHER ENACTED, That all laws or parts of laws, public general or public local, or regulations inconsistent with this Act are repealed to the extent of the inconsistency.
 - SECTION 16. AND BE IT FURTHER ENACTED, That, on or before January 1, 2011, January 1, 2012, and January 1, 2013, the Secretary of Natural Resources shall submit to the Governor and, subject to § 2–1246 of the State Government Article, the General Assembly a progress report on the implementation of this Act. Each report shall summarize the operation of the Department of Natural Resources under the structure formulated as a result of this Act and shall include recommendations and any appropriate legislative proposals for additional cost–saving measures and enhanced efficiency of operations.
 - SECTION 17. AND BE IT FURTHER ENACTED, That if any provision of this Act or the application thereof to any person or circumstance is held invalid for any reason in a court of competent jurisdiction, the invalidity does not affect other provisions or any other application of this Act which can be given effect without the invalid provision or application, and for this purpose the provisions of this Act are declared severable.
 - SECTION 18. AND BE IT FURTHER ENACTED, That this Act shall take effect October 1, 2009.