Will the Early Bird Cast a Ballot?

If Rep. Steve Moriarty of Cumberland has his way, Maine will be on the path to joining the ranks of 23 other states that have implemented early voting. The vehicle for advancing this option is LD 580, RESOLUTION, Proposing an Amendment to the Constitution of Maine Regarding Early Voting.

Early voting can be described as the younger sibling of absentee voting that has evolved through careful observation of an older sister. Rather than stuffing a completed ballot into an envelope, attesting to its authenticity via signature and mailing it to the municipal office, the ballot is inserted directly into a tabulation machine or ballot box. It mimics the process of casting an in-person ballot prior to the day of the election. As is the case with the absentee process, ballots cast through early voting are not counted until after 8 p.m. on the evening of the election.

Furthermore, Rep. Moriarty’s proposal does not seek to replace the absentee ballot process, but seeks to make early voting an option for concurrent implementation at the discretion of the municipality. The local opt-in approach recognizes that not all communities will find value in the early voting process.

At the bill’s work session before the Veteran and Legal Affairs Committee Deputy Secretary of State, Julie Flynn, echoed the sponsor’s sentiment. Deputy Flynn believes for some communities this option will make the administration of elections more time efficient and less expensive.

In its testimony on LD 580, MMA also focused on the opt-in element as part of the bill’s appeal. In the cities of Bangor, Lewiston, and Portland – whose election officials collectively processed 56,033 absentee ballots during the November 2020 election – early voting may be an attractive option. However, for the 35 registered voters in Talmadge, the protective measures that would need to be in place to guarantee

Hearing on Excise Tax Bills Scheduled

On Wednesday, March 31 at 9 a.m. the members of the Taxation Committee will convene to accept public comments on two bills seeking to amend the process used to assess the motor vehicle excise taxes collected and retained by municipalities.

Currently, the excise tax is calculated by multiplying a vehicle manufacturer’s suggested retail price by a depreciating mil rate schedule established in statute. Under the law, a new motor vehicle is assessed at 24 mils, while automobiles six years and older are assessed at 4 mils.

LD 724, An Act To Base the Vehicle and Mobile Home Excise Tax on Actual Value, sponsored by Rep. Lester Ordway of Standish, seeks to assess the tax on the “actual” value of the vehicle, which would be obtained from sources approved by the State Tax Assessor. Under the terms of the bill, the change would apply to all passenger and commercial vehicles, buses, camper trailers and mobile homes and require the state to reimburse municipalities for 100% of lost revenue associated with the change in the assessment methodology.

Beginning with cars purchased after Dec. 31, 2022, LD 970, An Act To Base the Motor Vehicle Excise Tax on Actual Sale Price, sponsored by Rep. Jonathan Connor of Lewiston, would require the excise tax to be assessed on the basis of the price of the vehicle less the value of trade-ins, rebates and offers.

Municipal officials interested in these bills are encouraged to submit written comments, provide remote in-person testimony or both on March 31 by registering via the Legislature’s testimony submission portal Online Testimony Submission (mainelegislature.org).
On Tuesday and Thursday of this week, the Committee on Transportation held several public hearings on bills of municipal interest. Each bill, as drafted, would either undermine local authority or remove accountability entirely.

LD 644, An Act Regarding Motor Vehicle Registration Violations, sponsored by Rep. Kristen Cloutier of Lewiston, would require the Secretary of State to develop an annual notification system to alert vehicle owners of an expired registration, remove the criminal penalties for failing to register a motor vehicle, create the necessity to warn an individual prior to issuing a summons for operating unregistered, and reduce the penalties for failing to register a motor vehicle.

Rep. Cloutier advised the committee that she submitted the legislation on behalf of a constituent who was facing a number of life hardships that led to an oversight, which resulted in a lapse of her vehicle registration for over 150 days. While the violation did not lead to a conviction, the individual was shocked to learn that she could face a criminal citation for the oversight. The American Civil Liberties Union (ACLU) also provided testimony in support of the bill. The ACLU representative shared a similar experience advising she was stopped for operating her husband’s vehicle who was unaware of the requirement that he re-register his vehicle in Maine after a move from Pennsylvania.

While ignorance of the law has long been held as an inadequate defense, in the examples offered to the committee as evidence for the need for LD 644, the individuals involved were not convicted of a Class E crime. However, both the sponsor and the ACLU believe the law should be amended nonetheless.

As drafted, not only would the bill require the Secretary of State to create an online system that would notify individuals of a pending expiration, it would also require the implementation of a statewide traffic warning module, which currently does not exist.

The language is also problematic because it would remove the ability for law enforcement to tow an abandoned vehicle from a dangerous location or seize an unregistered vehicle for a variety of additional violations, such as failing to pay child support or failing to have motor vehicle insurance.

In MMA’s opposition testimony, staff also highlighted that as drafted the bill would make it more enticing for individuals with capacity to shirk their public obligation to pay excise tax. As the cost of registration is halved the closer to the end of the registration year, the bill creates a tax loophole that would enable those with an expensive vehicle from ever registering.

As the care and maintenance of local roads are funded nearly exclusively through municipal expenditures that far outstrip the excise tax revenue collected statewide, providing a means to circumvent the payment of taxes and fees is a breakdown of the social contract that vehicle operators accept through their obligations as Maine residents. Last year, towns and cities spent an estimated $329 million on the care and maintenance of roads while they collected an estimated $279 million in excise tax for the task. Any reduction in user fees collected via excise tax would shift that burden onto the property taxpayers.

Maine Department of Public Safety and the Maine Secretary of State testified neither for nor against the measure emphasizing observations made by MMA staff.

LD 662, An Act To Provide Chiefs of Police the Discretion To Allow the Use of Light Bars on Emergency Vehicles sponsored by Rep. Nathan Wadsworth of Hiram, would direct police chiefs at the request of an agency in their jurisdiction to evaluate the need to add blue lights on emergency vehicles including fire, ambulance and hazard materials response vehicles.

In addition to the sponsor, the Saco Valley emergency medical and fire teams provided testimony in support of the bill. Although the bill, as drafted, would impact emergency vehicles only, during the hearing it became clear that the actual request was to add lights, of any color, on the personal vehicles used to respond to emergencies. Members of the Saco Valley fire department detailed a number of visibility issues faced on the windy dangerous roads they often travel when responding to an emergency in their personal vehicles and the inadequacy of their small front lights currently allowed to be installed.

Unfortunately, all the issues raised during the hearing are not addressed by the bill as currently drafted.

Thursday’s hearings all focused on rolling back annual inspections on motor vehicles either entirely or elongating the time between necessary inspections.


LD 354, An Act To Require Motor Vehicle Inspections Every 2 Years, sponsored by Rep. Jonathan Connor of Lewiston and LD 284, An Act To Provide That Inspections of New Motor Vehicles Are Valid for 2 Years, sponsored by Rep. Cebra would essentially achieve the same end and repeal the annual inspection on motor vehicles either by requiring the inspection every two years or creating a graduated inspection system based on age of a vehicle.

On all inspection related bills, the opponents far outstripped the proponents, with just the sponsors speaking in favor of the measures.

Those opposed included members of the Legislature, insurance carriers, Department of Public Safety, the Bureau of Motor Vehicles and Maine Municipal Association. The opponents were unified in their voice that inspections catch road safety hazards before they become fatal accidents, as well as prompt the low insurance rates Mainers enjoy because of the annual system.

MMA’s testimony advised that many components on vehicles that improve safety rarely last a year in Maine’s harsh weather conditions, winter battered roads, and miles driven to get “there” from “here.”

A work session on all of this inspection-related transportation bills will be held on March 23 at 1 p.m. and it is hoped that municipal sensibility will pave the legislative way to achievable transportation policy.
New Language, Same Concerns

A slimmed down version of the Pine Tree Amendment had its work session before the Environment and Natural Resources Committee this week. As originally drafted, LD 489, RESOLUTION, Proposing An Amendment to the Constitution of Maine to Establish a Right to a Healthy Environment, was airy and ambiguous by most accounts.

According to the bill’s sponsor, Sen. Chloe Maxmin of Lincoln County, the amended version is a product of conversations with members both parties and legal consultants. The term “pure” was deemed too obscure and omitted, references to “recreational and scenic” were removed over fears certain industries might be targeted, and the concept of the state as a “trustee” was altered to avoid legal implications. The Pine Tree Amendment is half of what it used to be and still engenders the same concerns.

The abbreviated amendment only consolidates scrutiny to the remaining language. Multiple committee members were quick to identify vague terms like “cultural” and “clean” that could be interpreted in many conflicting manners. Answers to what constitutes state action and how this bill impacts private land ownership rights can only be speculative at this time.

It became clear to the committee that these matters may never fully be resolved. The legislative and executive branches will attempt to define the intent and extent of the bill’s language, but if passed, the judiciary branch will make the final interpretation when needed. Even then, there could be appeals and challenges for generations yet to come.

During the work session MMA restated its opposition to the bill, citing earlier committee member concerns of costly litigation to government jurisdictions and adding that this may impede development across the state.

The committee mostly appreciated the bill’s lofty goal and congratulated the collaboration undertaken thus far.

Since the true meaning of the bill can only be unveiled through deliberation and trial and error, the committee chose to promote the discussion to a wider audience. Rep. Paige Zeigler of Montville characterized the committee’s majority sentiment, “This is actually the dress rehearsal for this bill, and this is a conversation that needs to be out in the general population. When it goes out there all these questions are going to be mulled over when this goes before the people. I feel we should move on, let it go out, let it be decided there because this a very important question.”

The committee voted 9 to 3 “ought to pass as amended.” The minority voted “ought not to pass.”

As amended, LD 489 reads as follows:

“The people of the State have the right to a clean and healthy environment and to the preservation of the natural, cultural and healthful qualities of the environment. The State may not infringe upon these rights. The State shall conserve, protect and maintain the State’s natural resources, including, but not limited to, its air, water, land and ecosystems for the benefit of all the people, including generations yet to come.”

IN THE HOPPER

Agriculture, Conservation & Forestry

LD 574 – An Act To Clarify the Maine Food Sovereignty Act. (Sponsored by Rep. Plueker of Warren)

This bill clarifies the Maine Food Sovereignty Act by amending the definition of “direct producer-to-consumer transaction” to mean any exchange of food or food products directly between a producer and a consumer in a manner mutually agreed upon by the producer and consumer of the food or food products rather than face-to-face transactions at the site of production. The bill also provides that counties have the same authority as municipalities to adopt direct producer-to-consumer ordinances for enforcement in the unorganized territory.

(The bill summaries are written by MMA staff and are not necessarily the bill’s official summary statement or an excerpt from that summary statement. During the course of the legislative session, many more bills of municipal interest will be printed than there is space in the Legislative Bulletin to describe. Our attempt is to provide a description of what would appear to be the bills of most significance to local government, but we would advise municipal officials to also review the comprehensive list of LDs of municipal interest that can be found on MMA’s website, www.memun.org.)

Environment & Natural Resources

LD 771 – An Act To Amend the Laws Governing Wastewater Treatment Plant Operator Certification. (Sponsored by Rep. Martin of Eagle Lake)

This bill modifies the laws governing the wastewater treatment plant operator certification program administered by the Department of Environmental Protection. It changes the procedure for revocation of a wastewater treatment plant operator certification, provides authority for suspension of a wastewater treatment plant operator certification, clarifies how the department may administer the program, updates outdated terminology and eliminates outdated provisions. It also clarifies the department’s existing authority with respect to licenses and wastewater treatment plant operator certificates.

Health & Human Services


Beginning on July 1, 2022, this bill requires the state to reimburse municipalities for 90% of the direct aid provided under the General Assistance program that is in excess of .0003 of a municipality’s most recent state assessed value. Municipal general assistance costs below the state value threshold continue to be reimbursed at 70%.

(continued on back page)
### HEARING SCHEDULE

#### For the week of March 22, 2021

#### MONDAY, MARCH 22

**Criminal Justice & Public Safety**  
Room 436, State House, 10:00 a.m.  
Tel: 287-1122  
LD 536 – An Act To Amend the Maine Criminal Code.

**Environment & Natural Resources**  
Room 216, Cross Building, 10:00 a.m.  
Tel: 287-4149  

LD 722 – Resolve, To Study the Establishment of the Maine Climate Corps.

**Labor & Housing**  
Room 202, Cross Building, 10:00 a.m.  
Tel: 287-1331  
LD 607 – An Act To Restore Overtime Protections for Maine Workers.

LD 609 – Resolve, To Establish a Commission To Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions.

LD 654 – An Act To Create a 24-hour Shelter Capital Project Funding Program.

**State & Local Government**  
Room 214, Cross Building, 10:00 a.m.  
Tel: 287-1330  
LD 596 – An Act To Improve the Law Regarding Abandoned Roads.

LD 646 – An Act To Improve the Administration of Elections by Ensuring an Adequate Number of Poll Workers.

#### TUESDAY, MARCH 23

**Energy, Utilities & Technology**  
Room 211, Cross Building, 9:00 a.m.  
Tel: 287-4143  
LD 83 – An Act To Clarify the Meaning of “Unserved Area” within the State’s Broadband Service Laws.

**Innovation, Development, Economic Advancement & Business**  
Room 202, Cross Building, 9:30 a.m.  
Tel: 287-4880  
LD 730 – An Act To Protect Economic Competitiveness in Maine By Extending the End Date for Pine Tree Development Zone Benefits.

#### WEDNESDAY, MARCH 24

**Criminal Justice & Public Safety**  
Room 436, State House, 10:00 a.m.  
Tel: 287-1122  
LD 477 – An Act To Allow for Fair Restitution by Providing that Restitution Does Not Include the Cost of Analysis of Suspected Illegal Drugs.

LD 491 – An Act To Create the Crime of Hate Crime False Public Alarm or Report.


LD 521 – An Act To Modify the Rule-making Process for Establishing County and Municipal Jail Standards.

LD 661 – An Act To Ensure Equity in Petitions for Rulemaking under the Maine Administrative Procedure Act.

**Education & Cultural Affairs**  
Room 208, Cross Building, 10:00 a.m.  
Tel: 287-3125  
LD 650 – An Act To Increase Funding for School Construction Projects.

LD 705 – Resolve, To Improve Air Quality and Ventilation in Maine’s Public Schools.

LD 707 – An Act To Promote Student Health by Requiring School Administrative Units To Offer Extracurricular Sports as a Requirement of Receiving State Education Funds.

**Health & Human Services**  
Room 209, Cross Building, 10:00 a.m.  
Tel: 287-1317  
LD 48 – Resolve, To Require the Department of Health and Human Services To Request a Waiver Relating to Support Services and To Provide Funds To Prevent Homelessness.

LD 343 – An Act To Set Aside Funds from Federal Block Grants for Certain Communities.

LD 475 – Resolve, To Create the Frequent Users System Engagement Collaborative.

**Judiciary**  
Room 438, State House, 11:00 a.m.  
Tel: 287-1327  
LD 725 – An Act To Improve Transparency in State Code and License Violations by Making Public the Names of Complainants.

1:00 p.m.


**Labor & Housing**  
Room 202, Cross Building, 10:00 a.m.  
Tel: 287-1331  
LD 553 – An Act To End At-will Employment.

**Taxation**  
Room 127, State House, 9:00 a.m.  
Tel: 287-1552  
LD 506 – An Act To Reduce the Tax Burden on Low-income Electricity Customers.

LD 731 – An Act To Establish a Program To Assist Regional Firefighter Training Programs, To Provide Tax Credits to Businesses That Employ Volunteer Firefighters and Emergency Medical Services Persons and To Provide Benefits to Volunteer Firefighters and Emergency Medical Services Persons.

#### THURSDAY, MARCH 25

**Agriculture, Conservation & Forestry**  
Room 214, Cross Building, 9:00 a.m.  
Tel: 287-1312  
LD 519 – An Act To Protect Children from Exposure to Toxic Chemicals.

LD 524 – An Act To Require Schools To Submit Pest Management Activity Logs to the Board of Pesticides Control and the Posting of Inspection Results for the Purpose of Providing Information to the Public.

(continued on next page)
On St. Patrick’s Day, county commissioners across the state were hopeful that the Committee on State and Local Government would lead them to a pot of referendum-free bond gold at the end of the legislative rainbow.

LD 434, An Act To Clarify the Bonding Authority of Counties for Capital Maintenance Projects, sponsored by Rep. Danny Martin of Sinclair, would provide bonding authority of up to 1/10 of 1 mil of the county’s property valuation without the encumbrance of seeking voter approval for the expenditure.

At the crux of the issue is the perspective among some county officials that voter approval is an administrative burden and barrier.

Under current statutes, Franklin County can bond for up to $50,000 without voter approval. In Aroostook County, it is up to $95,000. A provision in Cumberland County’s charter authorizes bonding of up to 1/10 of 1 mil of the county’s tax assessment. The remaining counties are authorized to issue up to $10,000 in bonds without voter approval.

In advance of the work session, the Maine County Commissioners Association provided the committee data showing the potential financial impacts of LD 434. As proposed, Cumberland County would be authorized to bond up to $5.3 million without voter input, while the state’s poorest county, Piscataquis, could bond for nearly $300,000 before asking those footing the bill to weigh in.

As a result of the discussion, an amendment was offered by Rep. Lynn Copeland of Saco and Rep. Ann Matlack of St. George that would protect taxpayer oversight by limiting non-voter approved bonding authority to 1/100 of 1 mil of value. Emphasizing that this level of bonding could be avoidable with planned maintenance, Rep. Copeland also asked that the language include a caveat tying this bonding authority to a critical need and requiring the county budget committee to approve the bond issue. In response to the proposed amendment, Rep. Walter Riseman of Harrison reiterated his concerns with who has final budget oversight. In one-half of Maine’s 16 counties final budget authority rests with the county commissioners.

In an evenly divided vote of the members present, the committee voted “ought not to pass” and “ought to pass as amended” on LD 434.

With the committee split, it is uncertain which report will be placed before the entire Legislature for debate. However, what is certain is that without taxpayer weigh in, there is little incentive for counties to act as municipal officials do and trust the voters. Whatever the outcome, municipal officials hope the legislature will consider the voices of those left to foot the bill.

Will the Early Bird Cast a Ballot? continued

a secure election may be more trouble than it’s worth.

In addition, through participation in early voting pilot programs conducted during the November 2007 and 2009 referendum elections, officials from 11 municipalities with registered voters ranging from nearly 61,000 in Portland to 2,140 in Hallowell, have experience with the early voting process. As described in the secretary’s Jan. 15, 2010 “November 2009 Pilot Program for Early Voting” report, the process “was shown to provide convenience and ease of access to voters, while at the same time alleviating some of the demands on municipal election officials as they contend with processing increasing numbers of absentee ballots.”

The path to the implementation of early voting is lengthy. First, two-thirds of the members of both the House and Senate must adopt the resolution. If adopted by a sufficient number of legislators, voters will be asked to weigh in on the issue at a statewide referendum election. If supported by a majority of the voters, the Legislature will then have to enact the legislation and adopt the rules necessary to securely implement early voting in Maine.

If the committee’s 8 to 4 “ought to pass as amended” vote is any indication, the fate of early voting may be decided by the voters this November.
IN THE HOPPER cont’d

Labor & Housing

LD 775 – An Act To Include within the Definitions of “Public Employee” and “Judicial Employee” Those Who Have Been Employed for Less Than 6 Months. (Sponsored by Rep. Sylvester of Portland)

This bill provides that a person who has been an employee of the state or another public employer for less than six months is considered a public employee. A person who has been an employee of the state or another public employer for less than six months may be dismissed, suspended or otherwise disciplined without cause during the probationary period. Termination of an employee or any other disciplinary action against an employee during the probationary period is not subject to the grievance and arbitration provision of the collective bargaining agreement.

State & Local Government

LD 806 – An Act To Clarify That Municipal Officers May Accept a Proposed, Unaccepted Way for Pedestrian, Bicycle and Other Nonmotorized Use. (Sponsored by Sen. Carney of Cumberland Cty.)

This bill provides that municipal officers may accept a proposed, unaccepted way for pedestrian, bicycle and other non-motorized uses.

LD 876 – An Act To Promote Efficiency in County and Municipal Government. (Sponsored by Sen. Breen of Cumberland Cty)

This bill allows county and municipal governments and officials to meet the requirement to provide public notice in a newspaper by electronic posting on the county’s or municipality’s publicly accessible website.

LD 1010 – An Act To Establish the Maine Service Fellows Program. (Sponsored by Rep. Reilly of Westbrook)

This bill establishes the Maine Service Fellows Program under the Maine Commission for Community Service. The program is designed to engage program participants in devoting a year of service to Maine communities. The commission is directed to seek to design and implement the program in a manner that will increase the opportunities for citizens to devote a year of service to Maine communities; attract to and retain in Maine motivated adults who have completed a college degree within the prior five years to apply their skills and abilities to projects for the benefit of Maine citizens; provide rural and underserved Maine communities a resource to address critical health and human, public safety, education and environmental needs; and strengthen civic engagement of both the program fellows and community residents through solutions based in whole or in part in volunteer service. To the extent funds are available, program fellows receive a stipend, a completion bonus and other benefits.

Veterans & Legal Affairs

LD 1083 – An Act To Create a Voter Identification System. (Sponsored by Rep. Faulkingham of Winter Harbor)

This bill requires of photographic proof of identity in order to vote in person. The bill defines the acceptable forms of identification (e.g., driver’s license, Maine non-driver card; U.S. passport, etc.) and explicitly prohibits the use of a Maine college or university issued identification as acceptable verification. The bill also allows a person who does not possess photographic identification document to request a free special voter card from the Secretary of State.