

# MAINE STATE LEGISLATURE

The following document is provided by the  
**LAW AND LEGISLATIVE DIGITAL LIBRARY**  
at the Maine State Law and Legislative Reference Library  
<http://legislature.maine.gov/lawlib>



Reproduced from scanned originals with text recognition applied  
(searchable text may contain some errors and/or omissions)

---

---

ONE HUNDRED AND EIGHTH LEGISLATURE

---

---

**Legislative Document**

**No. 1671**

H. P. 1434

House of Representatives, April 19, 1977

Referred to the Committee on State Government. Sent up for concurrence and 1,800 ordered printed.

EDWIN H. PERT, Clerk

Presented by Mr. Wilfong of Stow.

---

---

**STATE OF MAINE**

IN THE YEAR OF OUR LORD NINETEEN HUNDRED  
SEVENTY-SEVEN

---

**AN ACT Providing for Improved State Planning and Budget Development.**

---

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

Sec. 1. 5 MRSA § 1662, sub-§ 2-A is enacted to read:

2-A. Integrated program and budget development assistance. To provide reasonable and necessary assistance to the State Planning Office and to state departments, agencies and other organizations in their identification of critical problems and opportunities, program initiatives and performance measures for the preparation of the state program document and other program planning and development activities;

Sec. 2. 5 MRSA § 1665-A is enacted to read:

§ 1665-A. Expenditure level

It is the long term policy of the Legislature to reduce the total tax burden ratio to a level commensurate with the national average. The following steps shall be carried out to implement this policy.

1. Analysis of expenditures in relation to the economy. The State Planning Office shall conduct an analysis of state and local expenditures in relation to the economy of the State. The results of the analysis shall be presented to the Bureau of the Budget and the Governor on or before November 1st of each even-numbered year for consideration in setting an aggregate level of state spending for the coming biennium. The analysis shall include historical data and comparisons for the 5 previous fiscal years and estimates for the current fiscal year and each year of the coming biennium.

The historical data, comparisons and estimates shall include such information as deemed appropriate to provide for the reasonable calculation of the total state and local tax burden.

2. Submission of proposed expenditure levels and tax burden. The Governor shall recommend to the Legislature an aggregate level of state spending and consequent state and local tax burden for the coming biennium and submit this recommendation together with the submission of the state budget document. The state budget document shall include a report on the total state and local tax burden proposed in relation to the historic level of burden, the level of the state's economy and such other information as the Governor may wish to include.

3. Legislative concurrence or revision. The Legislature shall review the Governor's recommendations and, no later than 4 weeks from receipt of the Governor's recommendations, the Legislature shall concur with the recommendations or establish an alternate aggregate level of state spending. Failure of the Legislature to complete final action on the Governor's recommendations within the time provided shall mean that such recommendations are automatically accepted as law governing the aggregate level of state spending. The aggregate level of state spending established by law either by formal action of the Legislature or by its failure to act may be altered only by the favorable vote of  $\frac{2}{3}$  of the members of the Legislature at any time.

Sec. 3. 5 MRSA § 3305, sub-§ 1, ¶ I is enacted to read:

I. State program document. Assist the Governor in the preparation of the biennial state program document.

Sec. 4. 5 MRSA § 3305-A is enacted to read:

§ 3305-A. State program document

The Governor shall publish the biennial state program document which shall serve as a guide to state agencies, providing the basis for budget preparation and for the assessment of internal performance by identifying critical problems and opportunities, establishing objectives, setting forth programs to achieve those objectives and determining criteria to measure performance effectiveness. The state program document shall identify the issues perceived by the executive branch and the policies, programs and priorities developed to address those issues, thus providing the basis for a process of constructive debate and analysis which will enable the Legislature and the people to assess and respond to the perceptions and planned actions of the executive branch. This process will provide for the more careful and conscious social, physical and economic development of the State.

I. Scope. The state program document shall provide for an effective public management system and for relating overall planning to short-term budgeting by:

A. Identifying critical problems and opportunities to be addressed;

B. Describing the objectives of State Government in regard to those issues;

- C. Identifying and evaluating alternatives to achieve the objectives; and
- D. Recommending the programs to be implemented.

To a reasonable and practical extent, the document shall seek to identify the steps to be taken to achieve a given objective, the agency or agencies responsible for implementation, the approximate target dates for implementation and the criteria to measure performance effectiveness. Consideration shall be given to: The short and long range effect of programs on different levels of government, the inhabitants of the State and on the private sector; the assumptions underlying issue identification, the determination of objectives and the approach recommended; the relationship to other issues and programs; and the relationship to the various and changing social, economic and physical factors which may influence or shape the program during the budget period and beyond.

2. Procedure. On or before April 15th of the even-numbered years, all departments and other agencies of State Government and other organizations receiving or desiring to receive state funds under the provision of law shall submit materials for use in the preparation of the state program document. These materials shall be submitted to the State Planning Director in the manner prescribed by and on forms furnished by the State Planning Director, as mutually agreed upon with the State Budget Officer. Upon receipt of the materials, the State Planning Director may require the heads of departments, agencies and other organizations to submit such additional information as he may deem necessary.

The State Planning Office, together with the Bureau of the Budget, shall provide reasonable and necessary assistance to state departments, agencies and other organizations in their identification of critical problems and opportunities, program initiatives and performance measures for the preparation of the state program document and other program planning and development activities. In the preparation of the state program document, the State Planning Office shall seek such assistance from the Bureau of the Budget, state agencies and other public and private organizations as appropriate.

The Governor, with the assistance of the State Planning Director and the State Budget Officer, shall review and revise the materials compiled and prepared by the State Planning Office to provide the comprehensive perspective of the executive and to focus on the most critical issues to be addressed by State Government. The Governor shall then direct the State Planning Director to publish the state planning document no later than July 15th of each even-numbered year. The Governor may provide for the annual revision of the state program document in whole or in part to address issues warranting further attention.

Sec. 5. 30 MRSA § 4511, as enacted by PL 1973, c. 534, § 4, is amended by adding at the end the following new sentences:

Regional planning commissions shall submit their comprehensive regional plans, or components of the plan until such plan is completed, to the State Planning Director on or before April 15th of each even-numbered year. The

**State Planning Director shall distribute the plans or relevant components thereof to the appropriate state agencies for consideration in state planning and development activities.**

#### STATEMENT OF FACT

This legislation is drawn from recommendations of the Governor's Task Force on Budget Reform and the Governor's Task Force on Economic Development aimed at relating state expenditures to the level of the economy and at an improved system of program planning linked with the budget development process. The legislation requires an analysis of state and local expenditures in relation to the economy of the State. This analysis shall be considered by the Governor in proposing an aggregate level of state spending and consequent state and local tax burden to the Legislature; the Legislature is then required to accept or revise the Governor's recommendation establishing an aggregate level of state spending.

The legislation also requires the development of a state program document prior to the preparation of the state budget document and the arrival of each new Legislature to serve as a guide to state agencies, providing the basis for budget preparation and for the assessment of internal performance by identifying critical problems and opportunities, establishing objectives, setting forth programs to achieve those objectives and determining criteria to measure performance effectiveness. The document is designed to assist the Legislature, the executive branch and the people in focusing State Government's efforts and expenditures on the most needed and most productive programs.