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HOUSE BILL NO. 2551

Offered January 23, 1995

A BILL to amend and reenact §§ 2.1-387, 2.1-394, 2.1-398, 2.1-399, 2.1-399.1 and 9-6.25:1 of the Code of Virginia and to amend the Code of Virginia by adding in Title 2.1 a chapter numbered 5.01, consisting of sections numbered 2.1-51.6:4 through 2.1-51.6:15, relating to the Virginia Strategic Planning Act.

Patron—Murphy

Referred to Committee on Appropriations

Be it enacted by the General Assembly of Virginia:

1. That §§ 2.1-387, 2.1-394, 2.1-398, 2.1-399, 2.1-399.1 and 9-6.25:1 of the Code of Virginia are amended and reenacted and that the Code of Virginia is amended by adding in Title 2.1 a chapter numbered 5.01, consisting of sections numbered 2.1-51.6:4 through 2.1-51.6:15 as follows:

CHAPTER 5.01.

VIRGINIA STRATEGIC PLANNING ACT.

§ 2.1-51.6:4. Short title.

This chapter shall be known and may be cited as the "Virginia Strategic Planning Act."

§ 2.1-51.6:5. Declaration of legislative intent.

The economic welfare of the Commonwealth, the health of its natural resources, the health, safety and welfare of its citizens, and the adequacy of its infrastructure will be promoted by long-range strategic planning. Therefore, it is the intent of the General Assembly to develop a state planning process to achieve these objectives. In order to achieve the goals set forth in this chapter, this planning process is created for the following purposes: (i) to promote coordination between state and federal programs; (ii) to achieve consistency in the development and implementation of state programs; and (iii) to provide information, guidance and support to local and regional planning efforts.

§ 2.1-51.6:6. Definitions.

As used in this chapter, the words and terms listed below mean:

"Affordable housing" means a sanitary and safe dwelling that is available for sale or rental to persons and families of low and moderate income as provided for in Chapter 1.2 (§ 36-55.24 et seq.) of Title 36 for less than one-third of their gross monthly income.

"Council" means the Virginia Strategic Planning Advisory Council.

"Department" means the Department of Planning and Budget.

"Goals" means the planning goals set forth in § 2.1-51.6:7.
"Governmental subdivision" means any county, city or town of the Commonwealth.

"Infrastructure" means the basic facilities needed for the growth and functioning of the Commonwealth or a governmental subdivision in the state, including but not limited to storm water, water, sewage and solid waste disposal, utilities, communications, transportation facilities, schools, parks and public safety.

"Major state project" means the acquisition of land for any state facility ("facility" includes highways, as defined in Title 46.2), the construction of any facility, or expansion of an existing facility which is hereafter undertaken by any state agency, board, or commission, authority or any branch of state government, including state-supported institutions of higher learning, and which requires an environmental impact report. For the purposes of this chapter, "authority" shall not include any industrial development authority created pursuant to the provisions of Chapter 33 (§ 15.1-1373 et seq.) of Title 15.1 or Chapter 643, as amended, of the 1964 Acts of Assembly nor shall authority include any housing development or redevelopment authority established pursuant to state law. For the purposes of this chapter, "branch of state government" shall not include any county, city or town of the Commonwealth.

"Open space" means any land, water, submerged land, marshes, or similar properties which are provided, preserved or used for: (i) park or recreational purposes; (ii) conservation of land or other natural resources; (iii) cultural or scenic purposes; or (iv) assistance in shaping the character, direction, and timing of community development.

"Plan" means the Virginia Strategic Plan.

"Political subdivision" means any governmental subdivision as defined in this section, any sanitary, sanitation and transportation district, authority or other such public body created under the laws of the

"Public review" means a period of time in which written comments, or other requirements as

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60 established by the Governor, shall be submitted. Unless otherwise indicated, "public review" shall not refer to the public hearing requirements in § 9-6.14:7.1.

§ 2.1-51.6:7. Planning goals.

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The planning goals of the Commonwealth are to:

- 1. Encourage growth that promotes economic opportunity and improves the quality of life for all citizens of the Commonwealth.
- 2. Provide incentives that promote and encourage natural resource-based industries, including agriculture, forestry, fishing, mining and recreational tourism.
 - 3. Provide appropriate incentives for economic development in rural areas.
 - 4. Provide appropriate incentives for economic development and redevelopment of urban areas.
- 5. Determine and develop in an orderly and fiscally responsible manner, infrastructure needed for urban and rural development.
- 6. Provide a framework for the development and rehabilitation of affordable housing in the Commonwealth.
- 7. Ensure that water is available to serve the needs of all the people of the Commonwealth and that beneficial uses of water are considered and protected.
- 8. Encourage, consistent with the needs and circumstances of the governmental subdivisions, compact and efficient patterns of development that minimize consumption of land, protect natural resources, enhance mobility of people and goods, promote efficient expenditure of public funds, and reduce resource and energy consumption.
 - 9. Protect the environment and the quality of the Commonwealth's land, water, and air.
- 10. Conserve and protect open space, scenic and natural areas, recreational areas, and endangered, unique and threatened plant and animal species and their habitat.
- 11. Protect and enhance the Commonwealth's natural, cultural, and historic resources in order to maintain the Commonwealth's heritage and further its tourist economy.
 - 12. Protect both public and private property interests as established by law.
- 13. Ensure that the delivery of state services that promote the health and welfare of the citizens of the Commonwealth is cost effective and reaches citizens in need.
- 14. Provide, in cooperation with the local school divisions of the Commonwealth, access to educational programs that will provide all Virginians an equal opportunity to obtain the skills necessary to compete effectively in the global marketplace.
- 15. Promote the development and operation of an educationally and economically sound, vigorous, progressive and coordinated system of higher education in the Commonwealth of Virginia.
 - 16. Ensure the protection and safety of Virginia citizens and their property from danger and harm.

§ 2.1-51.6:8. Virginia Strategic Plan.

The Governor shall prepare and implement the Plan for the Commonwealth which implements the legislative intent and goals of this chapter. In developing this Plan, the Governor shall consult with the Virginia Strategic Planning Advisory Council created pursuant to § 2.1-51.6:15. Thereafter, pursuant to public notice, the Plan shall be circulated for public review and comment. The Plan shall be known as the Virginia Strategic Plan.

§ 2.1-51.6:9. Contents and implementation of the Plan.

The plan shall include: (i) plan elements; (ii) measurable and quantifiable objectives; (iii) regional approaches; (iv) interagency approaches; and (v) an implementation strategy.

A. Plan elements. - The Plan shall include, but not be limited to, the following elements: (i) an inventory of the Commonwealth's existing infrastructure including transportation networks, correctional facilities, educational institutions, public health facilities, water supply and treatment facilities, sewerage systems and wastewater treatment systems, and solid waste management disposal facilities, and the extent to which additions or improvements will be needed to accommodate anticipated population and economic growth as may be furnished by any agency of the Commonwealth, governmental subdivision or political subdivision; (ii) strategies consistent with the goals and other plan elements for the economic development of the Commonwealth which include an inventory and assessment of the Commonwealth's economic base, labor force characteristics, educational opportunities necessary to train the labor force, affordable housing characteristics, and economic development opportunities and resources, including the development of economically disadvantaged areas and redevelopment of urban areas; and a determination of what can be done to support retention and expansion of existing businesses and attract new businesses and industries; (iii) strategies consistent with the goals and other plan elements to support and maintain the viability of agricultural and forestal activities through specific programs that include measures to protect unique and prime agricultural and forestal lands; (iv) strategies consistent with the goals and plan elements that will meet the long-range transportation needs of the Commonwealth; (v) strategies consistent with the goals and other plan elements for the protection of the Commonwealth's natural, historic and living resources that are based on an inventory of resources including groundwater supply, coastal resources, river watersheds, flood plains, major

park, recreation and conservation areas, historic resources, wetlands and state-owned lands; and (vi) strategies consistent with the goals and other plan elements for the protection and safety of the citizens of the Commonwealth.

B. Measurable objectives. — The Plan shall establish measurable and quantifiable objectives that state agencies shall use in the development of their programs to achieve the goals both in the short term (four-year planning horizon) and long-term (twenty-year planning horizon).

C. Regional approaches. — The Plan shall identify and promote opportunities to employ regional

strategies to achieve the goals by encouraging the development of regional solutions.

- D. Agency coordination. The Plan shall establish a process for achieving interagency coordination of programs to ensure the collective responsibility for and achievement of the goals in the most efficient and cost-effective manner. To the extent that other federal and state agency plans exist, the Governor shall identify inconsistencies and, insofar as is practicable, conform these documents to the Plan.
- E. Implementation strategy. The Plan shall contain a complete and comprehensive strategy for its implementation and for implementation of the goals. The four-year implementation strategy shall include a description of specific initiatives or programs, public and private, to be put in place in the four- and twenty-year planning horizons, including cost estimates and necessary and alternative funding sources, where applicable, and a description of administrative systems, regulatory measures or incentive programs recommended to be adopted or amended.

§ 2.1-51.6:10. Use of the Plan.

The Plan shall be used by the Commonwealth and its agencies to: (i) achieve the goals of the Commonwealth; (ii) ensure consistency among and between state agencies; and (iii) encourage coordination among the political subdivisions of the Commonwealth. The Plan shall not constitute grounds for the denial of any permit nor shall the Plan supersede or take precedence over any statute, regulation or ordinance.

§ 2.1-51.6:11. Procedure for developing the Plan.

A. The Governor's Secretaries shall, on his behalf, work cooperatively, and in conjunction with the Virginia Strategic Planning Advisory Council, to prepare and implement the Plan.

B. Prior to developing the Plan, the Department shall develop, with the assistance of the Council, administrative guidelines for creation of the Plan in order to implement the provisions of this chapter in a timely and consistent manner. These guidelines shall include, but not be limited to: the process for developing the Plan cooperatively; the studies, inventories and surveys that will be prepared to support the implementation of the goals; and a work plan and schedule for producing the Plan.

C. These guidelines shall be used by the Governor's Secretaries when participating in the

preparation of the Plan.

D. The Governor's Secretaries may request to meet and confer with the Department as needed during their process.

- E. The Governor's Secretaries shall submit their plans to the Department. The Department, in cooperation with the Governor's Secretaries, shall combine and coordinate the individual plans into a single draft of the Plan.
- F. The Department shall forward the Plan in draft form to the planning district commissions and the Council for review and comment.
- G. The Department shall review all comments and revise the Plan as necessary. Thereafter, the Plan as revised shall be circulated by the Council for public review and comment.
- H. The Council shall consider all comments and make such changes to the Plan as it deems appropriate and shall submit the Plan to the Governor.
- I. The Governor shall approve the Plan after making such changes as he deems appropriate, and shall submit the Plan to the General Assembly with the budget bill on or before December 20, 1997.
- J. The Plan shall be reviewed again by the Governor on or before December 20, 1999, and every four years thereafter, and he may amend it as necessary to achieve its goals. The Council shall be afforded the opportunity to review and comment on amendments proposed to the Plan by the Governor. Proposed amendments shall also be made available for public review and comment prior to incorporation in the Plan.

§ 2.1-51.6:12. Duties of the Department.

In addition to its other duties, the Department shall:

- 1. Assist the Governor in the development and adoption of the Plan.
- 2. Provide staff support to the Virginia Strategic Planning Advisory Council.
- 3. Coordinate preparation of the Commonwealth's capital improvements and long-term infrastructure needs.
- 4. Evaluate and report to the Governor and the Council on progress and problems in implementing the Plan.

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183 5. Advise the Governor on proposed legislation and budgetary initiatives which significantly affect 184 the Plan.

- 6. Distribute copies of the Plan to state agencies and governmental and political subdivisions.
- 7. Develop and maintain the Virginia Geographic Information Network.

§ 2.1-51.6:13. Additional duties of the Department.

After December 20, 1997 the Department shall develop a process, in conjunction with the Council, to review: (i) the effect of the Plan on governmental subdivisions and (ii) the effect of local plans on the achievement of the Commonwealth's goals and objectives as set forth in the Plan. This process shall occur at least once every four years during the regular review and revision of the Plan. The Department shall report its findings and recommendations to the Governor and the General Assembly.

§ 2.1-51.6:14. Virginia Strategic Planning Advisory Council.

A. There is hereby created the Virginia Strategic Planning Advisory Council, hereinafter referred to as the Council. The Council shall be composed of eleven members: two members from the House of Delegates, one of whom shall be a member of the House Appropriations Committee, to be appointed by the Speaker of the House; two members from the Senate, one of whom shall be a member of the Senate Finance Committee, to be appointed by the Senate Committee on Privileges and Elections; five citizens members to be appointed by, and serve at the pleasure of, the Governor, and the Secretaries of Administration and Finance. The Council shall also include, as an ex-officio nonvoting member, the Director of the Department of Planning and Budget. All appointments shall be made by November 1,

B. Of the citizen members first appointed, two shall be appointed for a term of two years, two shall be appointed for term of four years and one shall be appointed for a term of six years. Thereafter, all citizen members shall be appointed for terms of six years each, except that appointments to fill vacancies shall be made for the unexpired terms. Legislative members shall serve coincident with their terms of office. No person shall be eligible for more than two successive six-year terms; but after the expiration of two years or less, or after the expiration of the remainder of a term to which appointed to fill a vacancy, two additional six-year terms may be served by such a member.

C. The Council shall meet at least four times a year and at the call of the Governor. The first meeting of the Council shall be held no later than sixty days after the appointment of all its members, at which time the Council shall elect a chairman and a vice chairman from its citizen membership to serve for two-year terms. Successive chairmen and vice chairmen shall be elected for two-year terms.

§ 2.1-61.6:15. Duties of the Virginia Strategic Planning Advisory Council.

The Council shall:

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- 1. Assist and advise the Governor and the Department of Planning and Budget in developing and implementing the Plan.
- 2. Assist the Department in developing administrative guidelines for the initial development of the
- 3. Develop and implement a program to educate the public about the Plan development process and solicit comments on the draft Plan.
- 4. Periodically review planning procedures and relationships between the Commonwealth and its governmental subdivisions and recommend to the Governor and the General Assembly methods of strengthening cooperation between them.
- 5. Recommend to the Governor and the General Assembly administrative or legislative actions necessary to implement the strategies set forth in the Plan.
- 6. Recommend to the Governor alternatives to meet the funding requirements for economic development, education, public safety and health and human services needs, conservation and historic preservation programs and transportation and other infrastructure improvements which will enhance the Commonwealth's ability to accommodate its population and development.
- 7. Recommend innovative and cooperative land management techniques that will accommodate anticipated population growth and development in a manner which enhances economic development and protects the Commonwealth's historic and natural resources.

§ 2.1-387. Chief planning and budget officer; deputy.

The Governor shall be the chief planning officer and the chief budget officer of the Commonwealth. As the chief planning officer, the Governor shall be responsible for developing the Virginia Strategic Plan to implement Chapter 5.01 of this title. As the chief budget officer, the Governor shall submit a biennial budget which is substantially consistent with the Plan.

§ 2.1-394. Estimates by state agencies of amounts needed.

A. Biennially in the odd-numbered years, on a date established by the Governor, each of the several state agencies and other agencies and undertakings receiving or asking financial aid from the Commonwealth shall report to the Governor, through the responsible secretary designated by statute or executive order, in a format prescribed for such purpose, an estimate in itemized form showing the amount needed for each year of the ensuing biennial period beginning with the first day of July thereafter. Requests for financial aid for major state projects, as defined in § 2.1-51.6:6, shall be accompanied by a statement that such projects are consistent with the Virginia Strategic Plan. If a request is not accompanied by such statement, the Governor may nevertheless approve the project on the ground that there is an overriding state interest which supports the project. However, notice of any such approval shall be sent for informational purposes to the Virginia Strategic Planning Advisory Council and any governmental subdivision affected by the Governor's action. The Governor may prescribe targets which shall not be exceeded in the official estimate of each agency; however, an agency may submit to the Governor a request for an amount exceeding the target as an addendum to its official budget estimate.

- B. Each agency or undertaking required to submit a biennial estimate pursuant to subsection A of this section shall simultaneously submit an estimate of the amount which will be needed for the two succeeding biennial periods beginning July 1 of the third year following the year in which the report is submitted.
- C. The format which must be used in making these reports shall be prescribed by the Governor, shall be uniform for all agencies and shall clearly designate the kind of information to be given thereon. The Governor may prescribe a different format for reports from institutions of higher education, which format shall be uniform for all such institutions and shall clearly designate the kind of information to be provided thereon.
 - § 2.1-398. Submission of budget to General Assembly.

On or before December 20 in the year immediately prior to the beginning of each regular session held in an even-numbered year of the General Assembly, the Governor shall submit to the presiding officer of each house printed copies of a budget, based on his own conclusions and judgment, containing the following:

- 1. A statement of historical and projected trends which influence development, natural and human resources, and general economic conditions in the Commonwealth, and projections pertaining to population, transportation, commerce, agriculture, and urbanization. In addition to utilizing such statement in the preparation of his budget, the Governor shall use such statement for the purpose of coordinating programs of planning district commissions, regional development authorities, and local governments with those of state agencies and to disclose how the Virginia Strategic Plan is being implemented in the budget.
 - 2. A statement of the Governor's proposed goals, objectives, and policies in the areas of:
 - (a)a. Administration of justice;
 - (b)b. Education, including intellectual and cultural development;
 - (c)c. Individual and family services;
- (d)d. Resources and economic development, including specific references to economic development and management of natural resources;
 - (e)e. Transportation; and

- (f)f. General government, including therein or as separate categories areas of multiple impact, such as telecommunications, energy, and urban development.
- 3. A statement organized by function, primary agency, and proposed appropriation item which sets forth:
 - (a)a. Identification of common programs and services;
- (b)b. Service attainments or lack of attainments and service terminations or reductions for the biennium;
 - (e)c. Major goals and objectives for programs;
- (d)d. Program measures to be used in monitoring and evaluating services as specified in the general appropriation act; and
 - (e)e. The amount of each primary agency's budget that is direct aid to localities.
- 4. An "executive salary plan" recommending levels into which the position of each cabinet secretary and administrative head of each agency and institution of the executive branch of state government should be placed for salary purposes, salary ranges for each of those recommended levels, and the basis for the recommendations contained in the plan.
- 5. A statement of proposed capital appropriations organized by the primary agency that sets forth the program need for the project and the proposed source of funding.
 - § 2.1-399. Budget bill.
- A. On or before December 20 of the year immediately prior to the beginning of each regular session held in an even-numbered year of the General Assembly, the Governor also shall submit to the presiding officer of each house of the General Assembly, at the same time he submits his budget, copies of a tentative bill for all proposed appropriations of the budget, for each year in the ensuing biennial appropriation period, which shall be known as "The Budget Bill." "The Budget Bill" shall reference the Virginia Strategic Plan; shall be organized by function, primary agency, and proposed appropriation

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item; and shall include an identification of, and authorization for, common programs and the appropriation of funds according to programs. Except as expressly provided in an appropriation act, whenever the amounts in a schedule for a single appropriation item are shown in two or more lines, the portions of the total amount shown on separate lines are for information purposes only and are not limiting. No such bill shall contain any appropriation the expenditure of which is contingent upon the receipt of revenues in excess of funds unconditionally appropriated. The salary proposed for payment for the position of each cabinet secretary and administrative head of each agency of the executive branch of state government shall be specified in "The Budget Bill."

B. On or before December 20 of the year immediately prior to the beginning of each regular session held in an odd-numbered year of the General Assembly, the Governor shall submit to the presiding officer of each house printed copies of all gubernatorial amendments proposed to the general appropriation act adopted in the immediately preceding even-numbered year session.

§ 2.1-399.1. Capital projects.

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A. On or before December 20 of the year immediately prior to the beginning of each regular session held in an even-numbered year of the General Assembly, the Governor shall submit to the presiding officer of each house of the General Assembly copies of any tentative bill or bills involving proposed capital appropriations for each year in the ensuing biennial appropriation period. Such bill or bills shall include each capital project to be financed through revenue bonds or other debt issuance, specify the amount of each such project, and identify the entity which will issue such debt. Notwithstanding any other provision of law, the Governor may recommend, and the General Assembly may make, an appropriation of special fund revenues derived from the operations of the medical centers of Virginia Commonwealth University and the University of Virginia that may be used, as directed by such universities, in connection with the ownership and operation of their medical centers and related health care and educational activities, including operating expenses and debt service.

- B. On or before December 20 of the year immediately prior to the beginning of each regular session held in an odd-numbered year of the General Assembly, the Governor shall submit to the presiding officer of each house printed copies of all gubernatorial amendments proposed to capital appropriations acts adopted in the immediately preceding even-numbered year session.
- C. The Governor shall ensure that a summary of budget highlights be sent to a newspaper of general circulation in the following geographical areas of the Commonwealth: Northern Virginia, Hampton Roads, Richmond/Petersburg, Central Virginia, Shenandoah Valley, Roanoke Valley, Southside, and Southwest Virginia prior to the convening of such session of the General Assembly.
- D. The standing committees of the House of Delegates and of the Senate in charge of appropriation measures shall hold four regional public hearings on the budget bill The Budget Bill submitted by the Governor. The four public hearings shall be held prior to the convening of such session of the General Assembly, at hearing sites and times as selected by the chairmen of the two committees.

§ 9-6.25:1. Advisory boards, commissions and councils.

There shall be, in addition to such others as may be designated in accordance with § 9-6.25, the following advisory boards, commissions and councils within the executive branch:

Advisory Board for the Department for the Deaf and Hard-of-Hearing

Advisory Board for the Department for the Aging 346 347

Advisory Board on Child Abuse and Neglect

Advisory Board on Medicare and Medicaid

Advisory Board on Occupational Therapy

Advisory Board on Physical Therapy to the Board of Medicine 350

351 Advisory Board on Rehabilitation Providers

Advisory Board on Respiratory Therapy to the Board of Medicine 352

Advisory Board on Teacher Education and Licensure

354 Advisory Council on Revenue Estimates

355 Advisory Council on the Virginia Business-Education Partnership Program

356 Appomattox State Scenic River Advisory Board

357 Aquaculture Advisory Board

358 Art and Architectural Review Board

(Effective until July 1, 1995) Board for the Visually Handicapped 359

360 Board of Directors, Virginia Truck and Ornamentals Research Station

361 Board of Forestry

362 Board of Military Affairs

363 Board of Rehabilitative Services

364 Board of Transportation Safety

Board of Trustees of the Family and Children's Trust Fund 365

Board of Visitors, Gunston Hall Plantation 366

Board on Veterans' Affairs 367

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449	Toxic Substances Advisory Board
450	Virginia Advisory Commission on Intergovernmental Relations
451	Virginia Advisory Council for Adult Education and Literacy
452	Virginia Coal Mine Safety Board
453	Virginia Coal Research and Development Advisory Board
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457	Virginia Equal Employment Opportunity Council
458	Virginia Interagency Coordinating Council
459	Virginia Military Advisory Council
460	Virginia Public Buildings Board
461	Virginia Recycling Markets Development Council
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